

CLEARFIELD CITY

GENERAL PLAN

2021

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INTRODUCTION + PLAN VISION



Figure 1.1 Clearfield's Freeport Center, built as a Navy Supply Depot.

BACKGROUND + INTRODUCTION

This General Plan establishes planning policies and strategies based on community vision for Clearfield, Utah. The strategies in this plan are designed to achieve this vision by promoting the development and redevelopment that will help address ongoing changes and also preserve Clearfield's unique qualities.

From 2000 to 2020 the population of Clearfield has increased from 25,910 to 32,118 people, a 28% gain[1]. Several of the City's commercial centers are aging and in need of redevelopment. This General Plan addresses these and other issues, and incorporates planning efforts that have been developed in the community since this plan was last updated in 2016.

1.1 ORGANIZATION OF THE PLAN

The Clearfield City General Plan begins with the City's vision for its future. The plan describes existing conditions, identifies methods for addressing those conditions in Clearfield, and provides the goals that will help achieve the City's vision for the future. Each chapter of this plan outlines issues and policies related to specific planning elements:

The plan is divided into seven chapters:

1. Introduction & Plan Vision
2. Land Use
3. Transportation
4. Housing
5. Economic Development
6. Parks & Trails
7. Sustainability

1 *Population data acquired from the 2018 American Community Survey (ACS) 5-year estimates data profiles: https://census.gov*

Each of the seven chapters are broken out into the following sections:

1. Summary Snapshot
    - » The summary snapshot is the prelude to each chapter, and gives a very brief overview of each section of that chapter.
2. Existing Conditions
    - » The existing conditions section details the current conditions and trends associated with the corresponding chapter related to the future recommendations in the general plan.
3. Framework
    - » The framework and associated framework map for each chapter gives a general illustration to simplify and summarize the City's basic planning approach for that chapter's topic.
4. Future Considerations
    - » Future considerations for each chapter are made up of and describe various measures and actions the City can take in different areas of the city, to achieve its vision.
5. Policies and Implementation
    - » The policies and implementation strategies in each section provide the basis for making informed decisions that are consistent with the vision for the City's future.
6. Best Practices
    - » Each chapter ends with a list and description of planning best practices. These best practices have been compiled from similar municipalities and are not necessarily specific to Clearfield.

1.2 HISTORY OF CLEARFIELD



Figure 1.2 Transportation and shipping access has long driven the economic growth of Clearfield.

The first modern settlers in what is currently Clearfield, Utah were Richard and Emily Hamblin, an immigrant couple from England. They moved from the nearby Layton settlement into a thatched roof dugout in 1877 in what is now the Clearfield ~~area~~.

Railroad connections in the City predate the settlement of Clearfield. The Utah Central Railroad came through the area in 1869 and the Bamberger Electric railway was built in 1905, providing passenger service to Clearfield on the Ogden to Salt Lake City line.

By 1940 Clearfield was an established agricultural community, growing alfalfa and other forage crops. Significant change arrived with the addition of two military installations near and in the community. The construction of Hill Air Force Base (HAFB) began in 1940, followed by the construction of the Clearfield Navy Supply Depot beginning in 1942. Initially, some local residents strongly

opposed these large military installations but the Ogden Chamber of Commerce supported their construction.

The Navy Supply Depot was eventually phased out in 1962 but it's prime location was soon taken over by private companies and exists today as the Freeport Center. HAFB continues to be an active airfield and is one of Utah's major employers of both civilians and military personnel, having a significant economic influence on Clearfield.

The newest Clearfield City Municipal Building, located on 55 South State Street, was dedicated in December 1999.

Clearfield's largest office development, Legend Hills, was built in 2002 on the city's east side, just east of the frontage road along Interstate 15.

In 2004, ground was broken for the Clearfield Aquatic Center. In 2005, the old Clearfield City Swimming Pool was demolished to make way for the new center, and for an updated Bernard Fisher Park. The skate park at Fisher Park was also added the same year. The Clearfield Aquatic Center opened in 2005 adjacent to the newly built North Davis Junior High, which until 2005 had been the oldest standing junior high building in Davis County. An outdoor splash pad feature was added to the Clearfield Aquatic Center in 2006.

The Utah Transit Authority opened the (UTA) FrontRunner commuter rail stop in Clearfield in 2008, which helped the city gain recognition as a center for business and industry, and also created a new development center in the City.

In 2010, Davis County opened a three-story, 45,000 square foot office building housing the administrative offices of the Davis County Health Department.

In recent years, the Clearfield community has been proactive in developing additional plans for redevelopment in the downtown area and around the FrontRunner station. This General Plan seeks to continue to support planning efforts and look to the future of growth in Clearfield.

1.3 COMMUNITY PROFILE

An understanding of the existing physical, social, and demographic conditions of the City is essential for developing planning strategies that will achieve Clearfield's vision. This brief summary describes the current conditions of the community.

PHYSICAL STRUCTURE

Clearfield City is located in northern Davis County, Utah and has a total land area of 7.8 square miles. The City is bordered by Sunset City to the north, Clinton City to the northwest, Syracuse City and West Point City to the west, Layton City to the south and east, and Hill Air Force Base to the northeast.

Clearfield City has an average elevation of 4,327 feet. The lowest point within the

boundary of the city is 4,314 feet, at the intersection of 1000 West and Antelope Drive/ 1700 South on the city's western edge. The highest is 4,711 feet located on Hill Air Force Base property along Constitution Way. [2]

State Highway 126 is Clearfield's primary north-south thoroughfare within the City, and Interstate 15 runs parallel to Highway 126, to the east. State Highway 193 and Antelope Drive/1700 South are the City's largest east-west arterial, where Highway 193 stretches along the northern portion of the city and Antelope Drive/1700 South bisects the southern third of the City.

