



CLEARFIELD CITY PLANNING COMMISSION MEETING AGENDA

Notice is hereby given that the Clearfield City Planning Commission will hold a regularly scheduled meeting at **6:30 P.M., Wednesday, July 21st, 2021**, on the **3rd floor** in the City Council Chambers and in the Executive Conference Room of the Clearfield City Municipal Building, located at 55 S. State Street, Clearfield, UT 84015.

Due to the COVID-19 Pandemic, one or more Planning Commissioners may attend the meeting electronically through Zoom.

1. REGULAR SESSION – 6:30 PM- Council Chambers

CALL TO ORDER - PLEDGE OF ALLEGIANCE

PLANNING COMMISSION CHAIR STATEMENT - OPTIONAL

APPROVAL OF MINUTES: None

Public Hearings

Continued from the July 7th, 2021, Planning Commission Meeting:

- A. Public Hearing, Discussion and Possible Action on the **North Davis County Active Transportation Implementation Plan (ATIP)**, a joint effort between the cities of Clearfield, Syracuse, West Point, Clinton, and Sunset to address current and future active transportation needs for the North Davis County communities. **Staff:** Brad McIlrath

2. GENERAL PLAN UPDATE WORK SESSION – 7:00 PM – Executive Conference Room

Discussion led by 

- A. Land Use Chapter Draft Review
B. Transportation Chapter Draft Review

Dated this 20th day of July, 2021.

/s/Brad McIlrath, Senior Planner

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 accommodations for City sponsored public meetings, service programs, or events, should call the Customer Service Center at 801-525-2701, giving the City a 48-hour notice.

The Work Session meeting is a public meeting; however, public comments are only received in the formal Planning Commission meeting. The Planning Commission Public Meeting is a public forum where the Planning Commission receives comment from applicants, the public, applicable agencies and County staff regarding land use applications and other items on the Commission's agenda. In addition, it is where the Planning Commission takes action on these items. Action may be taken which may include: approval, approval with conditions, denial, continuance or recommendation to other bodies as applicable.

2.0 LAND USE

SUMMARY SNAPSHOT

1. EXISTING CONDITIONS



Figure 2.1 - Site of Legend Hills office park, with potential for future development. (September 2020)

Clearfield, like other cities along the Wasatch Front, faces land use challenges related to population growth. For Clearfield, these are primarily housing and commercial land use issues. Housing demand is increasing faster than supply and the spatial needs of retail uses are shifting away from current building patterns.

With approximately 11% of the land in Clearfield yet to be developed much of the new growth in the city will be redevelopment and infill rather than greenfield developments.

2. LAND USE FRAMEWORK

1. Center-focused growth: concentrate new growth in established and emerging centers, with scale defined by neighborhood context
2. Mixed-Use corridor growth: maximize access to transportation corridors to concentrate growth where most appropriate

3. FUTURE LAND USE CONSIDERATIONS

1. Support concentration of retail uses in key neighborhood and urban centers.
2. Ensure new housing development patterns is context sensitive and defined along a range of housing types and densities.

4. POLICIES + IMPLEMENTATION

Goals

1. Increase sustainable employment and commercial opportunities
2. Transition underused commercial areas into active neighborhood centers and corridors
3. Promote a mix of uses and housing with more concentrated development in key areas of the city



Figure 2.2 - In its current configuration, Lakeside Square is an example of an underused commercial area (September 2020)



Figure 2.3 - Mixing housing types can expand housing options within a neighborhood and create a more walkable community (Daybreak, South Jordan, Utah)



Figure 2.4 - Redevelopment of prime locations in Clearfield are an opportunity to expand housing choices and improve walkability in the city's neighborhoods.

Policies

1. Redevelopment in existing employment centers shall provide a mix of new jobs, new specialty retail, and new entertainment opportunities
2. Create a balance between employment and housing
3. Develop, redevelop, renovate, and reuse underutilized or vacant parcels, and buildings
4. Focus development in key centers within the city
5. Physically integrate residential uses with office and retail uses in a manner that provides opportunities for pedestrian-oriented development in growth centers

Implementation Strategies

1. Integrate housing, employment, and supporting infrastructure in mixed-use centers at strategic locations
2. Use special area tax and financing tools, such as Community Reinvestment Areas (CRAs), to attract commercial uses and increase employment opportunities
3. Use special area tax and financing tools, such as CRAs, to highlight and prioritize the importance of areas targeted for redevelopment as unique gathering places and centers
4. Adopt land use ordinances and development agreements that ensure centers are designed to be compact, safe, attractive, and accessible to all travel modes and user abilities
5. Amend the zoning ordinance to create additional residential zones that focus on specific residential types

5. BEST PRACTICES

1. Develop a network of neighborhoods with distinct centers and multi-modal connections
2. Support land use policies that encourage infill development that is both compatible with the existing context and contributes to long-term goals
3. Balance zoning designations to respond to housing market demands
4. Mix housing types within neighborhood centers to provide housing options for residents throughout their housing life cycle
5. Adopt land use policies that support transit and increase ridership
6. Implement parking policies that will reduce the total paved area in centers and residential neighborhoods

2.1 EXISTING CONDITIONS

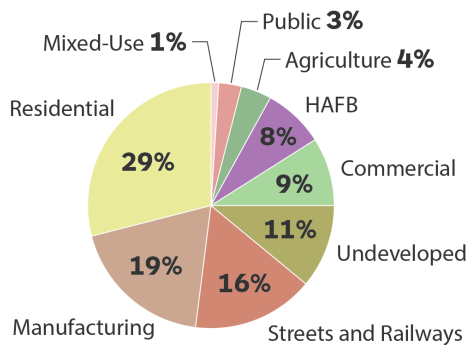


Figure 2.5 - Land use types as a percentage of the City's total land area (Clearfield General Plan 2017 update)

Clearfield's ~7.8 square mile area is occupied by nine major land use types. Figure 2.5 presents the distribution of these land uses as percentages of the city's total land area, as described in the existing land use map and the 2017 General Plan update.

Population increase is driving long-term change in land use configurations along the Wasatch Front. According to the US Census Bureau, Utah's population increased by 18.4% from 2010 to 2020. By 2050, Clearfield's population is expected to reach 34,000 residents. This type of growth trend is expected to continue across the state and in Clearfield.

Large parts of Clearfield are **well-established residential neighborhoods** with schools, churches, parks, and other community facilities. These areas are relatively stable and unlikely to change much in terms of land use mix and densities.

Other parts of the city are more dynamic and respond much faster to changes in population, market forces, and land use. The city has identified eight of these places, which typically include a wider variety of land uses and densities than the predominantly residential neighborhoods. Clearfield has already begun the processes of focusing on specific types of development and land use combinations in these places rather than allowing them to continue to spread across the city. These centers are discussed in more detail later in this chapter.

CHALLENGES

Land use challenges in Clearfield are similar to those of other cities along the Wasatch Front. Statewide population growth has caused a **shortage in housing supply** and very limited housing options, which has drastically driven up home prices and rents. Clearfield's challenge is to provide more housing options while preserving and supporting affordable prices.

Retail use patterns are changing. As retail spending continues to migrate away from traditional brick-and-mortar stores to online sales and experiential business models, the demand for traditional retail space is changing. Commercial retail land uses and building types need to adapt in order to remain competitive and provide a useful variety of retail businesses in Clearfield.

Land for new development is decreasing. Clearfield's 2017 General Plan identifies 11% of the total land area of the city as undeveloped. Infill developments are becoming more common as new greenfield developments continue to reduce the amount of undeveloped land. The challenge lies in focusing development in specific areas, and with the land use mix and densities necessary for a successful and well-planned city.



Figure 2.6 - Changing retail use patterns contribute to underused retail space, such as the Lakeside Square commercial center in Clearfield. (September 2020)

2.2 LAND USE FRAMEWORK

The land use framework map seeks to simplify and summarize the basic land use approach looking into the future. This map is a general concept illustrating how the future land use map is organized in the plan.

The majority of the current zoning designations in Clearfield are very similar to the proposed land use designations and do not need to be changed. Most parts of the city, typically residential neighborhoods and the Freeport Center, are relatively stable with no anticipated land use changes. The established residential neighborhoods should be preserved, with any infill development complementary to existing development.

