



## Community Development

PLANNING, BUILDING INSPECTIONS,  
CUSTOMER SERVICE AND CODE COMPLIANCE

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# 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, August 25<sup>th</sup>, 2021**, on the **3<sup>rd</sup> floor** 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.**

### GENERAL PLAN UPDATE WORK SESSION

Discussion led by



- A. Housing Chapter Draft Review
- B. Economic Development Chapter Draft Review

Dated this 20<sup>th</sup> day of August 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.

# 4.0 HOUSING

## SUMMARY SNAPSHOT

### 1. EXISTING CONDITIONS

Nearly two thirds of Clearfield’s existing housing acreage is single-family homes. The construction of multi-family housing is increasing. Clearfield’s median household size, median home value, and percentage of owner occupied units are lower compared to those in Davis County overall.

Clearfield is a relatively affordable place to live according to indicators such as the Housing Affordability Index. When likened to Davis County, Clearfield households spend less of their income on both housing and transportation costs, leaving a higher percentage of remaining income for other essential costs. Clearfield’s housing is affordable, which is defined both by spending less than 30% of median household income on housing, and having a housing affordability index value much lower than both Davis County and the State of Utah. The following pages give examples and explanation to these trends and future recommendations.



Figure 4.1 - Single-family home example in Clearfield (September 2020)

### 2. HOUSING FRAMEWORK

1. Establish key nodes in the city for concentration of new housing
2. Develop context-sensitive policy for residential infill projects throughout the city
3. Establish housing land uses that correlate with future transportation investments
4. Provide housing policy flexibility to respond to market conditions



Figure 4.1 - Oakmont Townhomes, Clearfield.



Figure 4.2 -Context-sensitive and compatible housing can include multiple housing types (envisionfrederickcounty.org)

### 3. GOALS

#### Goals

1. Ensure new housing is both compatible with surrounding neighborhoods and furthers the city’s long-term housing plans
2. Expand the variety of housing options to incorporate a wider range of housing types and densities
3. Ensure new housing stock is accessible to a full range of income levels, housing life cycle stages, and ownership/tenancy types

### 4. POLICIES + IMPLEMENTATION

#### Policies

1. Consider surrounding neighborhood context when reviewing and approving new or infill development
2. Uphold the city’s future housing goals when reviewing and approving new housing and other types of development projects
3. Support and promote alternative housing types in all areas of the city
4. Coordinate the implementation of both and housing and land use elements within the general plan
5. Provide flexible housing guidelines that respond to evolving socioeconomic conditions
6. Develop a robust and specific moderate income housing plan



Figure 4.3 - Medium and high density housing helps to support city and neighborhood centers (Dover, Kohl and Partners)

#### Implementation Strategies

1. Amend zoning ordinances in single-family zones to ensure context sensitivity of location and density of infill and new development
2. Work with developers and land owners to ensure that new developments on the periphery of centers and corridors have forms and densities that transition from those of the surrounding neighborhoods to the future goals of each center or corridor
3. Permit and promote the construction of ADUs and other alternative low density housing types in existing single-family neighborhoods
4. Focus medium and high density housing types in specific centers and corridors as identified in the various framework maps
5. Conduct an inventory of housing types to identify which additional types are lacking and should be promoted and included in future housing developments, as described in the figure at left.
6. Use the moderate income housing plan to guide future development proposals and approvals

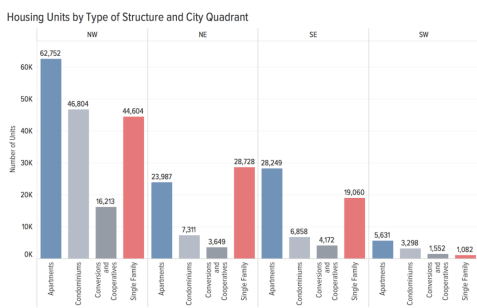


Figure 4.4 - Housing inventory example: Washington DC housing inventory by housing type and quadrant (dcpolicycenter.org)

7. Adopt land use regulations that can adapt as the housing market changes
8. Conduct an housing cost inventory to identify which household income segments of the population are being priced out of living in Clearfield
9. Explore and implement incentive programs that help fulfill the city’s housing goals

## 5. BEST PRACTICES

1. Understand the need to increase housing type diversity
2. Update zoning designations to advance the city’s housing goals
3. Continue to develop and implement the city’s moderate income housing plan
4. Permit and promote the use of accessory dwelling units (ADU), as illustrated in the diagram at left.

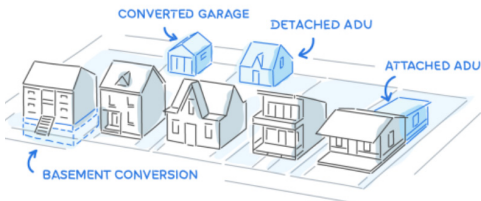


Figure 4.5 - Four different types of ADU (hausable.com)

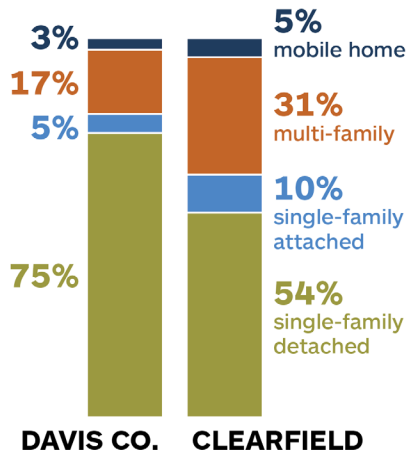


Figure 4.6 - Percentage of housing units by housing type (2019 ACS 5-Year Estimates Data Profiles)

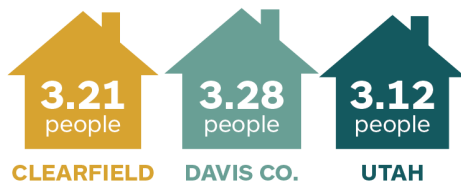


Figure 4.7 - Median household size (2019 ACS 5-Year Estimates Data Profiles)

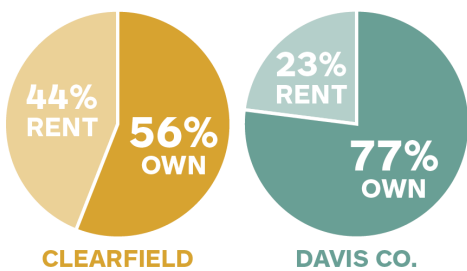


Figure 4.8 - Percentage of owner-occupied and rental housing units (2019 ACS 5-Year Estimates Data Profiles)

## 4.1 EXISTING CONDITIONS

### 1. HOUSING STOCK

According to the 2019 American Community Survey and associated figure at left, 64% of Clearfield’s housing units are single-family, 31% multi-family, and 5% mobile homes. Compared to Davis County’s 80% single-family units, Clearfield’s housing stock is more diverse.

Most of the existing homes in Clearfield were built before 1980. In the last 20 years the construction of duplexes, townhomes, apartments, and manufactured homes has increased but the majority of new construction is still single-family homes.

### 2. HOUSEHOLD SIZE

The **median household size** in Clearfield is 3.21 people, increasing from 3.08 in the last 10 years, as is illustrated in the figure at left. This is lower than Davis County’s current median household size estimate of 3.28, but higher than the State of Utah’s 3.12 persons per household. In the last 10 years the median household size in Davis County increased from 3.24 and the State of Utah increase from 3.10.