Much of Clearfield's commercial development is concentrated along Highway 126 from approximately 300 North to the southern border of the City. The Freeport Center plays a large role in the western half of the City, as well as other office uses. Multi-family developments exist along the Highway 126 corridor, and are intermixed throughout the eastern section of the City. The remainder of the city is largely made up of single-family residential neighborhoods, interspersed with some smaller-scale commercial centers. There is very little vacant land in Clearfield however, there are many underutilized parcels throughout the City that are ripe for redevelopment or an increase of density and land use.

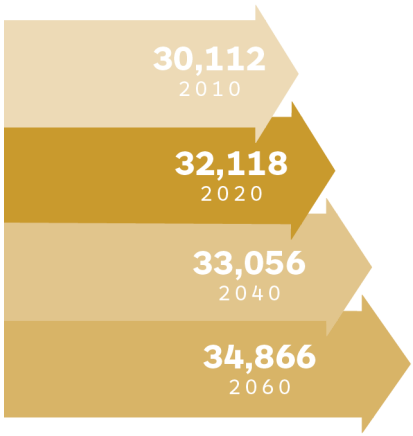


Figure 1.3 Clearfield's rate of population growth has slowed recently.



2019: ACS 5-Year Estimates Data Profiles

Figure 1.4 Clearfield's median age is nearly three years younger than the average in Utah, as a whole.

DEMOGRAPHICS

In order to understand the needs of the City, it is essential to have a clear understanding of Clearfield's population, age and household composition. This allows assessment of current and future needs for elements such as Land Use, Housing, and Economic Development. The following is a summary of key demographic characteristics, including population, age and household composition, which tend to be the most crucial for understanding needs communities develop and evolve.

POPULATION

Most recently, Clearfield City saw significant population growth between 1990 and 2010, averaging 18% growth, as shown in Figure 1.3. Since then, population growth has slowed, and increased by 6.6% since 2010.[3] While the State is projected to increase in size by 1,419,632 residents over the next 25 years, according to the Kem C. Gardner Policy Institute, Clearfield's population growth rate will be much smaller comparatively.

AGE

Age is an essential consideration when planning for the future of a growing community and its land uses, transportation needs, economic development techniques, as well as open space. The age characteristics of Clearfield are unique. When compared to other communities in Davis County and the state

2 *Utah Automated Geographic Reference Center (AGRC), https://gis.utah.gov*

3 *Population projection data sourced from Utah State Open Data Portal, https://opendata.utah.gov/widgets/unp2-7y2n*

of Utah, the median age is approximately three years younger in Clearfield. Where the state and Davis County have a median age of 30.8 and 31.1 years old, Clearfield's median age is 27.9 (Figure 1.4). The City has a higher share of children under the age of nineteen, and fewer seniors than the state and Davis County. This supports the data that the City's population is generally younger than those in surrounding communities in Davis County and the state as a whole.

As Clearfield's population has grown, it has maintained a steady population of residents under the age of eighteen and over the age of 60. This is supported by median age statistics, which have fluctuated from 28.2 in 2016 to 27.3 in 2018.[4]

HOUSEHOLD SIZE

Average household size is often closely related to the age characteristics of a community. Larger household sizes are often found in communities with a large portion of young families with more children per household. Smaller household sizes indicate that there is a larger contingent of smaller families or families with adult children that may have moved out on their own.

In the case of Clearfield, the average household size is 3.21(Figure 1.5)- similar to Davis County but higher than the State, and the median age is 27.9- lower than both Davis County and the State, showing that the comparison between a lower median age leading to a larger household size rings true. Clearfield's younger population and larger household size may impact the City's focus and priority on services, since this translates to a higher demand on schools, parks, trails, and other youth-centered programs.



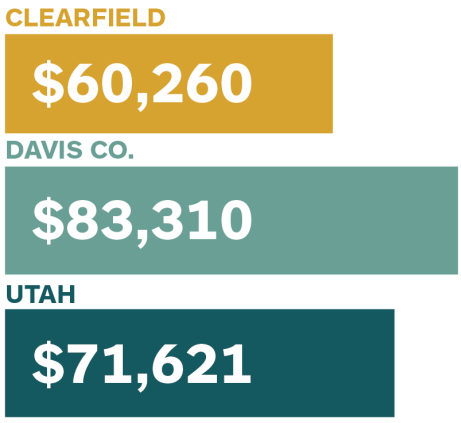
2019: ACS 5-Year Estimates Data Profiles

Figure 1.5 Household size in Clearfield is larger than other communities in Davis County and the state as a whole.

HOUSEHOLD INCOME

The median household income in the City is $56,213 which is moderately lower than the county and state (see Figure 1.6). The median income has increased over time from $47,570 in 2010.[5] Similar to other communities in the region, the City experienced a dip in income in 2010 following the "Great Recession" of 2007-2009.

Cities like Clearfield with a lower median household income translates into demand a for more housing and retailers that match those income levels, and demand for improved transit service and bike networks. These needs, and ways to accomplish these goals, are shown throughout this general plan document.



2019: ACS 5-Year Estimates Data Profiles

Figure 1.6 Median household income is lower in Clearfield when compared to Davis County and the state of Utah as a whole.

SUMMARY

Clearfield's population is projected to continue growing at a slow to moderate rate by way of infill and redevelopment, growing to approximately 34,866

4 *Age demographic data acquired from the 2018 American Community Survey (ACS) 5-year estimates data profiles: https://census.gov*

5 *Household income data acquired from the 2018 American Community Survey (ACS) 5-year estimates data profiles: https://census.gov*

residents by 2060, an increase of 7.9%[6]. The Clearfield community has more children under the age of nineteen when compared to the county and state. The percentage of seniors in the community has remained steady, and overall median age continues to decline. Clearfield's household size is larger than the rest of the state, and slightly lower than the county, similar to other young communities in the state. The City's median income is similar to the region, but still lower than the County and state.