Figure 2.7 - Land use framework map

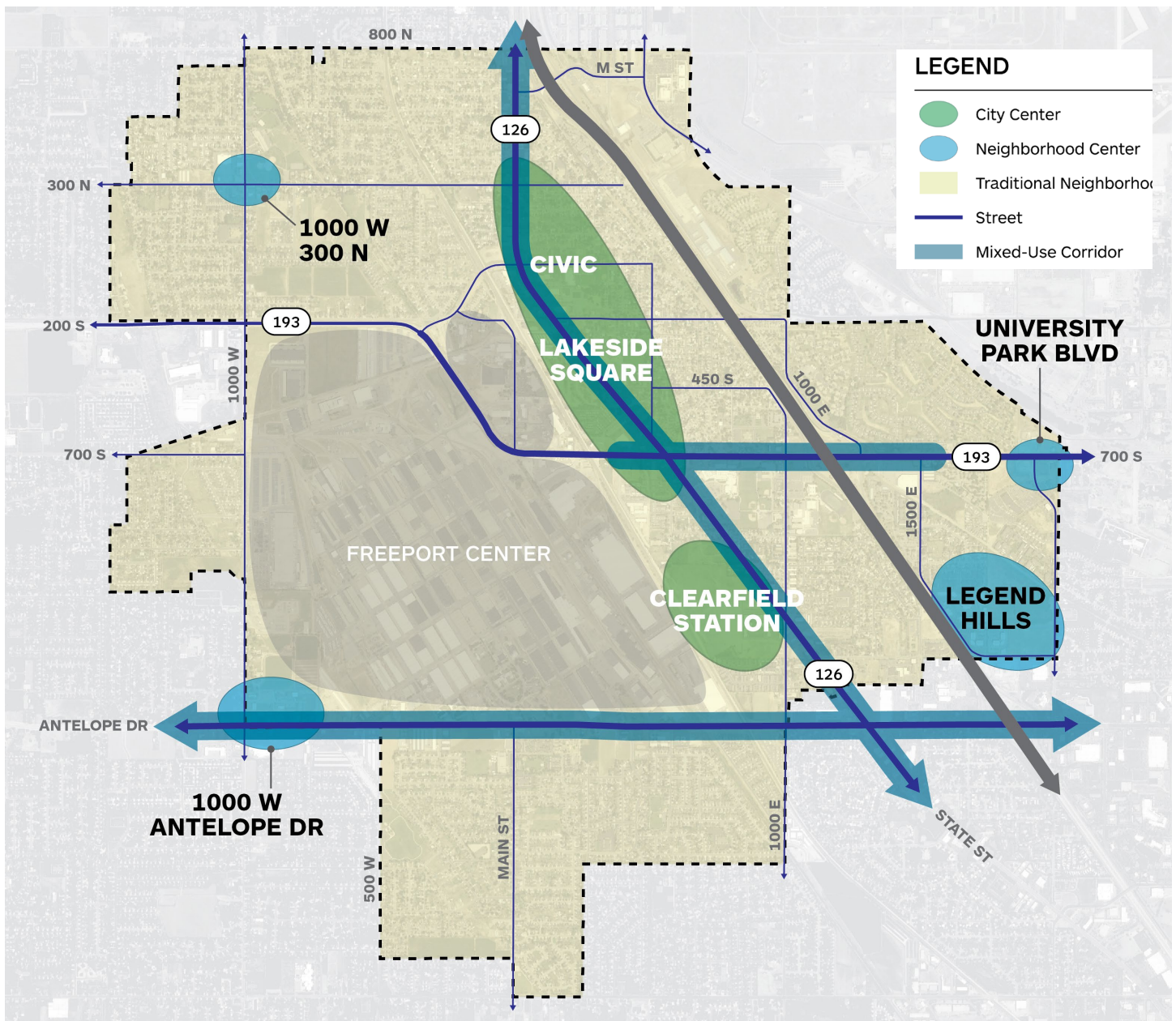




Figure 2.8 - Center-focused growth creates a network of neighborhoods (Dover, Kohl and Partners)

Several parts of the city, typically where commercial uses are dominant, are more dynamic regarding land use changes and present opportunities to transition into walkable activity centers with a more useful mix of land uses and densities. These transitions will occur over several years as the city guides future development and redevelopment projects toward its long-term goals.

Based on their spatial characteristics, these dynamic opportunity areas are divided into two types: centers and corridors. The Land Use Framework Map identifies the locations of these centers and corridors within the context of the city's other major land uses: residential and light industrial. This framework represents the overall structure of the land use goals and should be used in conjunction with the other framework maps.

1. CENTER-FOCUSED GROWTH

Focusing growth in centers helps to achieve the use mix and densities that sustainable activity centers require. It is anticipated that new projects in these centers will have a greater variety of uses and a generally higher level of density than current land uses.

Cities need multiple centers of different types. Centers should be both sensitive to their local context and unique opportunities and consider the spatial and land use relationships between other centers in the city. A hierarchy of centers with both diverse and complementary land uses will help meet the needs of people in each neighborhood and the city overall.

The Wasatch Front Regional Council describes different types of centers. Two of these types, urban centers and neighborhood centers, will help Clearfield meet its future goals.

URBAN CENTERS

Urban Centers are typically centrally located in the city and provide services that are used by the entire population. This may include services that are only available in a single location, such as municipal services. One- to three-story buildings for both employment and housing are typical. The number of housing units range from 10 to 50 per acre. These areas are served by a variety of streets that typically include high-capacity transit and bicycle facilities.

1. Civic

The Civic center is focused around the Clearfield City Hall campus and extends east to approximately 300 East, and includes Wasatch Elementary and Central Park, and west across State Street to the Davis County Health Department building and Davis County Library Clearfield Branch. The existing land use designations in this area include commercial east of State Street, and mixed-use west of State Street. Future land uses in this area should consider public-private

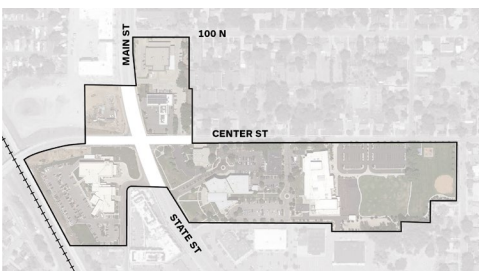


Figure 2.9 - Clearfield Civic Center

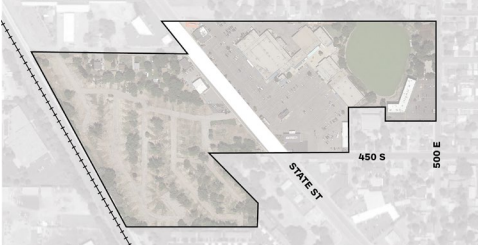


Figure 2.10 - Lakeside Square city center

partnership development options, expanding civic uses, as well as incorporate residential as a secondary use.

2. Lakeside Square

The Lakeside Square center includes the area from Mabey Pond west to the railroad tracks. The existing land use designation is mixed-use. Use types that should be encouraged in future developments include professional, office, service, commercial, and residential.

3. Clearfield Station

The Clearfield Station center encompasses the property east of and including the FrontRunner Station, and whose existing land use designation is mixed-use. The mixed-use designation remains appropriate for this area. Multi-story office uses, residential, and general commercial uses are encouraged here given the proximity to public transit. Retail should be encouraged primarily at key sites that possess prime visibility and accessibility characteristics, while also recognizing changing retail trends.

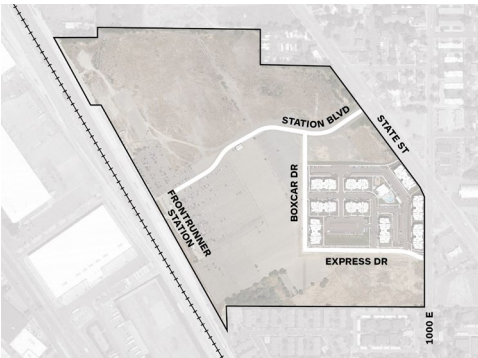


Figure 2.11 - Clearfield Station center

NEIGHBORHOOD CENTERS

Neighborhood Centers typically revolve around a store or a civic building like a library. The typical building scale varies from one- to three-stories tall. Housing types within this center range between small apartments, townhouses, and small-lot single unit homes. Neighborhood centers are typically located on walkable streets, often with frequent bus service, and bicycle facilities.

1. 1000 West 300 North

The 300 North center is focused around the intersection of 300 North with 1000 West. This area currently has a commercial land use designation. This area will likely trend toward opportunities for a higher density of residential uses in the future. Additionally, this area is a promising location for lower density secondary retail and professional office uses, and local businesses, due to lower rents and good visibility. Consideration should be given to changing the land use designation in this area to mixed-use.

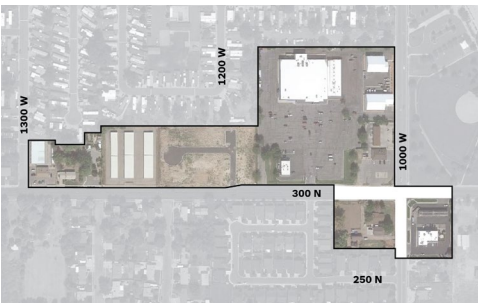


Figure 2.12- 1000 West 300 North neighborhood center

2. 1000 West Antelope Drive

The Antelope Drive center is focused around the intersection of 1000 West and Antelope Drive. Most of this area is in Syracuse; only the northeast quadrant of the intersection is within Clearfield's city limits. The area is already an active commercial center. Future improvements should be coordinated with Syracuse.