According to the Kem C. Gardner Policy Institute projections, the household size in Davis County is expected to continue to decline to 2.81 in the next 10 years. The state of Utah as a whole is also projected to decrease to an average household size of 2.76 people by 2031.

### 3. HOME OWNERSHIP

The percentage of owner-occupied housing units is represented in the graphic at left. In Clearfield, the percentage of owner-occupied homes is 56%, which is lower than the ownership rate in Davis County, which is 77%. Clearfield’s 44% rental rate in comparison to the Davis County rental rate of 23% is related to the City’s percentage of multi-family homes (any housing type other than single-family detached). In Clearfield, 39% of the total number of residential units in the city consists of multi-family units, which equates to 11.6% of the total land occupied by residential land uses. The remaining 88.4% of the residential acreage is occupied by single-family homes.

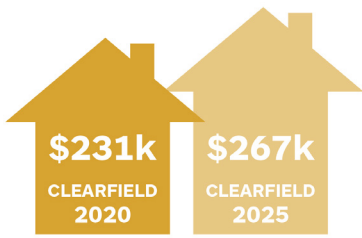


Figure 4.9 - Projected median home values (Esri, Census 2000 data)

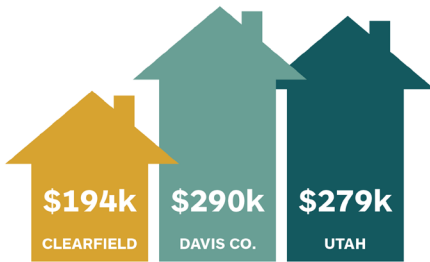


Figure 4.10- Median home market values (2019 ACS 5-Year Estimates Data Profiles)

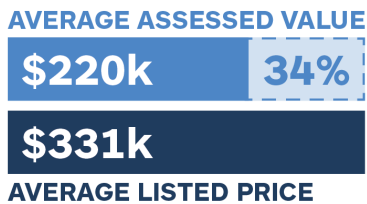


Figure 4.11- Comparison of average assessed value and average listed prices in Clearfield (using Davis County 2020 Assessed Values; 2021 MLS List Prices sample of 26 homes that were for sale in April 2021)

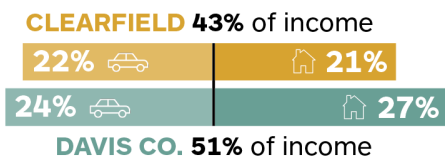


Figure 4.12 - Percentage of income spent on housing and transportation (Center for Neighborhood Technology H+T Affordability Index - 2017 update)

## 4. HOME VALUATION

Housing prices along the Wasatch Front have increased significantly in the last several years. **Median home (market) values** in Clearfield have increased along with this regional trend, but not as much as past projections (Figure 4.9) had estimated. The median home value (Figure 4.10) in Clearfield is \$194k, which is considerably lower than both Davis County’s \$290k and Utah’s \$279k.

A comparison of the average home values assessed by Davis County (Figure 4.11) and the average listed prices of homes for sale shows that listed values are 34% higher than the assessed values.

## 4. HOUSING AND TRANSPORTATION COSTS

Housing and transportation costs are typically the largest two expenditures for the average American household. Combining these two costs helps to describe how affordable it is to live in a given place.

### INCOME SPENT

Clearfield households spend 21% of their monthly income on housing, slightly below the Davis County average of 27%, as shown in Figure 4.12. Most neighboring cities show percentages similar to Clearfield’s, but communities such as Layton and Syracuse, where housing costs are notably higher, spend a higher percentage of income on housing.

Housing is considered affordable when housing costs 30% or less of a household’s income. At 21%, the housing in Clearfield is affordable by this definition.

Clearfield residents spend 22% of their income on transportation, in comparison to the 24% for Davis County. On average, Clearfield households spend approximately \$14,206 per year on transportation whereas the average Davis County household spends \$15,272. Immediately adjacent cities reflect similar percentages and communities further north spend less of their income on transportation, about 15-16%.

The remaining income after housing and transportation costs, is typically spent on food, medical care, utilities, clothing, and other essential costs. The remaining income for households in Clearfield is 57%, higher than the 49% remaining income for Davis County households. Understanding these household costs helps to understand what types of services may be desirable in the area.

## 5. HOUSING AFFORDABILITY

The housing affordability index is the ratio of median home value to median household income. Lower index values indicate increased more affordability and higher index values indicate less affordability. An index value of 1.0 means that

CLEARFIELD

2.11

DAVIS CO.

4.10

UTAH

4.61

Figure 4.13 - Affordability Index values (Zions Public Finance 2021)

the home value is equal to the annual household income. A value of 3.0 means that the home value is triple the annual household income.

The 2021 housing affordability index value for Clearfield is 2.11. This is much lower than the values for Davis County at 4.10 and the State of Utah at 4.61. According to this metric shown in Figure 4.13, Clearfield is a relatively affordable place to own a home.

## 6. CHALLENGES

Clearfield’s housing challenges are shared by municipalities all along the Wasatch Front. Figure 4.14 shows Utah **Population growth**. This growth is outpacing housing supply and thus, housing costs increase and land available for new greenfield developments decreases.

### HOUSING DIVERSITY

Communities with **insufficient diversity of housing types** struggle to meet the housing needs of current and future residents. This results in inefficient land use and increased travel distances and transportation expenses.

Clearfield’s housing stock is predominantly single-family homes. Recent and current housing developments include increased housing type diversity. According to the 2019: ACS 5-Year Estimates Data Profiles, Clearfield has a higher percentage of non-single-family homes than Davis County. This data shows that Clearfield is already transitioning to an increased supply of multiple types of housing.

### MODERATE INCOME HOUSING PLAN

Clearfield has already begun to address the 2019 State of Utah requirement to provide a moderate income housing plan within five years. This is a challenge faced by all municipalities along the Wasatch Front as they collectively address continuous population growth.

The full 2021 Clearfield Moderate Income Housing Plan can be found in Appendix M of this document.

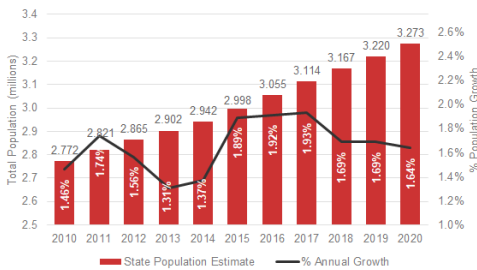


Figure 4.14 - Utah population growth (ksltv.com)



Figure 4.15 - New apartments near FrontRunner Station in Clearfield (September 2020)






## 4.2 HOUSING FRAMEWORK

The housing framework map below shows locations and spatial relationships of major components of the city’s future housing goals. This framework represents the overall structure of these goals and should be used in conjunction with the other framework maps. This housing framework map is illustrative in nature and is not a replacement for the future land use map, discussed and shown in the Land Use chapter of this document.