As the City continues to develop it will be important to apply a balanced approach for meeting the needs of a population with a diverse range of ages, particularly addressing needs related to parks, open space, recreation and trails. The needs of children and seniors will need to carefully considered, as it can be difficult to meet the needs of such diverse segments of the population in an equitable and economic manner. As the City grows, planning for coordinated infill and redevelopment will be key its future success.

6 Population projection data sourced from Utah State Open Data Portal, https://opendata.utah.gov/widgets/unp2-7y2n

1.4 COMMUNITY VISION



Figure 1.7- Clearfield City Hall

The vision for Clearfield's future was created through input from staff, and leadership of Clearfield and is intended to be a concise and cohesive statement of planning goals for the City. The elements (chapters) have been identified as the key factors in helping to address issues facing Clearfield. As indicated in the introduction, these elements (chapters) form the basis of the General Plan structure and provide an organizational framework and platform to clearly and concisely present the Plan's goals. These specific goals, along with descriptive maps and illustrations, describe the City's desired future character for each area of focus.

Effective and efficient use of limited City resources, whether financial, societal, or natural, is essential to achieve the goals of this General Plan and progress toward a more sustainable future. Through its implementation, Clearfield can be a place where people live close to where they work and play; where a balanced transportation network connects mixed-use centers; and where access to open space and recreational opportunities is abundant. These principles are integrated into the goals of this General Plan.

GENERAL PLAN VISION & GOALS



Figure 1.8 - Site of Legend Hills office park, with potential for future development. (September 2020)

Clearfield City will continue to support a high-quality and sustainable community, with abundant access to jobs and housing, in an attractive physical setting.

LAND USE

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 1.9- Clearfield FrontRunner Station

TRANSPORTATION

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.



Figure 1.10 - New housing constructed in Clearfield along State Street.



Figure 1.11- Freeport Center is a key employer and job center in Clearfield.



Figure 1.12 Clearfield's aquatic center.

HOUSING

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.

ECONOMIC DEVELOPMENT

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.

PARKS & TRAILS

GOALS

1. Provide quality parks, recreation, active transportation routes, and open space facilities.
2. Promote the creation of an interconnected public open space network that includes safe, convenient, and comfortable connections for biking, walking, and other forms of active transportation.
3. Protect and improve existing parks, open space, and trails.

SUSTAINABILITY

GOALS

1. Support preservation of natural features important to the community of Clearfield.
2. Encourage city policies that support economic and fiscal sustainability.
3. Support social sustainability by promoting policies that encourage inclusive community engagement and connectivity.

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 only 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



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

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 2.3 - 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

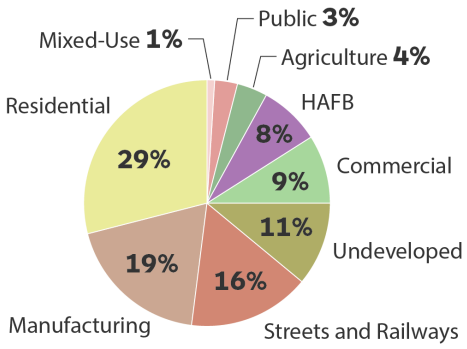


Figure 2.5 - Land use types as a percentage of the City's total land area (Clearfield General Plan 2017 update)

Clearfield's approximately 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 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



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

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.

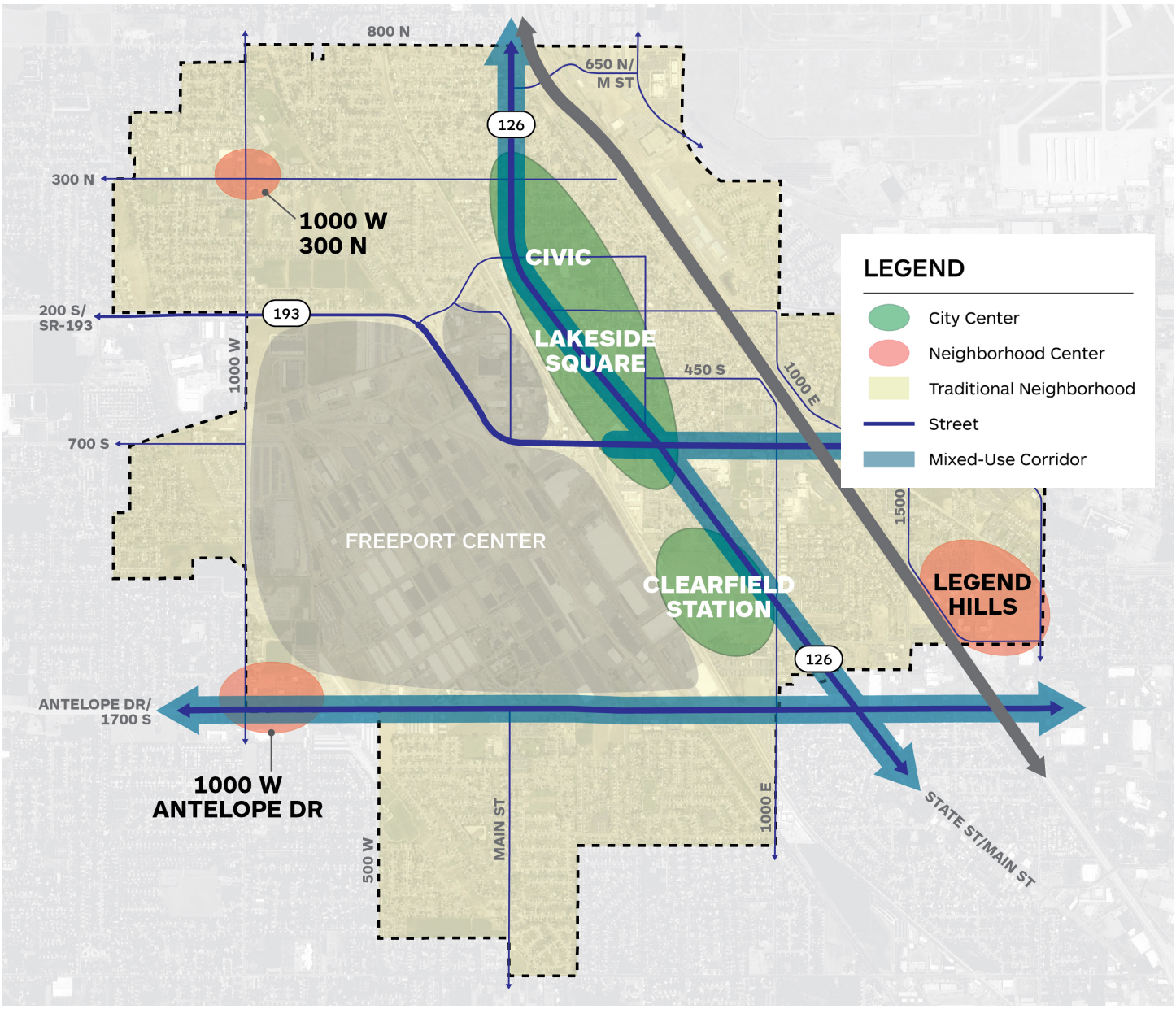
Retail use patterns are changing. As retail spending continues to migrate away from traditional brick-and-mortar stores to online sales and experiential business models, the demand for traditional retail space is changing. Commercial retail land uses and building types need to adapt in order to remain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