The existing land use designation along Antelope Drive in this area is

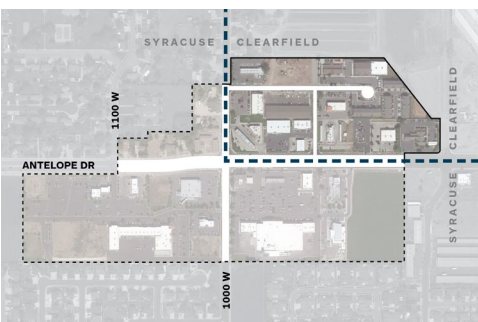


Figure 2.13 - 1000 West Antelope Drive neighborhood center

commercial with a townhome residential development at the east end of 1600 South. Given the nature of this area, consideration should be given to shifting the land use designation from commercial to horizontal mixed-use. The area is not likely to support vertical mixed-use, but can support a mix of uses overall. Parcels directly adjacent to Antelope Drive should be reserved for commercial uses, while parcels without frontage along Antelope Drive should be considered for residential uses of varying densities. This area could support attainable housing choices given its proximity to I-15, grocery store, and various employment options.

The northeast corner of Antelope Drive is a prime corner for commercial uses, given traffic counts and visibility. Traffic and visibility along Antelope Drive creates promising opportunities for lower density professional office uses for local small business owners.

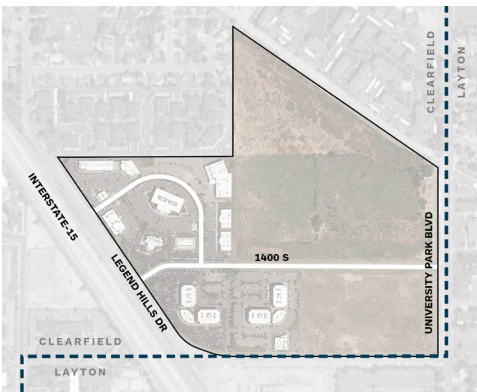


Figure 2.14 - Legend Hills neighborhood center

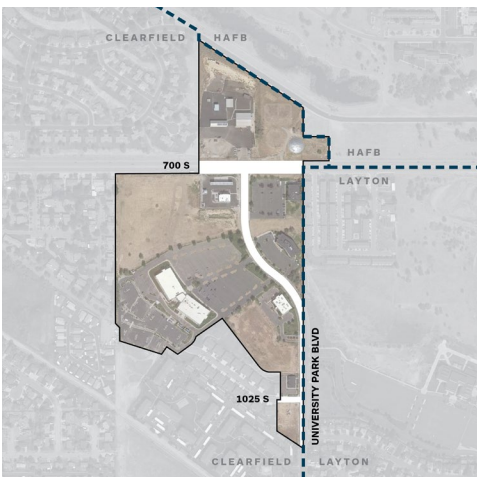


Figure 2.15 - University Park Boulevard neighborhood center

3. Legend Hills

The Legend Hills center includes the existing Legend Hills business park as well as parcels between Legend Hills Drive and the and University Park Boulevard to the east and the Clearfield Canal Trail to the north. The existing land use designation in this area is commercial with one apartment development currently under construction. Future land use designations in this area should include the allowance of residential as a secondary use, while primary uses should continue to include multi-story office and retail complementary to those adjacent to existing uses.

4. University Park Boulevard

The University Park Boulevard center is focused around the intersection of 700 South and University Park Boulevard. This area currently has a commercial land use designation. Several residential developments, including townhomes and four and five story projects, are either in the development review process or are currently being constructed. Some of these developments also include a commercial component.

It is likely that similar densities of residential uses, as well as a mix of commercial and residential uses, will continue to be built. Consideration should be given to changing the land use designation in this area to mixed-use.

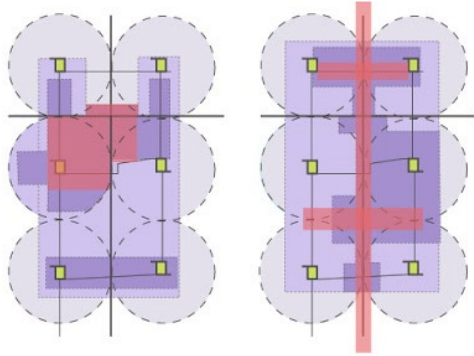


Figure 2.16- Centers and corridors should be both connected and complementary

2. MIXED-USE CORRIDOR GROWTH

Mixed-use corridors are natural extensions of mixed-use centers. Both have a more diverse mix of uses and use densities but take on different spatial forms. These corridors function well when they connect different mixed-use centers, particularly the “urban center” type. Mixed-use corridors include the land along major roadways. This linear form and the location on major roads makes it more convenient to access by automobile for both residents and people passing through the city.

The land use framework map identifies three major roads as future mixed-use corridors:

1. State Street / Main Street Corridor

This corridor follows State Route 126 which is Clearfield’s most centralized street in terms of location, community identity, and transit connections. It acts as a central spine that connects Clearfield’s three “urban” centers and is well connected to the surrounding street network.

The gradual transition to a walkable mixed-use corridor is already underway and is anticipated to continue as the city evolves. Use mix and density should focus on both local and city-wide needs.

2. Antelope Drive Corridor

Antelope Drive has the highest traffic volume of any street in Clearfield but is less connected to the surrounding street network. Large sections of the property fronting on the corridor are not directly connected to Antelope Drive and are currently accessible only through side streets. It is the southern route around the Freeport Center. These conditions will limit the transition to a mixed-use corridor in certain places.

As a more regionally connected street, the Antelope Drive mixed-use corridor is an appropriate location for higher use densities and the transition should focus on local, city-wide, and regional needs.

3. 700 South Corridor

This corridor occupies a small section of 700 South. The street provides the most direct connection between I-15 and downtown Clearfield and serves as both the city’s de facto gateway and the northern route around the Freeport Center.

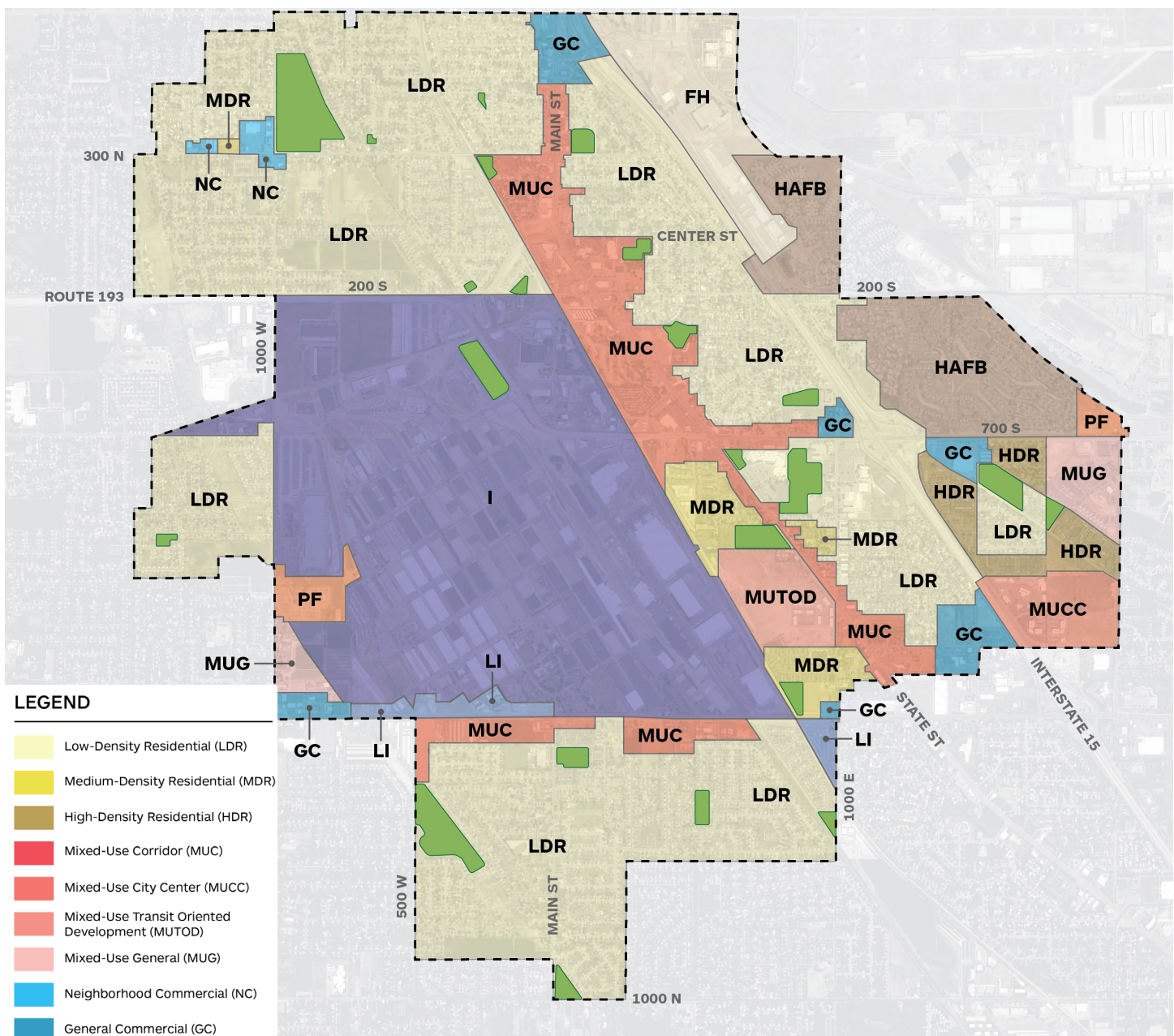
This corridor intersects with the State/ Main Street corridor and could be considered an extension of that corridor. The use mix and density along 700 South should complement those along the State/ Main Street corridor. Route 193 is scheduled to be widened between 2031 and 2040 should be considered an important part of the transition to a mixed-use corridor.