Framework concepts for future housing considerations include the following:

- Establish key nodes in the city for concentration of new housing
- Develop context-sensitive policy for residential infill projects throughout the city
- Establish housing land uses that correlate with future transportation investments
- Provide housing policy flexibility to respond to market conditions

### LEGEND

-  Street
-  Low Density
-  Medium Density
-  High Density
-  Mixed-Use Corridor

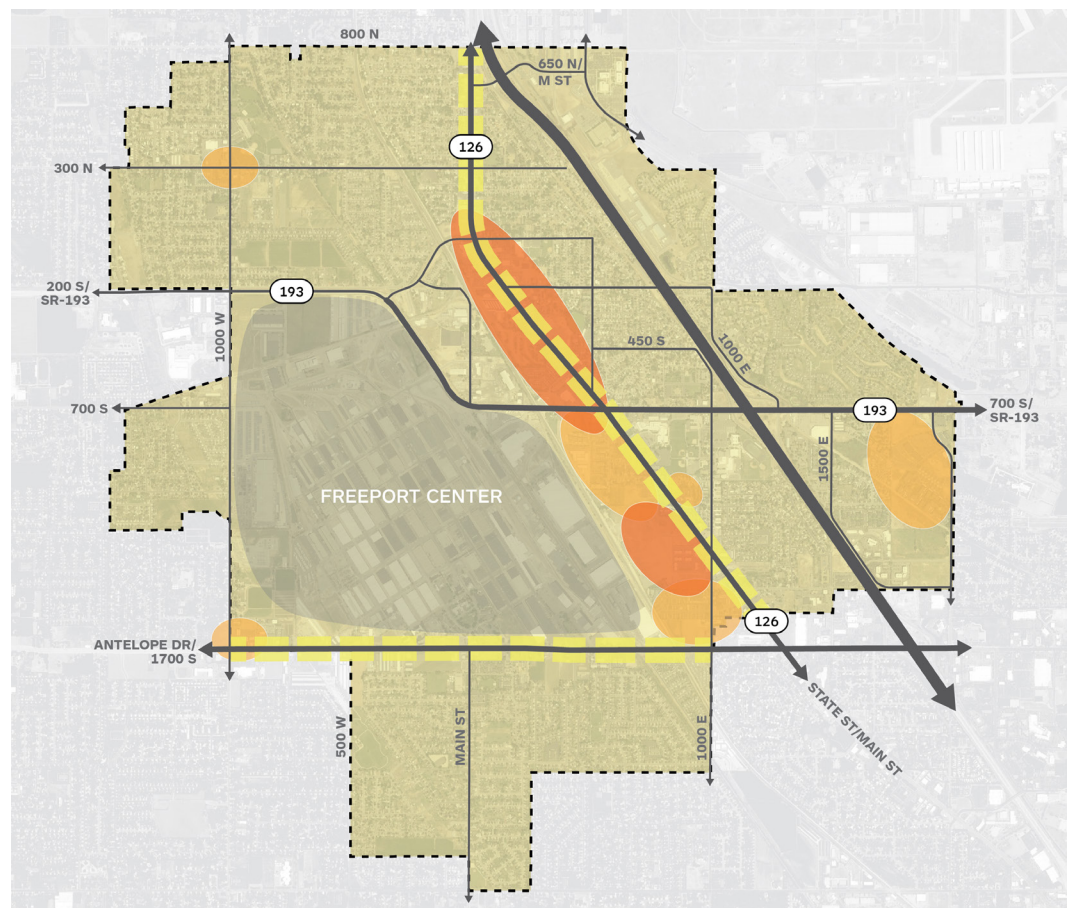


Figure 4.17 - Housing Framework Map

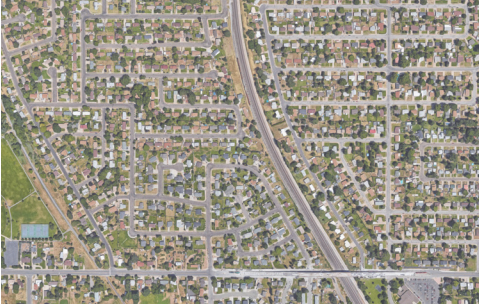


Figure 4.16 - Established low-density single-family neighborhood configuration in northwest Clearfield



Figure 4.18- Back yard detached ADU example



Figure 4.19 - Cottage cluster example

## 4.2 HOUSING DENSITY AND TYPE

The list of housing types described here is not exhaustive and some of the terminology varies across different regions.

### 1. LOW DENSITY

Clearfield's existing residential uses are predominantly low density housing types. These are typically single-family homes and form the city's traditional residential neighborhoods, as exemplified in Figure 4.16.

Established neighborhoods will continue to provide low density housing types in the form of existing housing or through the construction of additional low density housing types. Expanding housing options with a wider variety of housing types and prices will help meet the needs of residents across the housing life cycle while maintaining the low density of Clearfield's established neighborhoods.

#### LOW DENSITY HOUSING TYPES

- **Single-Family Homes** contain one dwelling unit per building and, typically, one dwelling unit per lot.
- **Accessory Dwelling Units (ADU)** shown in Figure 4.18, 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.
- **Cottage Clusters** shown in Figure 4.19, 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.
- **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.

### 2. MEDIUM DENSITY

Medium density housing types are a critical component of housing life cycle and missing middle housing needs, show in the diagram at right. These types are recommended in specific locations in Clearfield, typically places where land uses are transitioning to more increased diversity and densities. Some of these locations have been identified as neighborhood or city centers and some are located adjacent to high density housing areas.

Some of the medium density housing types may be used as mixed-use buildings. These buildings typically have the non-residential uses located on the ground floor. Mixed-use buildings can help transition between a low density residential neighborhood and the commercial uses in a neighborhood center or city center.



Figure 4.20 - Townhouse example (Opticos)

### MEDIUM DENSITY HOUSING TYPES

- **Townhomes and Rowhouses** shown at left, are small- to medium-sized structures, typically with 4 or more attached single-family homes placed side by side, in a row.
- **Stacked Flats** shown in Figure 4.21, share some characteristics with both apartments and townhomes. 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 typically in the 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.
- **Mixed-Use Developments** can be a horizontal or vertical mix of uses, and contain a mix of both residential commercial units.



Figure 4.21 - Stacked flats example

### 3. HIGH DENSITY

High density housing types are only recommended in Clearfield’s three city centers: civic, lakeside square, and Clearfield station. High density housing is an important part of the housing life cycle.

High density housing types can work well as mixed-use buildings. These buildings make sense in city centers where businesses, customers, and residents benefit from increased foot traffic, walkable destinations, and close proximity, as well as the general increase in activity both inside and outside of regular business hours.

#### HIGH DENSITY HOUSING TYPE

- **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 Buildings** can be two-six stories tall and contain commercial units. The building has units that are accessed by one entrance.