2.2 LAND USE FRAMEWORK

The land use framework map (Figure 2.7) below, simplifies and summarizes the City's 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.

Figure 2.7 - Land use framework map



The majority of the current zoning designations in Clearfield are very similar to the proposed land use designations and remain unchanged. 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.

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



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

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 and at different scales. 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 defines many different types of centers in their 2050 Vision for the region. Two of these types, urban centers and neighborhood centers, most closely align with Clearfields future goals and context.

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.

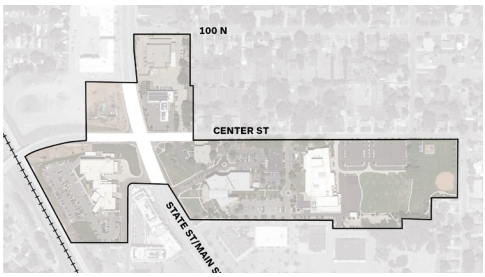


Figure 2.9 - Clearfield Civic Center

1. Civic

Clearfield's Civic center (Figure 2.9) 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 partnership development options, expanding civic uses, as well as incorporate residential as a secondary use.

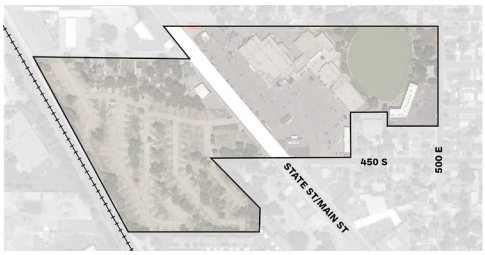


Figure 2.10 - Lakeside Square city center

2. Lakeside Square

The Lakeside Square center (Figure 2.10) 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.

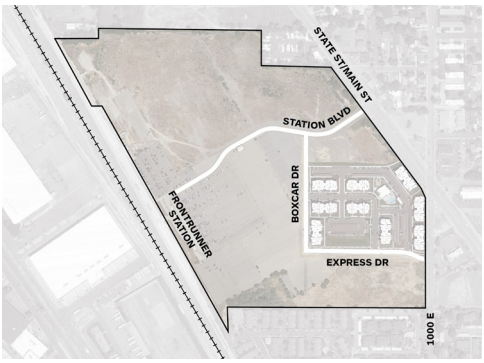


Figure 2.11- Clearfield Station center

3. Clearfield Station

The Clearfield Station center (Figure 2.11) 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.

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 (Figure 2.12) 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.

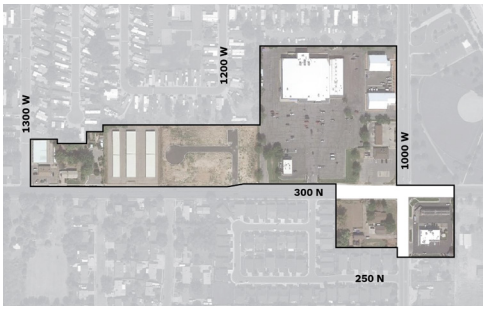


Figure 2.12- 1000 West 300 North neighborhood center

2. 1000 West- 1700 South/Antelope Drive

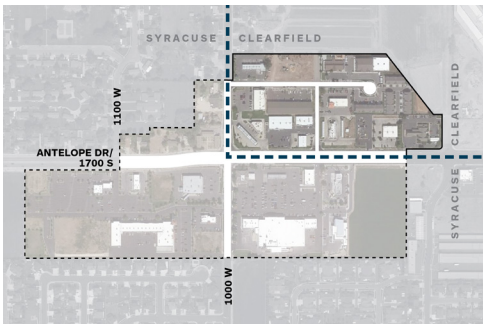


Figure 2.13 - 1000 West- 1700 South/Antelope Drive neighborhood center

The Antelope Drive center (Figure 2.13) is focused around the intersection of 1000 West and 1700 South/ 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 1700 South/ Antelope Drive in this area is 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 1700 South/Antelope Drive should be reserved for commercial uses, while parcels without frontage along 1700 South/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 1700 South/Antelope Drive is a prime corner for commercial uses, given traffic counts and visibility. Traffic and visibility along 1700 South/Antelope Drive creates promising opportunities for lower density professional office uses for local small business owners.