2.3 FUTURE LAND USE CONSIDERATIONS

Across Clearfield, future development should focus new retail in the neighborhood and urban centers and reevaluate the encouragement of retail uses outside the centers. Each center should also support residential uses of varying densities and types; to help increase the supply of housing and support commercial uses in centers.

The commercial land use designation should be used generally to encourage and allow for flexibility in use, and focus more on use density over use type.

Figure 2.22 - Future land use map



For example, consideration should be given to modifying the Business Park designation to commercial with allowance for residential as a secondary use.

RESIDENTIAL USE DENSITIES

Cities that include different densities of residential uses help meet the diverse housing needs of residents. Various density levels can be achieved by building a variety of housing types. The locations of different density levels should be strategically planned as part of the city's long-term goals.

LOW DENSITY



Figure 2.23 - Cottage cluster example



Figure 2.24 - Townhouse example (Opticos)



Figure 2.25 - The City Centre apartment building at Main Street and Center Street (September 2020)

- **Single-Family Homes** contain one dwelling unit per building and, typically, one dwelling unit per lot.
- **Accessory Dwelling Units (ADU)** are separate, self-contained dwelling units located on the same lot as a primary residence, typically a single-family home. The ADU can be in a separate structure, attached to a garage, or is occasionally attached to the primary dwelling unit.
- **Duplexes and Triplexes** are medium-sized structures that consist of two or three side-by-side dwelling units, typically with individual entries along the front. Similar in scale and look to a single-unit home.
- **Cottage Clusters** are a collection of small-scale single-family homes that are oriented to an open space held in common by the unit owners. This common area may double as a driveway, or be a green space with cars strictly limited to the periphery of the cluster.

MEDIUM DENSITY

- **Townhomes and Rowhouses** are small- to medium-sized structures, with multiple attached single-family homes placed side by side, in a row.
- **Stacked Flats** are similar to both apartments and townhouses. Each unit is two-stories and one unit is stacked on top of the other, resulting in a four-story building. Both units have doors on the street, usually in a little alcove, making it look like one big house. The garages are tucked in back, on an alley.
- **Garden Apartments** are housing complexes with multiple buildings that are usually two or three stories tall. The complex has a garden-like setting: low-rise buildings surrounded by lawns, trees, shrubbery, and gardens.

HIGH DENSITY

- **Apartment Buildings** are typically three-five stories tall and may contain ground floor commercial units. The building contains several units that are accessed by one primary entrance, usually with a lobby and elevator.
- **Mixed-Use:** Some housing types work well as mixed-use buildings. These buildings are typically medium and high density housing types with the non-residential uses located on the ground floor.

2.4 POLICIES + IMPLEMENTATION

GOAL 1: Increase sustainable employment and commercial opportunities

Policies

1. Redevelopment in existing employment centers shall provide a mix of new jobs, new specialty retail, and new entertainment opportunities
2. Create a balance between employment and housing

Implementation Strategies

1. Integrate housing, employment, and supporting infrastructure in mixed-use centers at strategic locations
2. Use special area tax and financing tools, such as Community Reinvestment Areas (CRAs), to attract commercial uses and increase employment opportunities



Figure 2.26 - Mixed-use centers should integrate several different land uses and building formats

GOAL 2: Transition underused commercial areas into active centers and corridors

Policy

1. Develop, redevelop, renovate, and reuse underutilized or vacant parcels, and buildings

Implementation Strategy

1. Use special area tax and financing tools, such as Community Reinvestment Areas (CRA), to highlight and prioritize the importance of areas targeted for redevelopment as unique gathering places and centers



Figure 2.27 - Outdoor gathering spaces are an important part of successful centers (FCM Hospitality)

GOAL 3: Promote a mix of uses and housing with more concentrated development in key areas of the city

Policies

1. Focus development in key centers within the city
2. Physically integrate residential uses with office and retail uses in a manner that provides opportunities for pedestrian-oriented development in growth centers

Implementation Strategies

1. Adopt land use ordinances and development agreements that ensure centers are designed to be compact, safe, attractive, and accessible to all travel modes and user abilities
2. Amend zoning ordinance to create additional residential zones that focus on specific residential types



Figure 2.28 - The City Centre apartment building at Main Street and Center Street (September 2020)



Figure 2.29- Transit station development can provide community space, increase ridership, and become an asset to the city and surrounding neighborhoods. (metro council.org)

ADDITIONAL STRATEGIES

1. Encourage or require new development and redevelopment projects to provide significant neighborhood/community amenities where appropriate. Example amenities include local and regional trail connections, public plazas and gathering spaces, pedestrian access to public and commercial activity centers, and development of public open spaces.
2. Actively promote diverse residential uses and supportive services to provide for the needs of each community
3. Implement parking policies that reduce the land area used by parking lots. Traditional parking policies produce excess parking which takes up large areas of valuable land. Encouraging shared parking for developments can reduce the overall space mandated for parking.

2.5 BEST PRACTICES

1. Develop a network of neighborhoods with distinct centers and multi-modal connections



Figure 2.17 - Neighborhood center example (New Jersey Future)

Neighborhood centers should form a network of complementary employment, retail, cultural, and civic activities that are linked by multi-modal transportation systems. Neighborhoods without a distinct center should work toward developing smaller neighborhood centers that serve a variety of purposes.

Centers should be arranged in a spatial hierarchy based on proximity to: (a) regional rapid transit connections, (b) population density in surrounding neighborhoods and municipalities, and (c) other centers.

With shifting retail sector demands for physical space, concentrating new growth and development in key centers will help Clearfield achieve a spatial hierarchy of neighborhood centers.

2. Support land use policies that encourage infill development that is both compatible with the existing context and contributes to long-term goals



Figure 2.18 - Infill projects should respond to both the surrounding context and future planning goals. New housing types provide additional housing options.

Infill development is new development located on vacant or underused parcels within areas that are already largely developed. Ideally, infill development involves more than the piecemeal development of individual lots. Instead, successful infill development should focus on use and building densities that help connect the existing neighborhood context to future development goals.

Design guidelines for infill development can be a useful tool for ensuring that new development will be both compatible with the surrounding neighborhood context and achieve the future goals for the neighborhood. Once adopted, such guidelines will inform the development process and help integrate new infill development into the existing neighborhood in terms of land use, scale, building features, landscaping, etc. Context sensitive infill development may reduce local resistance to new development.

3. Balance zoning designations to respond to housing market demands



Figure 2.19 - Affordable housing development example, Enclave at 1400 (jobs.utah.gov)

Each community should provide sufficient options for all kinds of housing needs. While current state law focuses on moderate income housing, residential units for households across income ranges should be permitted and strongly encouraged by local zoning.

Residential density parameters should be placed on development projects. These parameters can include requirements for use mix, density, building height and massing. The parameters should be designed to meet the specific goals and context for each individual center and should be coordinated between centers.

This coordinated approach helps balance the zoning designations between centers so each center is both uniquely context sensitive and the group of centers collectively meet the City's goals.

One method for balancing zoning designations and housing market demands is to calculate the residential capacity of the existing zoning configuration. This capacity is compared to housing demand forecasts and the difference is broken down by housing type. Periodic monitoring and adjustments will help this method remain useful long-term.

4. Mix housing types within neighborhood centers to provide housing options for residents throughout their housing life cycle

Residential areas should include a variety of housing types and ownership models. This will help meet the diverse housing needs of Clearfield's current and future residents. Centers should generally include a mix of rental and for-sale housing units. Mixed-use residential buildings, like live/work units and buildings with ground floor commercial spaces, should be encouraged where appropriate.

Housing needs change over time as people and their families age, and this is known as the housing life cycle. A mix of housing types and ownership models provides long-term flexibility for both residents and their neighborhoods.

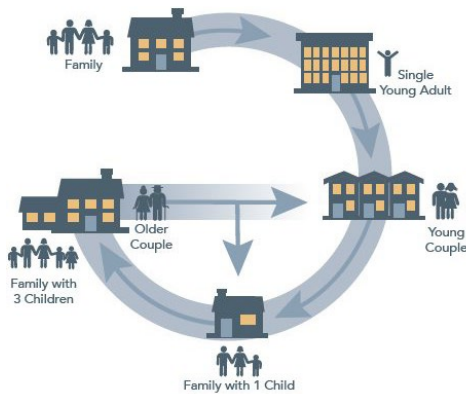


Figure 2.20 - The housing life cycle describes how a mix of different housing types is necessary to meet changing housing needs throughout a person's lifetime (ci.creswell.or.us)



Figure 2.21 - Stapleton, Colorado, an example of a suburban neighborhood with a mix of uses and housing densities.

5. Adopt land use policies that support transit and increase ridership

Clearfield City should work jointly with the development community and transit agencies to achieve its development goals. Specific types of development adjacent to transit stations can be encouraged through shared parking incentives, reduced parking overlay districts, and land banks that preserve parcels near stations for future development.