Figure 4.29 - Providing a greater diversity of housing types will help meet the variable housing needs of Clearfield’s current and future residents (Opticos)

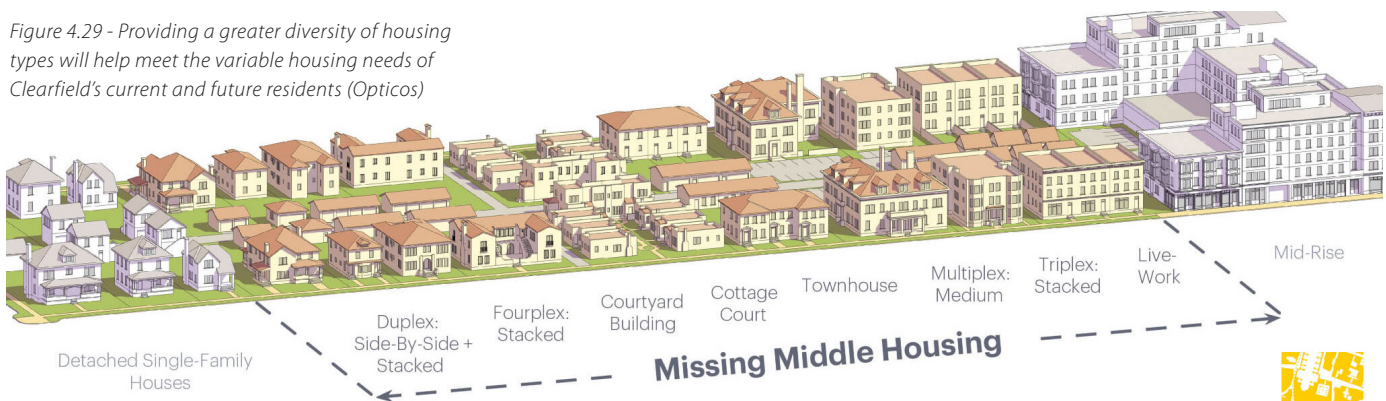




Figure 4.22- Vertically mixed uses (placemakers.com)



Figure 4.23- Horizontally mixed uses (placemakers.com)



Figure 4.24 - Residential infill example

## 4. HOUSING IN MIXED-USE CORRIDORS

Locating residential uses along mixed-use corridors provides convenient access to major roads. The experience of living, working, and shopping in and around a corridor is different than that in centers however, corridors add to the spatial and functional diversity of the city.

Medium density housing types can work well in a mixed-use corridor. Low density housing types, with their many driveways and frequent curb cuts, do not work well along a major corridor. High density housing types might be desirable in these corridors but make more sense in one of the city centers, at least in the near- and mid-term. Mixed-uses can be represented vertically or horizontally along corridors, as exemplified in the figures at left.

### 4.4 FUTURE HOUSING CONSIDERATIONS

1. Define priority infill areas. Concentrate incentives and streamline application and review processes for these areas
2. Reform zoning and other regulations to support building forms, densities, and development standards consistent with infill projects
3. Make infill compatible with surrounding context and in accordance with the city's future goals
4. Educate stakeholders about infill principles and opportunities
5. Implement design guidelines for medium and high density developments that include both clear goals and flexibility
  - Clear guidance on setbacks and site configuration
  - Requirements for landscape and open space elements
  - Requirements for enhancing the public realm

### 4.5 POLICIES + IMPLEMENTATION

**GOAL 1: Ensure new housing is both compatible with surrounding neighborhoods and advances the city's long-term housing plans**

#### Policies

1. Consider surrounding neighborhood context when reviewing and approving new or infill development
2. Uphold the city's future housing goals when reviewing and approving new housing and other types of development projects



Figure 4.25 - Housing type mixes can be used to transition between different housing densities (missingmiddlehousing.com)

**Implementation Strategies**

1. Amend zoning ordinances in single-family zones to ensure context sensitivity of location and density of infill and new development
2. Work with developers and land owners to ensure that new developments on the periphery of centers and corridors have forms and densities that transition from those of the surrounding neighborhoods to support the future goals of each center/corridor

**GOAL 2: Expand the variety of housing options to incorporate a full range of housing types and densities**

**Policies**

1. Support and promote alternative housing types in all areas of the city
2. Coordinate the implementation of both housing and land use elements within the general plan

**Implementation Strategies**

1. Permit and promote the construction of ADUs and other alternative low density housing types in existing single-family neighborhoods
2. Focus medium and high density housing types in specific centers and corridors as identified in the future land use map
3. Conduct an inventory of housing types to identify which additional types are lacking and should be promoted/included in future housing developments

**GOAL 3: Ensure new housing stock is accessible to a full range of income levels, housing life cycle stages, and ownership/tenancy types**

**Policies**

1. Provide flexible housing guidelines that respond to evolving socioeconomic conditions
2. Develop a robust moderate income housing plan

**Implementation Strategies**

1. Use the moderate income housing plan as a guide for future development proposals and approvals
2. Adopt land use regulations that can adapt as the housing market changes
3. Conduct an inventory of housing costs to identify which household income segments of the population are being priced out of living in Clearfield
4. Explore and implement incentive programs that help developers and residents fulfill the city’s housing goals



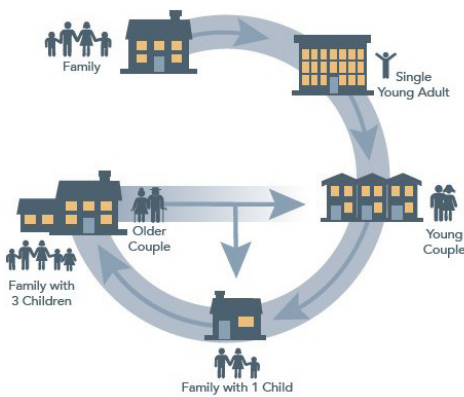
Figure 4.26 - Triplex housing example

## 4.3 HOUSING BEST PRACTICES

### 1. UNDERSTAND THE NEED TO INCREASE HOUSING TYPE DIVERSITY

As Clearfield’s population continues to grow, and the city competes with surrounding municipalities for new businesses, jobs, and residents, the demand for different housing will increase. Understanding why housing type diversity is important, and how it will benefit Clearfield, can help garner support from the land owners, developers, residents, business owners, elected officials, city staff, and other stakeholders.

#### THE HOUSING LIFE CYCLE



The **housing life cycle**, pictured at left, is a model that provides a general description of different life phases and which housing types meet the typical needs of each situation. For example, the housing needs of a single college student differ from those of a retired empty nester couple, or a two parent family with children.

Cities and neighborhoods that have a mix of housing types are much better at meeting the diverse housing needs of people at any stage of life. Housing type diversity promotes community and social Opportunity. Connecting communities with a diversity of housing types allow people in different life stages to coexist in neighborhoods together.

Figure 4.28 - 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)

#### MISSING MIDDLE HOUSING

Many typical American cities do not have enough housing type diversity to meet the needs of their current and future residents. The group of housing types these cities lack is referred to as **missing middle housing**.

Communities may lack these housing types for a variety of economic, social, and political reasons. Many cities, land owners, developers, and other stakeholders find it very challenging to break from old traditions as their cities evolve. Adapting to changing conditions in a timely manner helps cities and neighborhoods to be vibrant and attractive to residents, businesses, and visitors.

### 2. UPDATE ZONING DESIGNATIONS TO ADVANCE THE CITY’S HOUSING GOALS

Zoning maps should be adjusted in places where the city’s current zoning designations are inconsistent with its future housing goals. Zoning changes are not necessary in most of the city and should initially focus on the medium- and high-density housing areas as identified on the future land use map.