3. Legend Hills

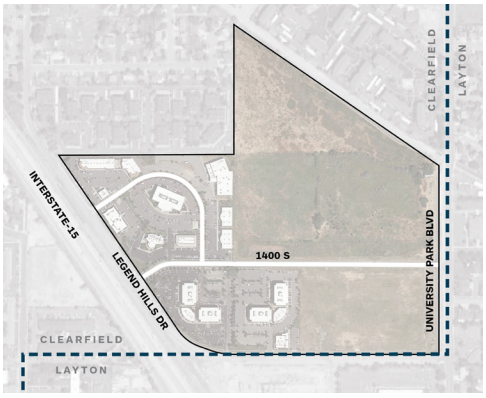


Figure 2.14 - Legend Hills neighborhood center

The Legend Hills center (Figure 2.14) 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

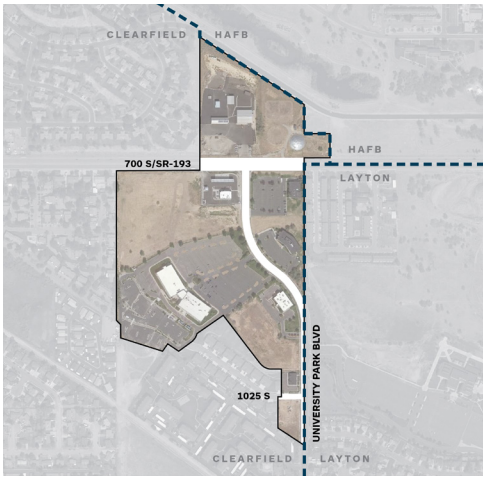


Figure 2.15 - University Park Boulevard neighborhood center

The University Park Boulevard center (Figure 2.15) 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.

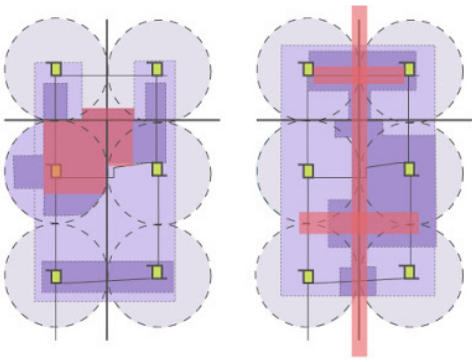


Figure 2.16- Centers and corridors should be both connected and complementary

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-used 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. 1700 South/Antelope Drive Corridor

1700 South/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 1700 South/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 1700 South/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.

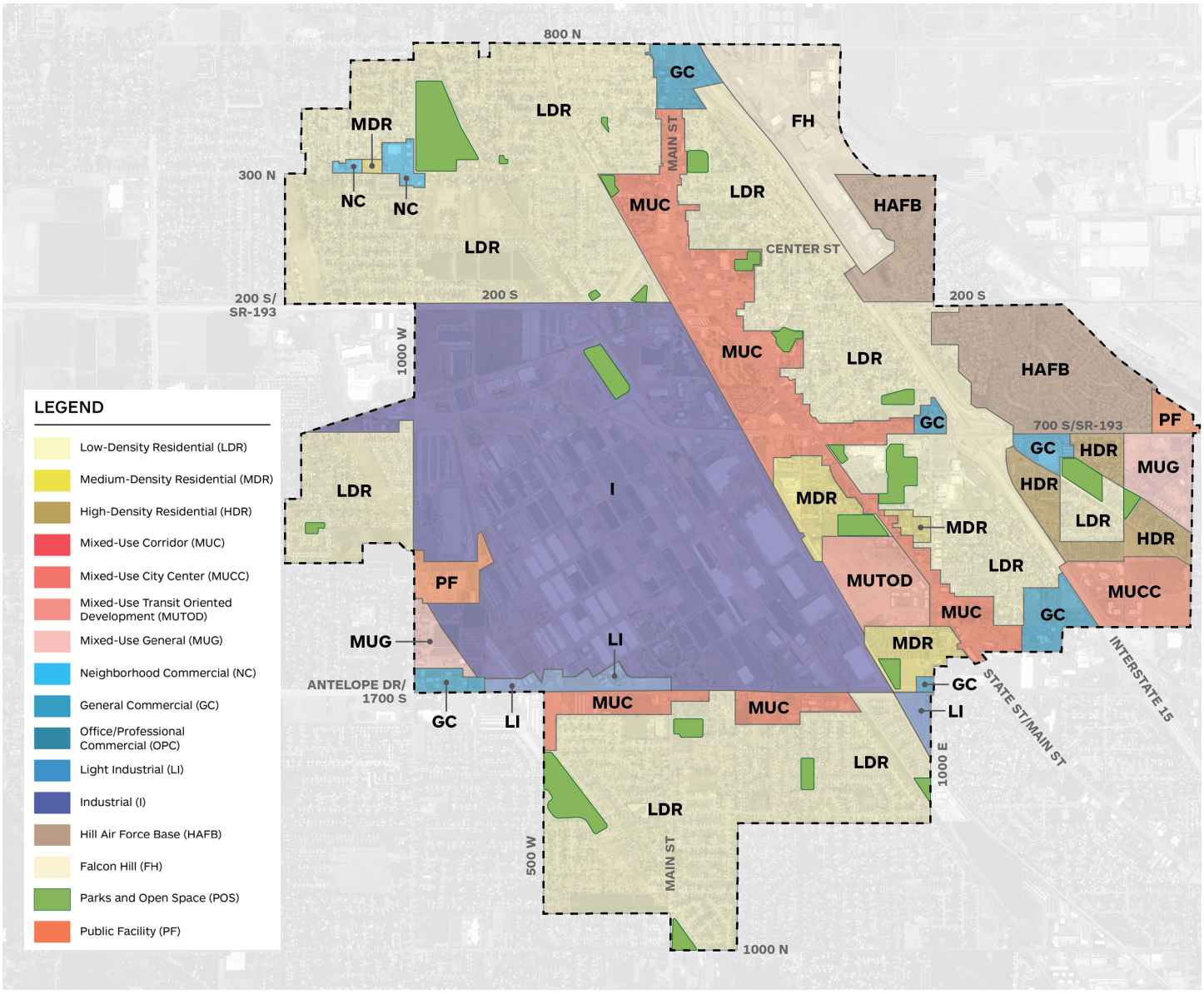
This corridor intersects with the State/ Main Street corridor and could be considered an extension of that corridor. The use mix and density along 700 South should complement those along the State/ Main Street corridor. Route 193 is scheduled to be widened between 2031 and 2040 should be considered an 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 retail uses outside the defined 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. For example, consideration should be given to modifying the Business Park designation to commercial with allowance for residential as a secondary use.