6. Implement parking policies that will reduce the total paved area in centers and residential neighborhoods

Although surface parking lots are permitted in urban centers and neighborhood centers, other parking options such as structured parking and underground or semi-depressed garages are encouraged. Where surface parking lots are used, they should be located behind buildings and occupy a very limited portion of the street frontage.

The location and design of off-street parking facilities in residential areas should minimize visual intrusion into the public right-of-way and community spaces. It is strongly encouraged to locate parking for multi-family, civic, and commercial buildings within structures or in locations obscured from street view by buildings or landscaping.

3.0 TRANSPORTATION

SNAPSHOT

1. EXISTING CONDITIONS



Figure 3.1- The Denver & Rio Grande Western Rail Trail is a regional shared use trail that connects Clearfield to the greater active transportation network

Clearfield's street network provides adequate connections on arterial roads but some of the local street networks are less well-connected. There are significant physical and operational barriers. Arterial roads cross these barriers but they separate and compartmentalize the local street networks into smaller enclaves.

The City benefits from a high degree of regional connectivity. Transit connections include the FrontRunner station and the five bus routes that connect FrontRunner service to the local region. The three interchanges on I-15 connect Clearfield to the entire Wasatch Front and the interstate highway system. Active transportation infrastructure includes two valuable regional trails and three short on-street bike routes.

2. TRANSPORTATION FRAMEWORK

1. Focus on Local Transportation Projects
2. Coordinate with Wasatch Front Regional Council (WFRC) Roadway, Transit, and Active Transportation Projects

3. FUTURE TRANSPORTATION CONSIDERATIONS

1. Employment Growth: Clearfield will continue to see strong job growth
2. Household Growth: Population and household growth is anticipated to continue at a high pace
3. Roadway Projects: Clearfield will benefit from many roadway projects planned by State and Local transportation agencies
4. Transit Projects: UTA service and investments will benefit Clearfield and its development potential
5. Active Transportation Projects: Additional active transportation investments are needed to expand access to existing and planned networks



Figure 3.2 - One of only 5 street network access points to the Freeport Center (September 2020)

4. POLICIES + IMPLEMENTATION

Goals

1. Improve walkability and active transportation options along primary corridors
2. Increase connectivity at key centers throughout the City
3. Integrate the active transportation network to emphasize convenient and comfortable access

Policies

1. Improve walkable routes
2. Improve walkable destinations
3. Improve physical infrastructure connectivity
4. Improve operational connectivity
5. Continue to implement the trails master plan
6. Integrate the active transportation network to emphasize convenient and comfortable access

Implementation Strategies

1. Coordinate with UDOT, UTA, and other stakeholders to achieve both local and regional walkability goals
2. Construct streetscape along primary corridors that include street trees, landscaping, sidewalks, furnishings, lighting, and bike lanes.
3. Conduct a sidewalk inventory of non-primary corridors, identify necessary improvements, prioritize improvements to coincide with the most-traveled routes and the trails master plan
4. Increase and enhance pedestrian connectivity between centers
5. Adopt Form Based Code streetscape requirements throughout the city's road network
6. Diversify activities and services within centers to increase destination appeal and utility
7. Diversify activities and services between centers to differentiate each center and provide a wider variety of destination options
8. Coordinate with UDOT, UTA, and other stakeholders on roadway and active transportation projects
9. Improve connectivity at locations with inadequate street network connections such as the FrontRunner station, Freeport Center, and between new developments and adjacent neighborhoods
10. Improve the active transportation route beneath the I-15 overpass at 700



Figure 3.3 - Streetscape improvements enhance walkability and create a more inviting environment



Figure 3.4 - A useful bicycle network needs facilities such as parking areas



Figure 3.5- The I-15 overpass at the 700 South/State Route 193 interchange



Figure 3.6 - Coordinating future transit and active transportation projects will improve Clearfield's transportation system

South

11. Continue to implement the trails master plan, coordinating on-street bike lanes with proposed streetscape and roadway projects
12. Coordinate with UDOT, UTA, and other stakeholders on operational roadway projects
13. Construct new crosswalks along Route 126 to provide better access at nodes and other locations where the distance between existing crosswalks less than desirable, and coordinate with streetscape projects
14. Enhance on-street bike lane operations with sufficient signage and lane markings, where applicable
15. Coordinate with UDOT, UTA, Davis County, and other stakeholders on roadway and active transportation projects
16. Prioritize new routes along primary corridors, routes that provide the most connectivity, and routes that have the highest demand
17. Pay special attention to the multi-modal connections at the FrontRunner station and the quality of active transportation routes at transportation barrier crossings
18. Provide signage that clearly indicates the distance and direction between different routes, route intersections, and centers
19. Use visible signage, pavement markings, and other elements to clearly mark each on-street route and promote safe travel, especially where there are unique street and active transportation route configurations
20. Enhance travel experience and safety with additional facilities, such as lighting, trailheads, and shade where possible

5. BEST PRACTICES

1. Coordinate transportation project investments with land use, housing, and economic development goals, policies, and development decisions
2. Provide multiple route and mode options to improve connectivity
3. Design streetscapes that improve walkability

3.1 EXISTING CONDITIONS

1. ROADWAYS

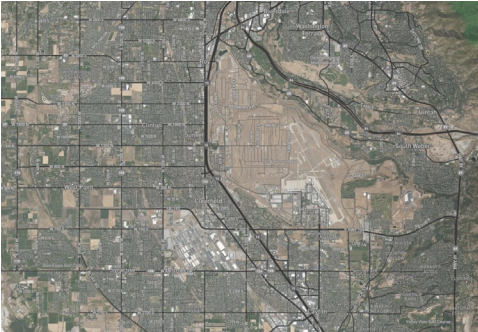


Figure 3.7 - Davis County's major street grid (openstreetmap.org)

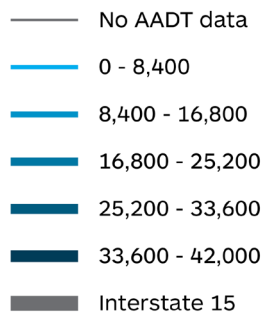
Clearfield's street network follows the same pattern as the surrounding municipalities with arterial roads located every 10 blocks (1 mile) and local roads in between. There are several exceptions to this arterial road spacing within Clearfield (and the surrounding region) where arterial roads have been built around physical barriers such as the Freeport Center.

Clearfield has four major roadways:

Interstate 15 runs north-south and connects Clearfield to the rest of the Wasatch Front. It is conveniently accessible at the 650 North/M Street and 700 South/State Route 193 junctions, both within Clearfield. A third junction at Antelope Drive/1700 South is just outside the city boundary.

Antelope Drive/1700 South runs east-west and after I-15 is the most traveled road in Clearfield. It connects to I-15 and is the primary access road for the Freeport Center and Antelope Island State Park.

LEGEND



UDOT 2017 AADT Figures

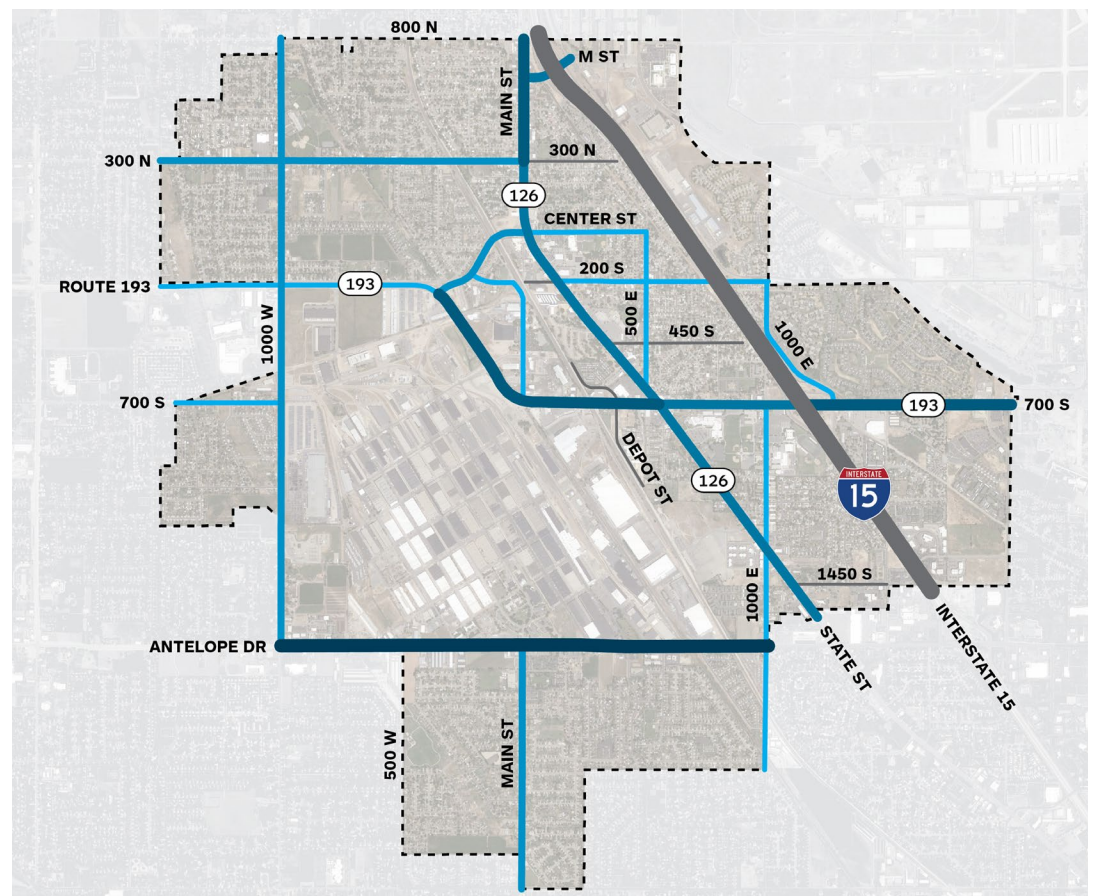


Figure 3.8 - Major streets traffic volumes measured in average annual daily trips (UDOT 2017 AADT Figures)

700 South/State Route 193 runs east-west and is major regional route. The road connects to I-15, the main gate at Hill Air Force Base (HAFB), and is the secondary access road for the Freeport Center.