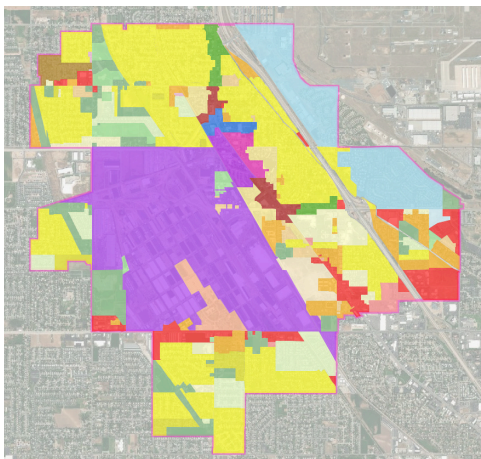


Figure 4.30 - Clearfield’s existing zoning map will be adjusted to achieve future goals (Davis IS/GIS Office)

### 3. CONTINUE TO DEVELOP AND IMPLEMENT THE CITY'S MODERATE INCOME HOUSING PLAN

Senate Bill 34 (SB34) encourages local communities to plan for housing for residents of all income levels, and coordinate that housing with transportation. Communities are required to develop a moderate income housing (MIH) plan as part of their general plan. Communities that are required to annually report on their MIH plan implementation must satisfy these requirements to remain eligible for state transportation investments. The goal is to meet the needs of people of various income levels who live, work, or desire to live or work in their city. It is in the pursuit of allowing people with various incomes to fully participate in all aspects of neighborhood and community life.

State agencies provide guidance in creating a moderate income housing plan. For example, the State of Utah and Workforce Services Housing and Community Development agency have produced the Moderate-Income Housing Reporting Form to help cities achieve the moderate income housing requirements. Clearfield should continue to develop and implement its moderate income housing plan.

The entire 2021 Clearfield Moderate Income Housing Plan can be found in Appendix M of this document.

### 4. PERMIT AND PROMOTE THE USE OF ACCESSORY DWELLING UNITS (ADU)

The housing life cycle model can be applied just to ADUs. An ADU provides flexibility that can address a variety of housing needs, as illustrated in the figure at left. The ADU can be used as a rental property for people who require less space, such as individuals and couples. An ADU can be an extension of the main house for a larger family's children or elderly parents, or can become the owner's residence while they rent the main house.

Current zoning in Clearfield does not permit ADUs as an approved land use. Permitting and promoting ADUs would create the opportunity to provide housing with an increased number of residential unit types. The large number of single-family homes in Clearfield are a valuable resource for establishing ADUs.

Recent legislation passed in the 2021 Utah Legislative session as SB 82, mandates that City's all allow internal ADUs (IADUs) as an allowable use in the majority of a city's residentially zoned areas. This legislation was passed as a way to provide more housing.



Figure 4.31 - An ADU can be used in many different ways across the housing life cycle as a way to provide more housing options. (HDR Remodeling)



# 5.0 ECONOMIC DEVELOPMENT



Figure 5.1 - Providing destination commercial experiences in Clearfield, will be key in attracting residents and visitors, and ensuring its long term economic viability.

## SUMMARY SNAPSHOT

### 1. EXISTING CONDITIONS

Clearfield is notable in that its median age of 28 is notably lower than surrounding cities, and below that of both Davis (31.4) and Weber Counties (32.3). At a median age of 28, Clearfield represents one of the lowest median ages in the State. Median age can have an influence on median incomes, housing options, retail buying power, and commercial preferences.

A key consideration for Clearfield City is to understand retail patterns and potential for new commercial opportunities. Historically, most sales in cities happened along key transportation corridors. For Clearfield, most commercial activity has been centered about State Street. Of recently however, taxable sales have been spreading to residential areas in the form of online sales. The percentage of retail sales that are occurring online for Clearfield will be shown in the following section.

Clearfield residents spend a smaller percentage of their income on housing and transportation than Davis County. Job density in Clearfield is higher than in other local municipalities but taxable sales per capita is moderate. Retail spending is still shifting online and per capita use of physical retail space is decreasing.

### 2. ECONOMIC DEVELOPMENT FRAMEWORK

1. Concentrate and promote redevelopment at key locations throughout the City in order to ensure highest and best use.
2. Create an economic development strategic plan with detailed implementation steps.
3. Develop an understanding of target markets, including demographic projections and household characteristics, to better capitalize on opportunities
4. Consider quality-of-life factors such as housing choices, amenities, and recreation access.



Figure 5.2- Freeport Center is a key employer and job center in Clearfield.

### 3. GOALS

1. Encourage sustainable economic growth and job creation through existing stakeholder relationships and by forging new partnerships
2. Maintain Clearfield as Davis County's jobs center and continue to increase the availability of family-sustaining jobs
3. Enhance and expand the city's shopping, dining, and entertainment options for residents and visitors by supporting unique, destination-oriented development centers

### 4. POLICIES + IMPLEMENTATION

#### Policies

1. Promote the retention and expansion of existing businesses
2. Strengthen and sustain partnership with Hill Air-Force Base (HAFB)
3. Provide entrepreneurial development and incubator activities to support start-up businesses
4. Provide support mechanisms for small businesses
5. Create a plan that targets specific economic sectors for expansion in, or relocation to Clearfield

#### Implementation Strategies

1. Create incentive programs for industries that offer wages above the Davis County average and/or increase job growth and retention
2. Create and implement a plan to identify short- and mid-term goals and strategies for diversifying and expanding Clearfield's economy
3. Support public/private development, in specific centers, through the earnest pursuit and leverage of public, non-profit, and private grants, as well as matching funds programs

### 5. BEST PRACTICES

1. Create a sustainable economic development strategic plan and a detailed implementation plan for each center
2. Understand target markets, including demographic projections and household characteristics
3. Identify and promote key economic development sites throughout the city to ensure the highest and best use of each site
4. Consider quality of life factors such as housing options, schools, amenities, and recreational opportunities
5. Establish financing and incentive policies to attract development types that are most beneficial to the community.



Figure 5.3 - Focusing energy and resources to attract unique small businesses to Clearfield, will create a more appealing environment for regional visitors.

## 5.1 EXISTING CONDITIONS

### 1. DEMOGRAPHICS

This section uses demographic data to describe existing socioeconomic conditions in Clearfield data by comparing and contrasting it with data for other nearby municipalities, Davis County, and the State of Utah.

The US Census Bureau’s 2019 American Community Survey estimates that Clearfield has a **population of 32,118** people, 9.07% of the Davis County total population. The median age for Clearfield residents is 27.9 years, which is younger than both Davis County (31.1 years) and Utah (30.8 years).

At \$83,310 Davis County’s **median household income** is higher than the State’s \$71,621. Despite being in Davis County, Clearfield’s median household income is \$60,260 which is well below the State median and 28% lower than Davis County’s median.

**Median home property values** follow the same trend. At \$290,000 Davis County’s is higher than the State’s \$279,000 and Clearfield’s \$194,000 is lower than both. Homes in Clearfield are marginally smaller and older than the homes in Davis County, which may be one of the reasons for the lower median home property value.

**Job density** is a measure of how many jobs there are in a given area. Clearfield’s job density, expressed as jobs per square mile, is higher than those of all the adjacent municipalities. This higher density is largely due to the number of jobs at the Freeport Center and HAFB. While this metric and associated graph (Figure 5.5) does not show how many of those jobs are filled by Clearfield residents, Clearfield’s transportation costs being lower than surrounding areas, could be an indicator that Clearfield residents do not have travel long distances to reach employment opportunities.