Figure 2.17 - Clearfield future land use map



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- MAXIMUM 7 UNITS PER ACRE



Figure 2.18 - Cottage cluster example

- **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- MAXIMUM 16 UNITS PER ACRE



Figure 2.19 - Townhouse example (Opticos)

- **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- MAXIMUM 30 UNITS PER ACRE



Figure 2.20 - The City Centre apartment building at Main Street and Center Street (September 2020)

- **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 2.21 - 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 2.22 - 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 2.23 - The City Centre apartment building at Main Street and Center Street (September 2020)



Figure 2.24- Transit station development can provide community space, increase ridership, and become an asset to the city and surrounding neighborhoods. (metrocouncil.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 2.25 - 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 2.26 - 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 2.27 - 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.



Figure 2.28 - Stapleton, Colorado, an example of a suburban neighborhood with a mix of uses and housing densities.

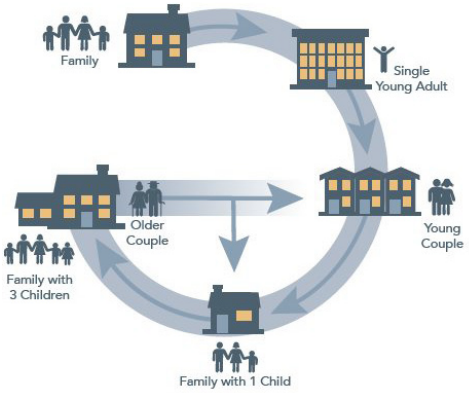


Figure 2.29 - The housing life cycle describes how a mix of different housing types is necessary to meet changing housing needs throughout a person's lifetime (ci.creswell.or.us)

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.

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

SUMMARY 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)



Figure 3.3 - A useful bicycle network needs facilities such as parking areas



Figure 3.4- The I-15 overpass at the 700 South/State Route 193 interchange

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

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

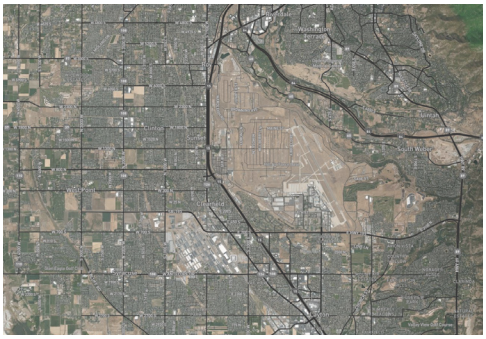


Figure 3.5 - Davis County's major street grid (openstreetmap.org)

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:

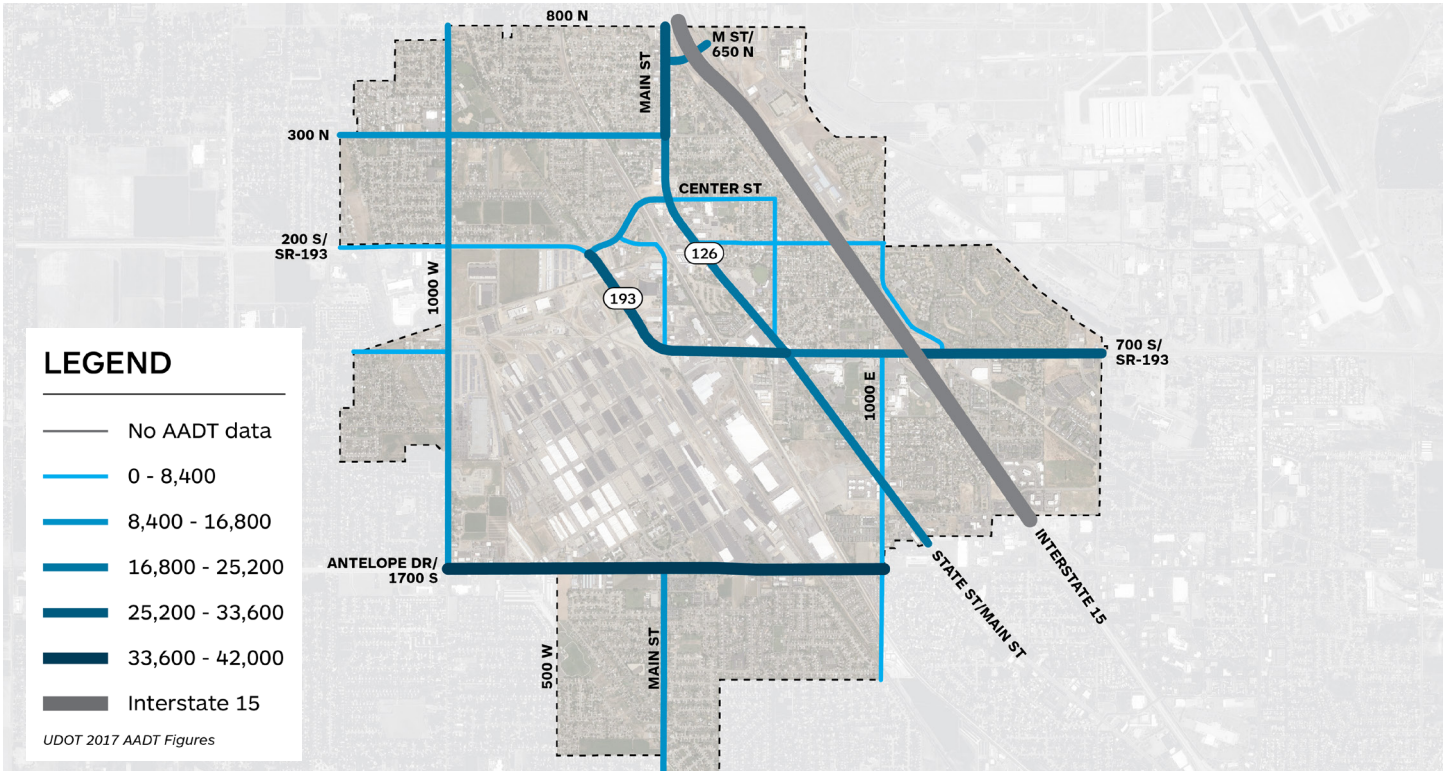
Interstate 15 runs north-south and connects Clearfield to the rest of the Wasatch Front. It is conveniently accessible at the 650 North/M Street and 700 South/State Route 193 junctions, both within Clearfield. A third junction at 1700 South/Antelope Drive is just outside the city boundary.