Main Street/State Street (State Route 126) runs north-south and is Clearfield's central street. It is the City's primary commercial corridor and connects to Sunset and Layton.

2. PUBLIC TRANSIT

Due to its strategic location in the local region, Clearfield has more transit coverage than other cities of similar size. The Utah Transit Authority (UTA) operates five bus routes and one FrontRunner station in Clearfield.

Clearfield is fortunate to have a FrontRunner station, as it provides direct access to the UTA system along the entire Wasatch Front. As a local transit hub, all five bus routes stop at Clearfield Station, which is the busiest local transit stop. This transit service benefits Clearfield's commuting population and local employers.



Figure 3.9- Clearfield FrontRunner Station

LEGEND

- Route
- 470 Name
-  FrontRunner Station

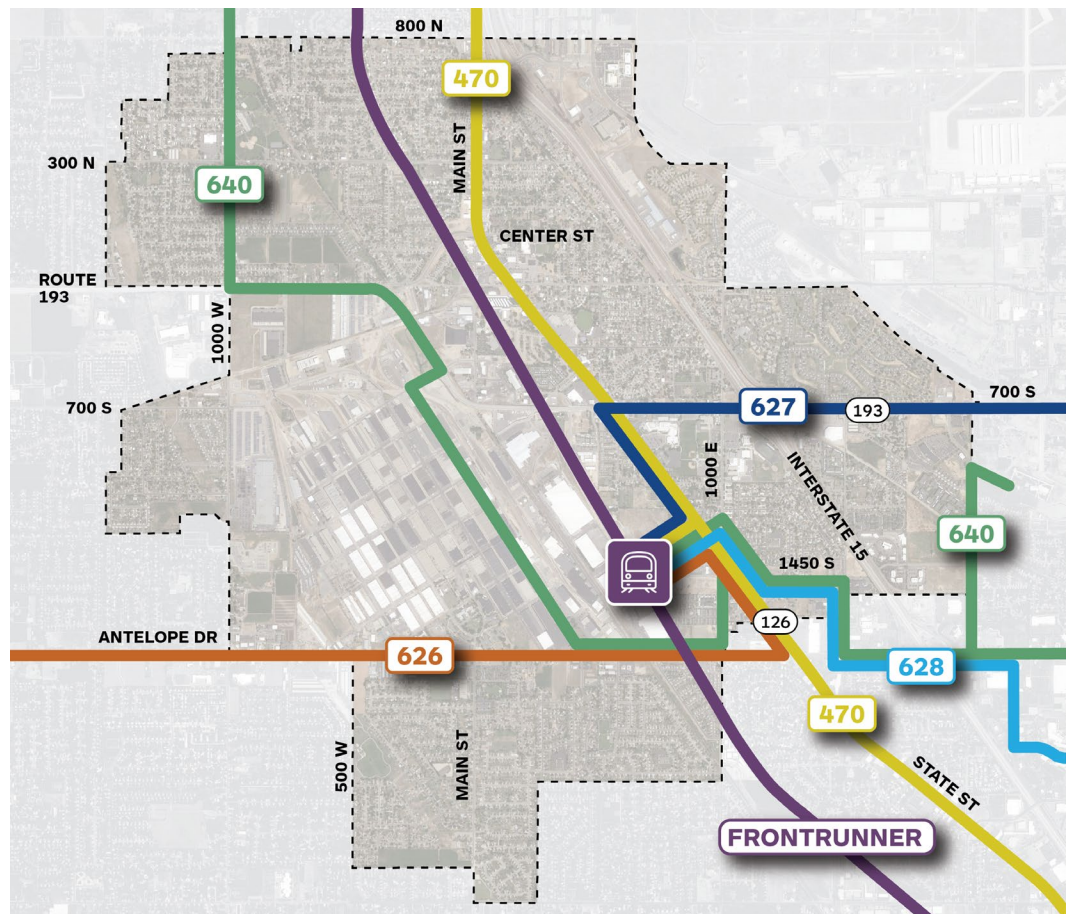


Figure 3.10 - Clearfield's existing public transit network (UTA)



Figure 3.11 - Clearfield Canal Trail (CRS Engineers)



Figure 3.12 - Combining bicycle and bus modes provides more transportation options

3. ACTIVE TRANSPORTATION FACILITIES

The existing active transportation facilities provide **limited connectivity within Clearfield but better connectivity to adjacent municipalities**. These facilities include both local routes and regional trails.

There are currently three **on-street local bike routes**: the dedicated bike lanes that run for about five blocks on north Main Street, the Center Street route marked by signage, and the temporary Canal Trail bypass route.

Three different **regional trails** pass through Clearfield. These are completely separated from the streets, apart from the temporary bypass, and are exclusive to bicycles, pedestrians, etc. The Old Rail Trail passes completely through Clearfield, connecting it to Clinton on the north and Layton on the south. The two other regional trails, the 200 South Trail and Canal Trail, are incomplete but both have finished segments in Clearfield. A fourth trail, the West Powerline Trail, is planned for the existing powerline corridor along the city's western edge.

The North Davis County Active Transportation Implementation Plan (ATIP) assigns each project an implementation priority designation. Tiers 1 to 3 correspond to near, mid, and long-term priority, respectively.

LEGEND

EXISTING TRAILS

PROPOSED TRAILS

Clearfield Trails Master Plan

North Davis ATIP

- Tier 1
- Tier 2
- Tier 3



Figure 3.13 - Map of the existing and proposed on- and off-street routes and trails (Clearfield Trails Master Plan 2018; North Davis County Active Transportation Implementation Plan)

4. CHALLENGES

BARRIERS TO CONNECTIVITY

Clearfield is located in a **regional transportation bottleneck**. HAFB is a large land use barrier east of Clearfield. Regional north-south traffic is routed around the air force base and concentrated onto the two major highways: I-15 and Highway 89. The Freeport Center, on the west side of Clearfield, is another land use barrier. Downtown Clearfield is between these two barriers and Main Street/State Street (State Route 126) is the primary north-south route for local traffic. The only alternative routes are lower capacity, less centralized roads to the west of the Freeport Center. Located in this bottleneck, through traffic can bring more customers to Clearfield's downtown but the nature of a thoroughfare can also disrupt the experiences and functions of a traditional downtown.

Clearfield's existing street network provides good connectivity to the surrounding municipalities but connectivity within the city is limited by significant physical barriers. These barriers divide the city into enclaves of local street networks that are not always well connected to each other. This forces local trips onto the arterial roads which increases traffic congestion. Clearfield, unlike other neighboring cities, has multiple overpasses that improve the east-west connectivity hindered by the rail line.

LEGEND

-  Physical Barrier
-  Barrier Crossing
-  Functional Barrier
-  Crosswalk
-  Land Use Barrier
-  Freeport Center
-  Street Network Connection
-  Principal Street