**Taxable sales per capita** is used to compare the sales tax base of different cities/areas. To calculate taxable sales per capita, total taxable sales is divided by the total population. Clearfield’s taxable sales per capita is well below that of Davis County and is lower than Clinton’s despite Clearfield’s larger population, as shown in Figure 5.6. Layton’s taxable sales per capita is much larger than the Davis County figure. This means that Clearfield residents as well as residents of other cities travel to Layton to spend money, reducing the amount of sales tax revenue collected by Clearfield or other cities of residence. This is known as “leaking” sales tax revenue to municipalities with more appealing retail businesses. This sales tax “leakage” is occurring in Clearfield, and should be a large motivating factor in the establishment of destination and commercial mixed-use centers.

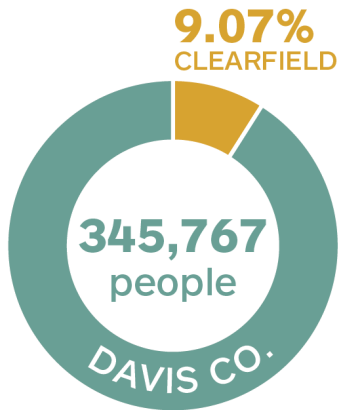


Figure 5.4 - Population Comparison (2019 ACS 5-Year Estimates Data Profiles)

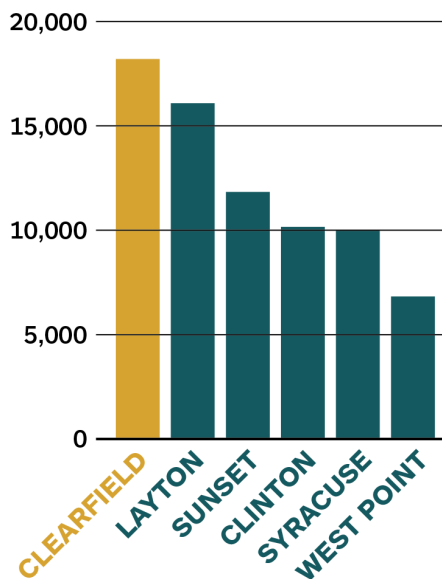


Figure 5.5 - Jobs within one square mile (Zions Public Finance, February 2021)

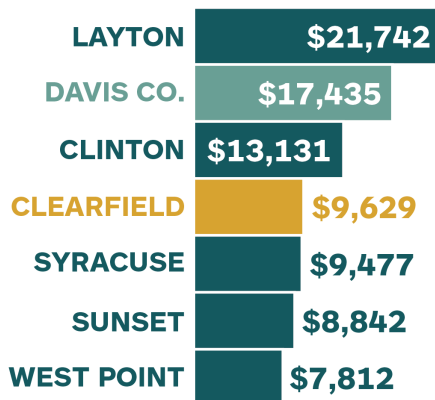


Figure 5.6 - Taxable sales per capita (Utah State Tax Commission: Utah Calendar Year Gross Taxable Sales and Purchases - 2019 Total Taxable Sales; 2019 ACS 5-Year Estimates Data Profiles)

## 2. COMMERCIAL TRENDS

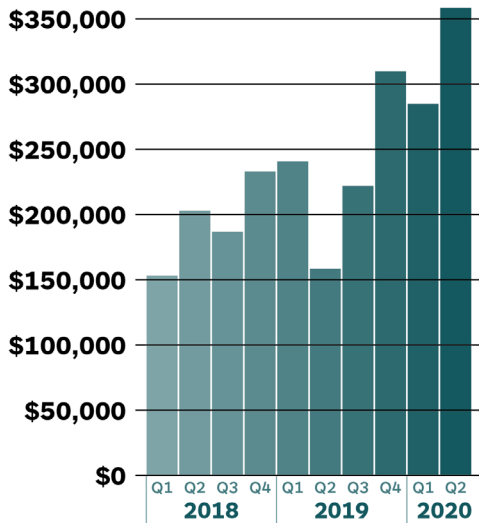


Figure 5.7 - Clearfield's delivery sales history (Zions Public Finance, February 2021)

As retail spending continues to shift online, the spatial needs of stores is changing. Figure 5.7 shows how the value of online sales, or “delivery sales” has changed in recent years in Clearfield, is expected to continue.

As retail activity continues its shift from physical stores to online sales, demand for physical retail space is decreasing and vacancies in commercial buildings are increasing. Existing and new commercial development needs to adapt to these changes in order to remain competitive.

Historically, cities along the Wasatch Front have had approximately 25 square feet of retail space per capita. This began to change around 2015 and by 2017 retail space had shrunk to approximately 20 square feet per capita. The downward trend has continued, affected in part by the pandemic, with current retail space needs at 15 square feet per capita. For Clearfield, the change in retail needs from 25 to 15 square feet per capita, translates to under use or vacancy of approximately 300,000 square feet of retail space.

Previously, most commercial sales activity in a city has been concentrated in corridors along key transportation routes. Clearfield’s primary commercial corridor is located along State Street/Main Street (State Route 126). Many other smaller commercial areas are dispersed throughout the city.

Commercial developments concentrated in city and neighborhood centers provide more economic opportunities than dispersed commercial configurations. Establishing these types of centers throughout the City would provide a wide variety of benefits for Clearfield, including increased traffic and activity from surrounding neighborhoods, as well as an influx from surrounding areas.

Brick-and-mortar retail configurations need to adapt to compete with these commercial trends. Underused and vacant commercial buildings and areas should be re-purposed to a different mix of land uses.

## 3. CHALLENGES

### CHANGING RETAIL PATTERNS

As the retail landscape changes throughout Utah and the country, so too will the demands of brick and mortar. While projections have been made by economists and those in the industry, cities will need to be ready amend land use documents quickly to meet the changing demands. Possible land use amendments needed can include; reduced parking requirements, increased densities, and decreased setbacks to create a more pedestrian scale experience.



Figure 5.8 - Retail space needs per capita (Zions Public Finance, February 2021)



Figure 5.9 - Vacant retail space in the Lakeside Square commercial center (September 2020)

## **LACK OF DESTINATION-ORIENTED COMMERCIAL USE TYPES**

Historically, Clearfield’s service related commercial businesses have been geared toward local residents and those from the surrounding area. Because the retail landscape is shifting toward online and experiential opportunities, Clearfield is tasked with incentivizing property owners to create opportunities for destination-oriented businesses to attract a broader and more diverse clientele.

## **CHALLENGE TO PROVIDE INCOME-APPROPRIATE RESIDENTIAL AND COMMERCIAL OPTIONS**

Cities across the state and the nation struggle to provide and maintain residential options and commercial businesses that match the incomes of the residents that reside in the area. This challenge also presents itself in Clearfield, and will be something that City staff and elected officials will need to be aware of when making future land use decisions.

## 5.2 ECONOMIC DEVELOPMENT FRAMEWORK

The economic development framework map shows the locations of the city's mixed-use nodes and potential greenfield and redevelopment sites. This framework represents an illustration of the overall structure of the city's economic development goals as well as the following:

1. Concentrate and promote redevelopment at key locations throughout the City in order to ensure highest and best use.
2. Create an economic development strategic plan with detailed implementation steps.
3. Develop an understanding of target markets, including demographic projections and household characteristics, to better capitalize on opportunities
4. Consider quality-of-life factors such as housing choices, amenities, and recreation access.