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.

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.

Figure 3.6 - Major streets traffic volumes measured in average annual daily trips (UDOT 2017 AADT Figures)



2. PUBLIC TRANSIT



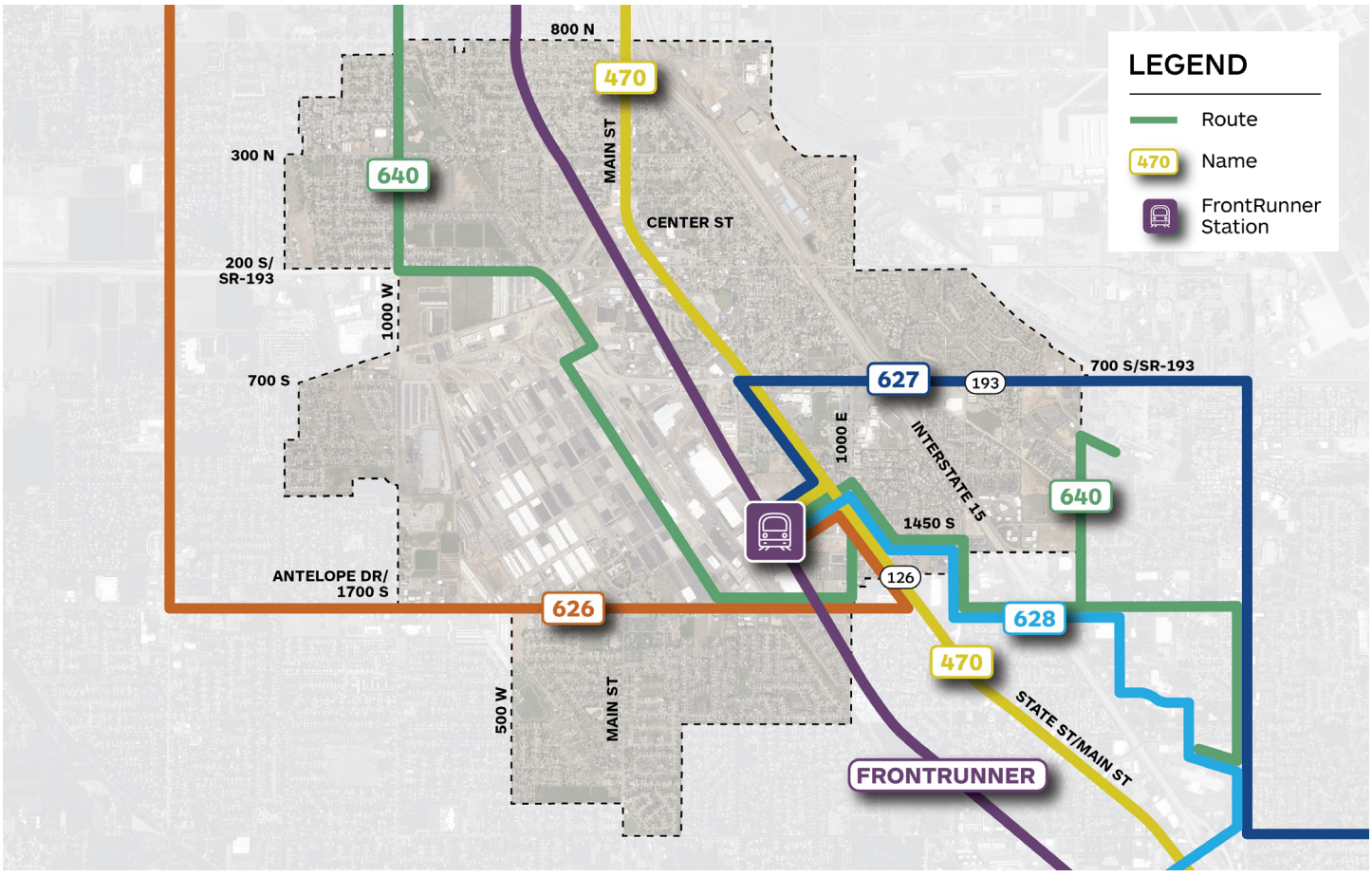
Figure 3.7- Clearfield FrontRunner Station

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.

Transit service and the FrontRunner station are prime opportunities for Clearfield to continue to be seen as a housing and jobs hub for the region. With added development and infrastructure improvements around the station and Clearfield's downtown area, a more walkable, livable city center node will continue to rise, prompting additional improvements and investments.