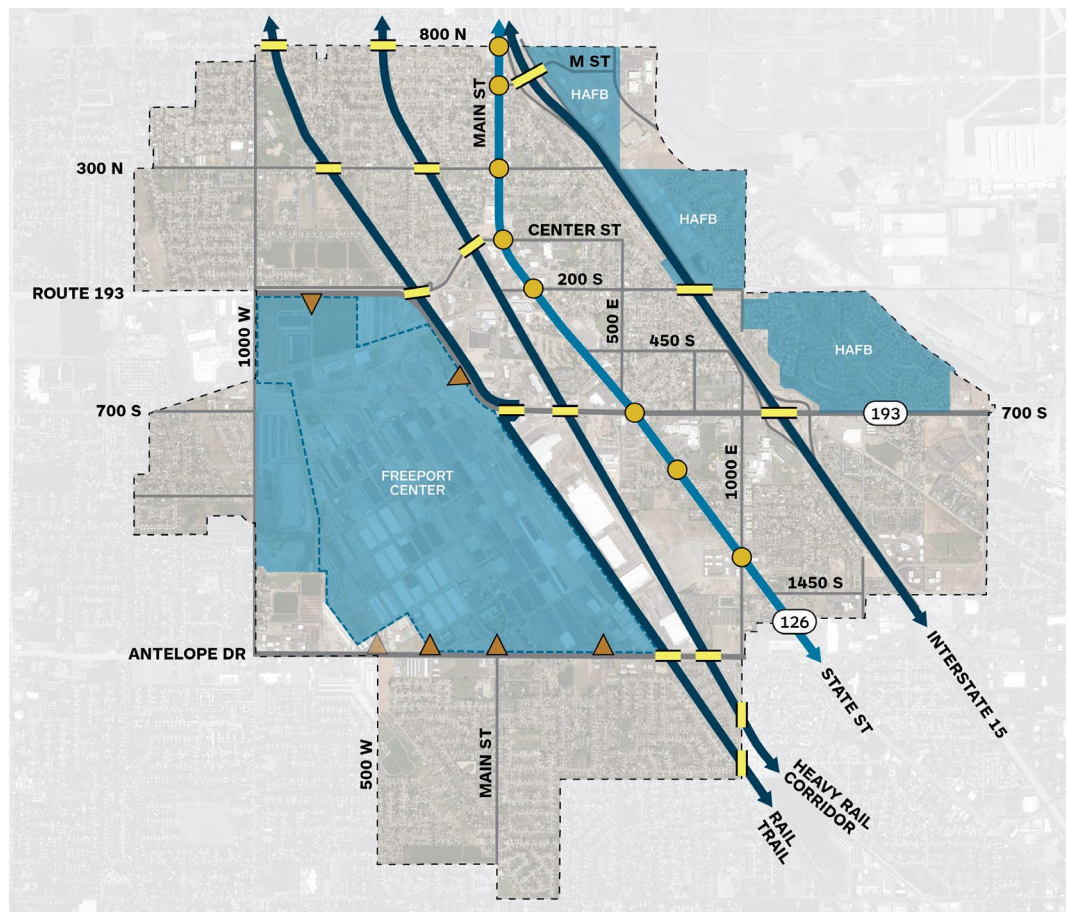


Figure 3.14 - Map of the existing physical, operational, and land use barriers and access points through each barrier



Figure 3.15 - Interstate 15 is both a transportation barrier and connector (Google Maps)

1. Interstate 15

Interstate 15 is a major physical barrier along the east side of Clearfield. It has two interchanges within the city boundary: 700 South/State Route 193 and Main Street/650 North. These provide convenient access to the freeway. Within the city boundary there are only three streets that pass under I-15, the streets at each freeway interchange and at 200 South. The Canal Trail passes under I-15 at 200 South. To the east of I-15, M Street (650 North) is the exclusive access to HAFB. The former HAFB access at 200 South no longer exists and eliminates access to local elementary schools from the base.

700 South/State Route 193 is the primary street that connects both sides of I-15 within Clearfield's city boundary. Antelope Drive/1700 South passes under I-15 and is the most heavily traveled east-west connection.



Figure 3.16 - The heavy rail corridor near Center Street and Main Street (Google Maps)

2. Heavy Rail Corridor

A heavy rail corridor passes through Clearfield near the center of the city. This corridor is used by both freight trains and FrontRunner commuter trains.

Six streets cross the rail corridor, one at-grade along the city's border on 1000 East and five overpasses at 800 North, 300 North, Center Street, 700 South/State Route 193, and Antelope Drive/1700 South. Each of the five overpasses include a pedestrian sidewalk on at least one side but these sidewalks are minimally comfortable to travel.

3. Rail Trail

Built in a former rail corridor, the existing Denver and Rio Grande Western Rail Trail is similar to the heavy rail corridor barrier because the street network was built around it.

4. Freeport Center/Industrial Area

The Freeport Center occupies a large portion of the central/west area of the city. Though its internal street network is a well-connected grid, the Freeport Center is a barrier to both east-west and north-south connectivity across the city. The Freeport Center connects to the surrounding street network at only five points with a planned sixth access point on Antelope Drive. These points of access are:

- SR-193 and 7th Street
- SR-193 and H Street
- Antelope Drive and 13th Street, South Main Street, and Third Street



Figure 3.17 - From its initial construction, local traffic has been routed around the Freeport Center and adjacent industrial areas

5. State Route 126

State Route 126 (Main Street/State Street) is the primary north-south local route through Clearfield and the city's primary commercial corridor. While an important street within the road network, State Route 126 is a barrier to non-vehicular travel because of its width, traffic volume, and infrequent pedestrian crossings.

3.2 TRANSPORTATION FRAMEWORK

The transportation framework map seeks to simplify and summarize the basic transportation approach looking into the future. This map is a general concept illustrating how the more specific transportation maps are organized in the plan.

The transportation framework map shows the locations and spatial relationships of planned transportation improvements. The map combines Clearfield projects, ATIP projects, and WFRC Wasatch Choice 2050 Regional Transportation Plan (RTP) projects.

The framework map should be used in conjunction with the other framework maps and can be used to coordinate with UDOT, UTA, and any other organizations and stakeholders to combine local goals and projects with regional projects when they are colocated. Where possible, this coordination is an opportunity to achieve both local and regional transportation goals in a more consolidated and efficient manner.

Figure 3.18 - Transportation Framework Map (Fehr & Peers; WFRC Regional Transportation Plan; Clearfield City Trails Master Plan 2018; North Davis County Active Transportation Implementation Plan)

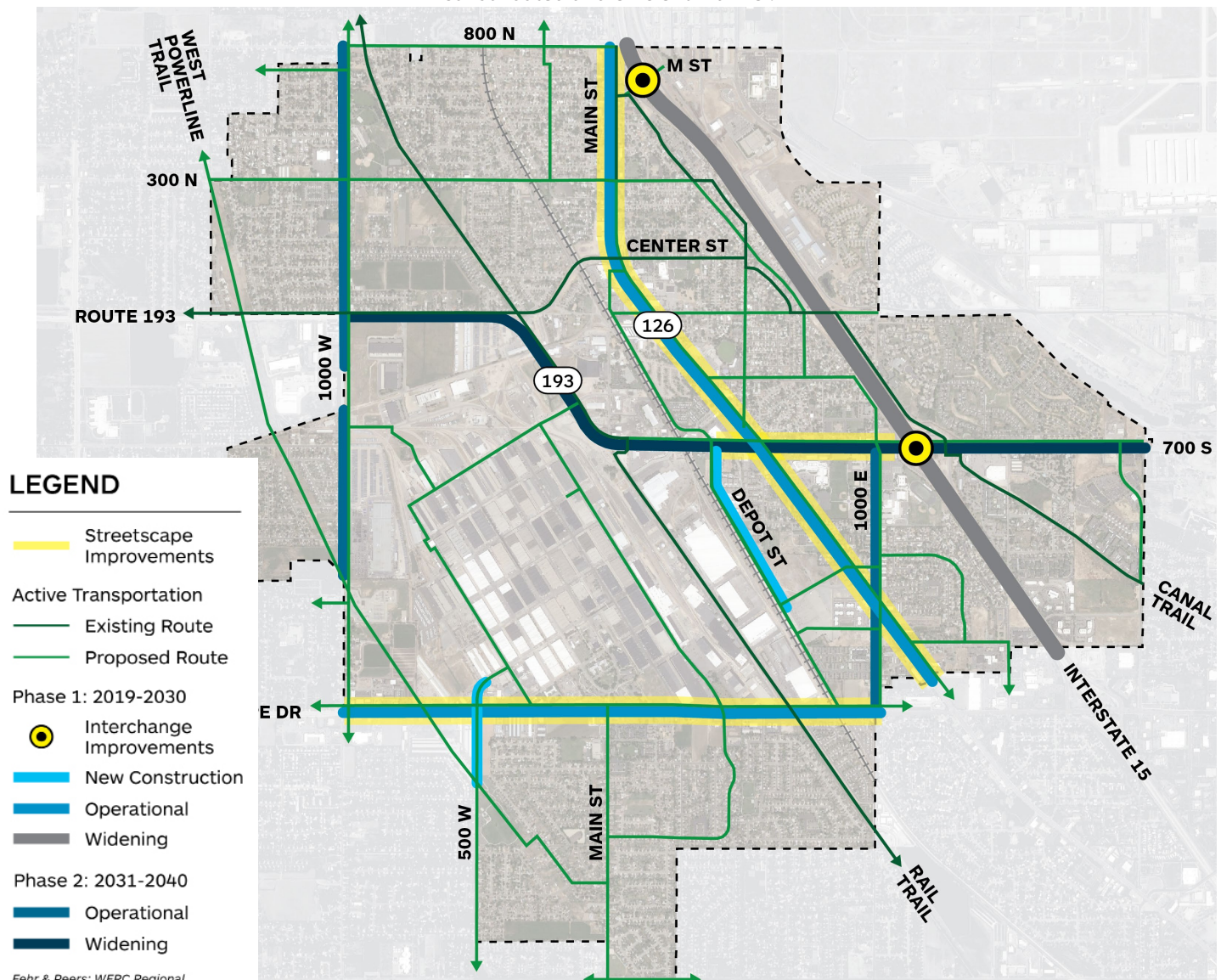




Figure 3.19 - Building new local streets in strategic places will improve connectivity



Figure 3.20 - A walkable street includes the physical path, amenities like seating and planters, as well as destinations for people to visit

1. CLEARFIELD TRANSPORTATION PROJECTS

Local goals and projects include streetscape improvements along some major roads, some on-street bike lanes, and better connectivity for active transportation routes at the 700 S/I-15 interchange. Additional local projects (not shown on the framework map) may include any unfinished projects from the lists of three-year projects in the 2017 Long Range Strategic Plan.