Like many cities in the western United States, Clearfield's current commercial development pattern is somewhat dispersed. Consolidating new commercial developments with medium and high concentration residential developments at mixed-use centers will help the city achieve its long-term goals.



Figure 5.10 - Creating mixed-use centers- vertical or horizontal- generates traffic counts need for retailers to locate, and the retail and commercial options that residents desire.

## 5.3 FUTURE CONSIDERATIONS

### 1. CENTER-FOCUSED GROWTH

Mixed-use centers including Civic and Lakeside Square, and the Clearfield Station center, are located along the Main Street/State Street (State Route 126) corridor. Future development in these centers should contribute to the goal of making an identifiable downtown area that connects to transit center. These centers are intended to have a greater diversity of land uses and be developed to a higher intensity than the centers described below and shown in the Economic Development Framework map at right.

The 1000 West/ Antelope Drive center is larger and has the capacity for larger commercial and residential building formats. The majority of the existing commercial development is located in Syracuse, so coordinating future development decisions with Syracuse will help create a more consistent center for the area.

The University Park and Legend Hills centers have existing office park developments. Additional office, residential, and retail, or dining uses could integrate well with the office park uses, and provide some complementary variety between all the centers.



Figure 5.11 - One of the existing office buildings in the Legend Hills neighborhood center (September 2020)

**LEGEND**

- Street
- Mixed-Use Center
- Future Infill Developments
- Vacant Parcels
- Agricultural Parcels

2018 WFRC/Utah AGRC Data

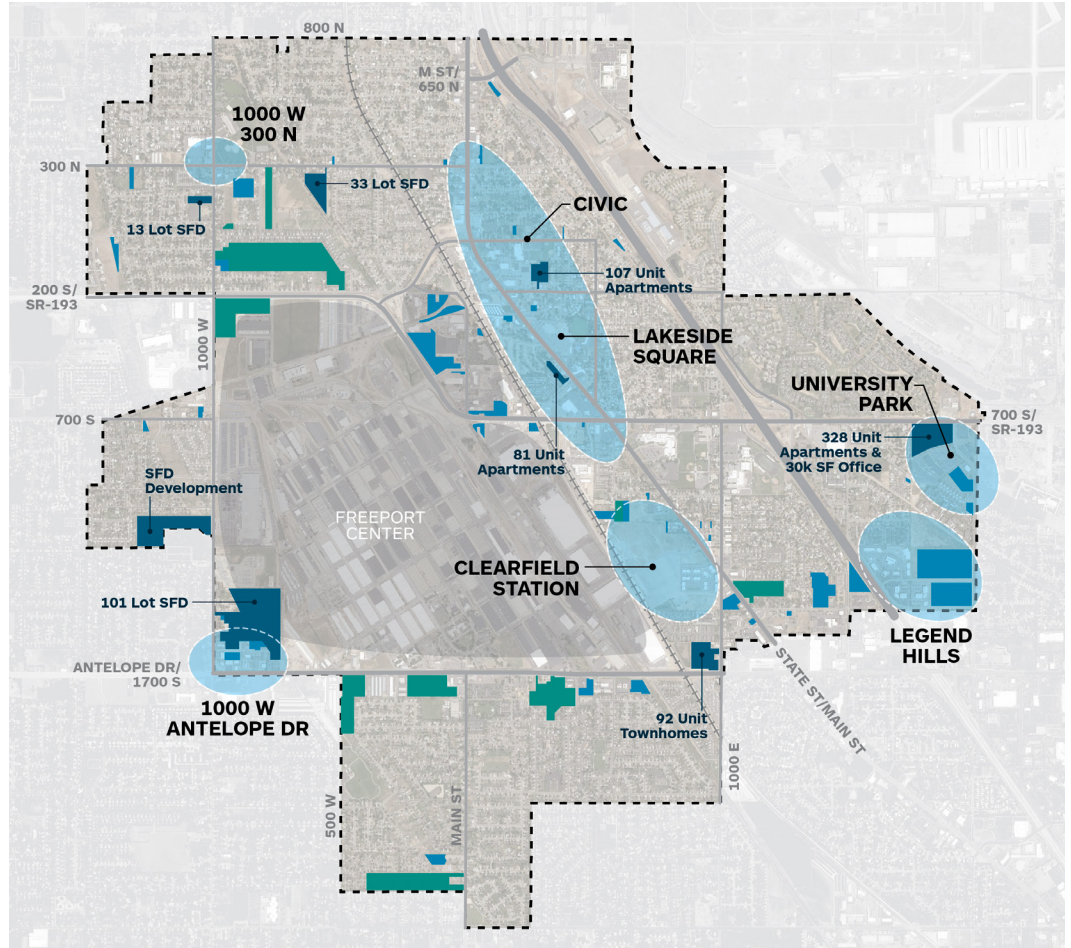


Figure 5.12- Economic Development Framework Map (WFRC Existing Conditions: Wasatch Front Region - Land Use Map/2018 Utah AGRC Data)

The 1000 West 300 North center is a smaller neighborhood style center with uses and intensities that may not be appropriate in a downtown area. New development should focus on meeting the needs of the immediate area.

**2. VACANT AND AGRICULTURAL PARCELS**

Several parcels have been identified as potential future development sites. These parcels are listed as either vacant or agricultural parcels and may be considered sites for potential greenfield development. The parcel designations on the economic development framework map are based on the WFRC (Wasatch Front Regional Council) map which uses 2018 Utah AGRC (Automated Geographic Reference Center) data.

**3. MUNICIPAL REVENUE**

A fundamental consideration for land use planning is the fiscal impact on the city’s revenue. Municipal revenues from development projects vary by land use. Understanding this variability will help the city evaluate the financial impacts of future developments, including the use of financial incentives and economic development tools.

Tables 5.1 and 5.2 present four land use examples to illustrate the differences in municipal revenue for each use. The figures for each example represent a typical development within Clearfield. Municipal revenue totals are normalized into dollars per acre in order to make direction comparisons.



Figure 5.13 - Property tax revenue for all commercial and residential parcels are key to the economic sustainability of Clearfield.

**Clearfield’s property tax revenues** are shown in Table 5.2. The tax values represent the portion of property taxes received by Clearfield and exclude the property tax portion received by other taxing entities. The property tax revenue per acre varies across the four land use types with the highest revenue from multi-family residential uses and the lowest revenue and single-family residential uses.

Table 5.1 shows the **city’s revenue from multiple sources**. Property tax is the same as in Table 5.2. Sales tax includes both retail sales and online sales made from residences. The state tax distribution is the amount of online sales tax collected by the state and then reimbursed to municipalities based on their population. Municipal energy fees are collected as impact fees.

The total revenue from taxes and fees per acre varies widely between the different land uses. Based on these typical examples multi-family residential and retail land uses generate the most revenue per acre. Office and single-family residential land uses generate the least revenue for Clearfield.

#### 4. ECONOMIC DEVELOPMENT TOOLS

Municipal revenue is not the only economic impact consideration for new developments. Land uses that don’t maximize the city’s revenue may provide other benefits such as increased utility for other developments, better quality of life, reduction in travel times and cost, etc. These benefits should be included in planning and development decisions.