2. DAVIS COUNTY ATIP PROJECTS

3. WFRC TRANSPORTATION PROJECTS

The complete list of WFRC transportation projects can be found in Appendix L of the Wasatch Choice 2050 Regional Transportation Plan (RTP). These projects are divided into roadway, transit, and active transportation categories. The RTP projects are scheduled in phases; Phase 1: 2019 to 2030 and Phase 2: 2031 to 2040. Some of these projects are already underway.

ROADWAY PROJECTS

The RTP includes 11 roadway projects within Clearfield's city boundaries. These 11 projects are divided into 4 types. Three of these projects are for widening existing roads. There are two new road construction projects and two I-15 interchange improvement projects. Four projects are operational changes on existing roads.

TRANSIT PROJECTS

There are 7 transit projects in the RTP. The three FrontRunner projects include both physical and service frequency changes. Three of the bus projects are service frequency changes and one is a new service route.

ACTIVE TRANSPORTATION PROJECTS

The RTP includes 9 active transportation projects. Eight of these projects are bike lanes and one is a shared use path.

3.3 FUTURE TRANSPORTATION CONSIDERATIONS

1. EMPLOYMENT GROWTH

Future employment growth will put more demand Clearfield's transportation networks. The WFRC Travel Demand Model (TDM) projects that from 2019 to 2050 central Clearfield will add approximately 5,000 jobs. The area that is projected to see the most job growth includes the Freeport Center but does not include the FrontRunner station area. Hill Air Force Base is also forecast to gain approximately 7,000 new jobs by 2050.

2. HOUSEHOLD GROWTH

The TDM also projects household growth throughout the region. The model projects that the area directly south of the intersection of Antelope Drive and 700 South will see the greatest increase in the total number of households by 2050. Hill Air Force Base is forecast to add approximately 4,000 new households by 2050.

3. ROADWAY PROJECTS

The RTP includes a variety of roadway projects, primarily focusing on operational improvements and roadway widening. Crucially, interchange redesign is included for both of Clearfield's I-15 interchanges. Two new road projects will improve connectivity to the FrontRunner station and the Freeport Center. The new West Davis Corridor freeway will connect to Clearfield with interchanges at both State Route 193 and Antelope Drive.

4. TRANSIT PROJECTS

The RTP includes improvements to both commuter rail and bus services. Increased frequency is planned for bus routes. The FrontRunner has a second track planned as well as plans to electrify the rail corridor.

5. ACTIVE TRANSPORTATION PROJECTS

The city intends to continue implementing the goals and projects laid out in the RTP and Clearfield's Trails Master Plan. A majority of the proposed active transportation routes are on-street bike lanes however, there are a few shared use paths in both the RTP and trails master plan.

The North Davis County Active Transportation Improvement Plan includes intersection-specific improvements and a variety of facilities that aim to improve connections across barriers.

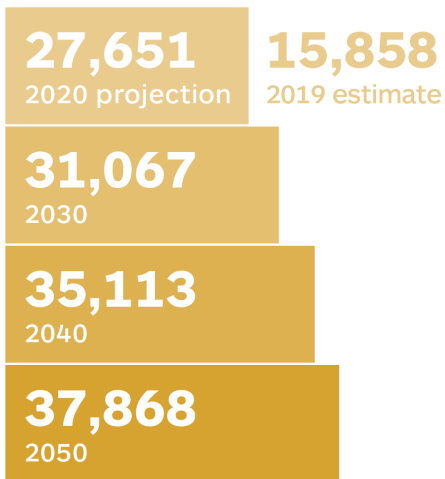


Figure 3.21 - Projected numbers for all types of jobs in Clearfield (WFRC Projections 2015; 2019 ACS 5-Year Estimates)



Figure 3.22 - The West Davis Corridor will have interchanges at 200 South/State Route 193, and Antelope Drive/State Route 108 (UDOT)

3.4 POLICIES+ IMPLEMENTATION

GOAL 1: Improve walkability and other forms of active transportation along primary corridors

Policies

1. Improve walkable routes
2. Improve walkable destinations

Implementation Strategies

1. Coordinate with UDOT, UTA, and other stakeholders to achieve both local and regional walkability goals
2. Construct streetscape along primary corridors that include street trees, landscaping, sidewalks, furnishings, lighting, and bike lanes.
3. Conduct a sidewalk inventory of non-primary corridors, identify necessary improvements, prioritize improvements to coincide with the most-traveled routes and the trails master plan
4. Increase and enhance pedestrian connectivity between nodes
5. Adopt Form Based Code streetscape requirements throughout the City's road network
6. Diversify activities and services within nodes to increase destination appeal and utility
7. Diversify activities and services between nodes to differentiate each node and provide a wider variety of destination options



Figure 3.23 - Example walkable street with streetscape improvements and a variety of destinations: 25th Street in Ogden, Utah

GOAL 2: Increase connectivity at key centers throughout the City

Policies

1. Improve physical infrastructure connectivity
2. Improve operational connectivity

Implementation Strategies

1. Coordinate with UDOT, UTA, and other stakeholders on roadway and active transportation projects
2. Improve connectivity at locations with inadequate street network connections such as the FrontRunner station, Freeport Center, and between new developments and adjacent neighborhoods
3. Improve the active transportation route beneath the I-15 overpass at 700 South

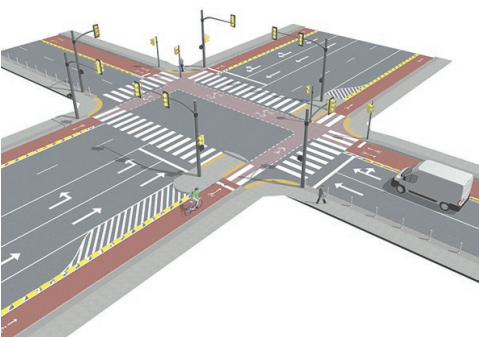


Figure 3.24 - Operational changes at intersections can improve active transportation connectivity (publications.wri.org)

4. Continue to implement the trails master plan, coordinating on-street bike lanes with proposed streetscape and roadway projects
5. Coordinate with UDOT, UTA, and other stakeholders on operational roadway projects
6. Construct new crosswalks along Route 126 to provide better access at nodes and other locations where the distance between existing crosswalks less than desirable, and coordinate with streetscape projects
7. Enhance on-street bike lane operations with sufficient signage and lane markings, where applicable

GOAL 3: Integrated active transportation network

Policies

1. Continue to implement the trails master plan
2. Integrate the active transportation network to emphasize convenient and comfortable access

Implementation Strategies

1. Coordinate with UDOT, UTA, Davis County, and other stakeholders on roadway and active transportation projects
2. Prioritize new routes along primary corridors, routes that provide the most connectivity, and routes that have the highest demand
3. Pay special attention to the multi-modal connections at the FrontRunner station and the quality of active transportation routes at transportation barrier crossings
4. Provide signage that clearly indicates the distance and direction between different routes, route intersections, and centers
5. Use visible signage, pavement markings, and other elements to clearly mark each on-street route and promote safe travel, especially where there are unique street and active transportation route configurations
6. Enhance travel experience and safety with additional facilities, such as lighting, trailheads, and shade where possible



Figure 3.25 - Bike routes are more safe and useful when they are integrated into roadway construction projects



Figure 3.26 - Signage should be put in visible locations and provide clear information

3.5 BEST PRACTICES

1. Coordinate transportation project investments with land use, housing, and economic development goals, policies, and development decisions

The WFRC 2019-2050 Regional Transportation Plan (RTP) describes several short- and long-term projects that affect Clearfield. The best way to achieve the City's transportation goals is to coordinate the RTP projects with goals from the other sections of this plan. Because circulation is such a critical and costly component of a city, transportation plans are useful for coordinating other elements of city plans.

Walkability and connectivity require more than a physical route, they need a mix of uses, destinations, and multiple residential and transportation options. By coordinating these components with transportation plans, the various elements of the city can, by design, be combined in a sustainable manner.

2. Provide multiple route and mode options to improve connectivity

Effective connectivity needs multiple options for travel modes and travel routes. Clearfield already has a good mix of travel modes, that includes access by foot, bicycle, car, bus, and train, but travel routes for some modes need to be expanded. Improving connectivity at barrier access points, implementing the trails master plan, and adding some new streets to the network will provide more options.

3. Design streetscapes that improve walkability

Streetscape improvements can improve walkability. A well-designed streetscape can improve safety, travel experience, and visual appeal. Pedestrians and cyclists are less likely to use streets when sidewalks and bike lanes are uninviting and feel unsafe. Streetscape improvements should be prioritized along Clearfield's primary corridors.

Roadway projects in the RTP are opportunities for Clearfield to improve the quality of its streetscapes. Clearfield can advocate for streetscape improvements to be added on to RTP projects, where appropriate, and continue to collaborate with UDOT and other stakeholders.