**Rates of return** are a critical factor for each development and land use type. New development will only occur when the rate of return is high enough for the developer. Because these rates of return vary by land use type, some of the city’s land use goals may have prohibitively low rates of return and not be supported by current market conditions.

Land Use Example	Land Area (acres)	Building Area (square feet)	Clearfield’s Property Tax	Sales Taxes	State Tax Distribution	Municipal Energy Fees	Total Taxes & Fees	Total Taxes & Fees Per Acre
Office	4.92	75,000	\$26,295	\$0	\$0	\$18,000	\$44,295	<b>\$9,003</b>
Retail	0.92	10,000	\$2,832	\$17,500	\$0	\$2,400	\$22,732	<b>\$24,709</b>
Single-Family	0.2	3,000	\$356	\$56	\$306	\$150	\$868	<b>\$4,340</b>
Multi-Family	3.54	207,000	\$26,029	\$7,500	\$40,800	\$24,000	\$98,329	<b>\$27,777</b>



Figure 5.14 - Offering financial incentives to developers can create the opportunity for Clearfield to manifest the type and location of development it desires.

**Financial incentives** can be used to promote the city’s land use goals when those goals don’t make financial sense for developers. The City’s Community Development and Renewal Agency has eight existing project areas throughout the city.

- RDA 6 North Freeport Center
- RDA 7 West Side Central Business District
- RDA 8 Northgate East Side Area
- RDA 9 700 South Street
- RDA 10 Southwest Freeport
- ATK EDA
- Clearfield Station CDA
- Lifetime Products CRA

Seven of these project areas are active and currently generating increment, one project area, the Lifetime Products CRA, has not yet been triggered. The total increment paid to the Agency in Tax Year 2020, according to the 2019 Annual Report, was \$2,826,003. The continued generation of tax increment from these projects will lead to the continued future economic success of these project areas and to the City.

**Economic development tools** can help achieve the city’s development goals without further enhancing developer profits. These economic development tools include Community Reinvestment Areas (CRA), Public Infrastructure Districts (PID), and Transferable Development Rights (TDR). These tools can be applied to individual developments or as an overlay to defined geographic areas and should be chosen based on the specific planning goals for each location.

Table 5.2 - Clearfield Property Tax Revenue - Typical Land Use Examples						Zions Public Finance, February 2021
Example Land Use	Land Area (acres)	Building Area (square feet)	Market Value	Assessed Value	Clearfield’s Property Tax	Clearfield’s Property Tax Per Acre
Office	4.92	75,000	\$20,331,429	\$18,298,286	\$26,295	<b>\$5,345</b>
Retail	0.92	10,000	\$2,189,714	\$1,970,743	\$2,832	<b>\$3,078</b>
Single-Family	0.2	3,000	\$450,000	\$247,500	\$356	<b>\$1,780</b>
Multi-Family	3.54	207,000	\$32,933,423	\$18,113,383	\$26,029	<b>\$7,353</b>

## 5.4 POLICIES + IMPLEMENTATION



Figure 5.15 - Supporting job creation and retention in Clearfield will help spur economic growth

**GOAL 1: Encourage sustainable economic growth and job creation through existing stakeholder relationships and by forging new partnerships**

### Policies

1. Promote the retention and expansion of existing businesses
2. Strengthen and sustain partnership with Hill Air-Force Base

### Implementation Strategy

1. Create incentive programs for industries that offer wages above the Davis County average and/or increase job growth and retention

**GOAL 2: Maintain Clearfield City as Davis County’s jobs center and continue to increase the availability of family-sustaining jobs**

### Policies

1. Provide entrepreneurial development and incubator activities to support start-up businesses
2. Provide support mechanisms for small businesses

### Implementation Strategy

1. Create and implement a plan to identify short- and mid-term goals and strategies for diversifying and expanding Clearfield’s economy



Figure 5.16 - Improving dining and shopping variety and quality can improve revenue streams to the city for future capital expenditures

**GOAL 3: Enhance and expand the city’s shopping, dining and entertainment options for residents and visitors by supporting unique, destination-oriented development centers**

### Policy

1. Create a plan that targets specific economic sectors for expansion in, or relocation to Clearfield

### Implementation Strategy

1. Support public/private development, in specific centers, through the earnest pursuit and leverage of public, non-profit, and private grants, as well as matching funds programs

## 5.5 BEST PRACTICES

### 1. Create a sustainable economic development strategic plan and a detailed implementation plan for each center

A strategic plan includes assessments of the community's strengths, weaknesses, and its competitive niche in the local region and then presents strategies to help the community become more economically sustainable. The strategic plan must be accompanied by an implementation plan.

An implementation plan includes goals, objectives, action items, and assigned responsibilities, all with time frames for completion. It provides information and assistance to the development community to describe and encourage preferred development types. An implementation plan should also include provisions for financing capital facilities and policies for public participation in high-priority projects.



Figure 5.17 - Demographics play a large role in the outcome of a economic development strategy

### 2. Understand target markets, including demographic projections and household characteristics

Reliable demographic data is essential to projecting the future capital needs of a community as accurately as possible. This data should include assessing future revenues and expenditures for ongoing services, creating economic development plans and strategies, and assessing housing needs.

### 3. Identify and promote key economic development sites throughout the city to ensure the highest and best use of each site

Key economic development sites may include those that are most convenient to develop in their current state and/or those that would provide the greatest benefit to the city regardless of their current state.

Convenient sites are those that can be developed with the least amount of change and/or investment. Sites with existing infrastructure, appropriate zoning designations, and minimal demolition requirements are sometimes developed more quickly. Sites that may be developed to a greater benefit, but with less convenient existing conditions, may take longer to develop but should not be dismissed over short-term inconvenience. Key sites should be identified based on their long-term potential and position within the city's overall economic development framework.



Figure 5.18 - While convenience is desired, when reviewing a development application, the highest and best use of the property should be a key consideration, even if that means a longer timeline for completion.



Figure 5.19 - Providing a variety of housing options within a city, is a critical piece to a healthy economy in a city.

#### 4. Consider quality of life factors such as housing options, schools, amenities, and recreational opportunities

Quality of life is a very important aspect of a successful local economy. It can be abstract and difficult to quantify because it includes so many different variables.

Housing options are an important factor in economic development. If housing costs in a community appear to be rising rapidly, the community may need to consider policies to mitigate those cost increases. Policy changes may include permitting smaller lot sizes or lower cost attached units with common outdoor spaces. Poor housing options can diminish the local quality of life.

The quality of schools is another key component in attracting businesses to an area. Employees want to live where there are good schools. Local school districts have information regarding school test scores that, when favorable, can be used by companies and municipalities as a marketing tool. Recreation, shopping, and entertainment options also play a role in quality of life.



Figure 5.20 - Establishing policies and utilizing tools to support development beneficial to the City, that would not be possible but for public financing, can help shape the future of the city.

#### 5. Establish financing and incentive policies to attract development types that are most beneficial to the community

Local governments in Utah have a number of tools available to incentivize economic development and finance the capital improvements related to economic development. Competition for key businesses can be strong so communities should carefully consider policies to determine when public assistance should be provided to encourage economic development.