Figure 3.8 - Clearfield's existing public transit network (UTA)



3. ACTIVE TRANSPORTATION FACILITIES



Figure 3.9 - Clearfield Canal Trail (CRS Engineers)

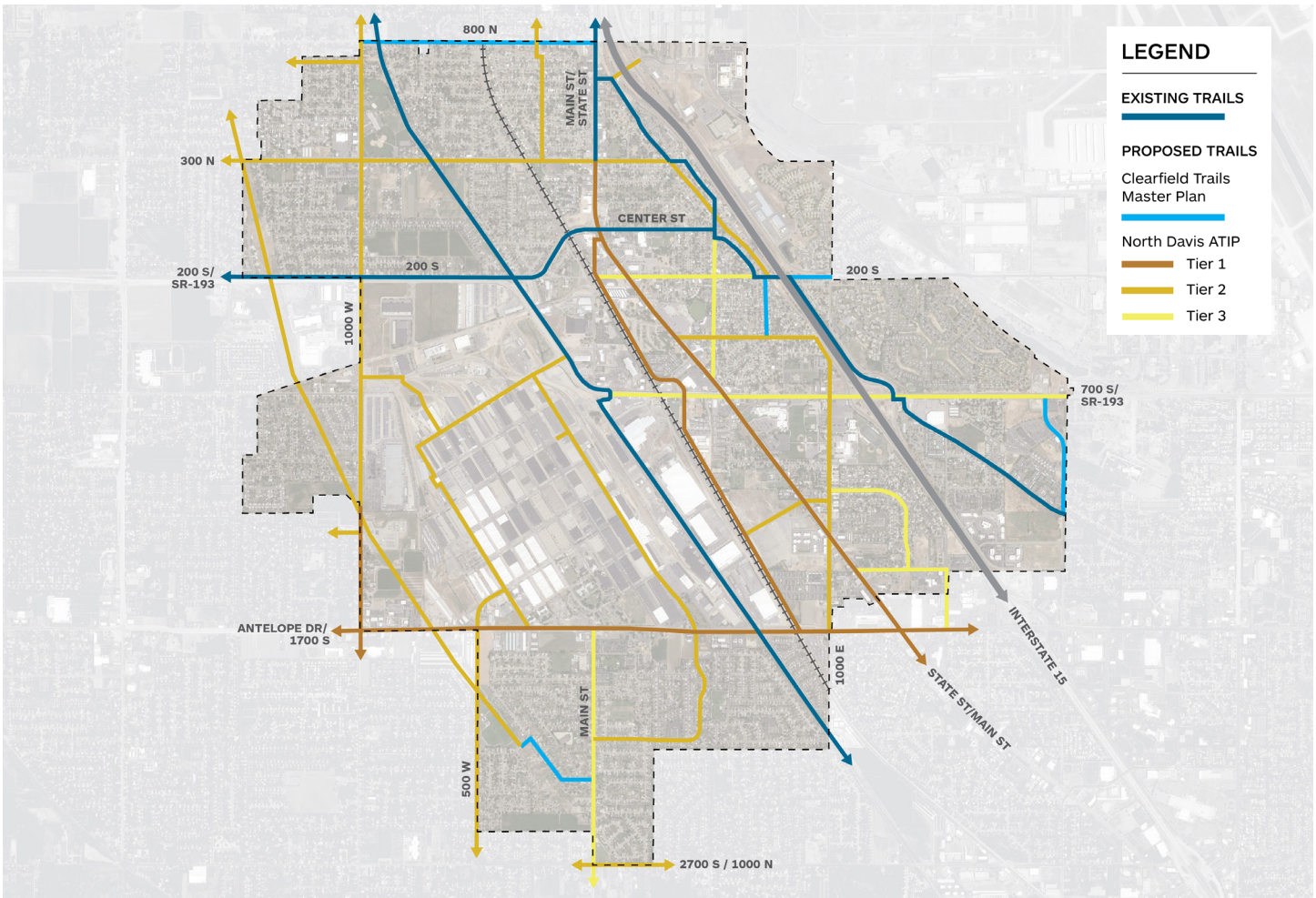
The existing active transportation facilities provide **limited connectivity within Clearfield but better connectivity to adjacent municipalities**. These facilities include both local routes and regional trails.

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.

Figure 3.10 - 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)

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.



4. CHALLENGES

BARRIERS TO CONNECTIVITY

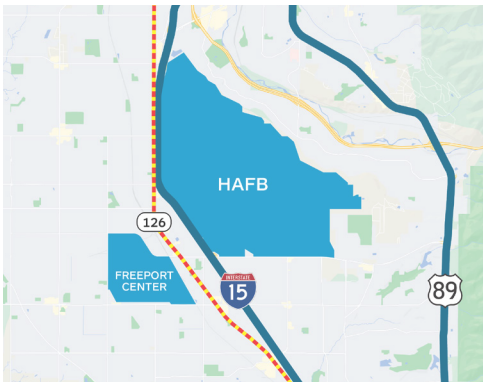


Figure 3.11- Clearfield is located in a regional transportation bottleneck, forcing most local north-south traffic onto Main Street/State Street (Route 126)

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.

Figure 3.12 - Map of the existing physical, operational, and land use barriers and access points through each barrier



1. Interstate 15



Figure 3.13 - Interstate 15 is both a transportation barrier and connector (Google Maps)

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.

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

2. Heavy Rail Corridor



Figure 3.14 - The heavy rail corridor near Center Street and Main Street (Google Maps)

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 1700 South/Antelope Drive. 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



Figure 3.15 - From its initial construction, local traffic has been routed around the Freeport Center and adjacent industrial areas

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 1700 South/Antelope Drive. These points of access are:

- SR-193/ 700 South and 7th Street
- SR-193/ 700 South and H Street
- 1700 South/Antelope Drive and 13th Street, South Main Street, and Third St.

5. State Route 126 (Main Street/State Street)

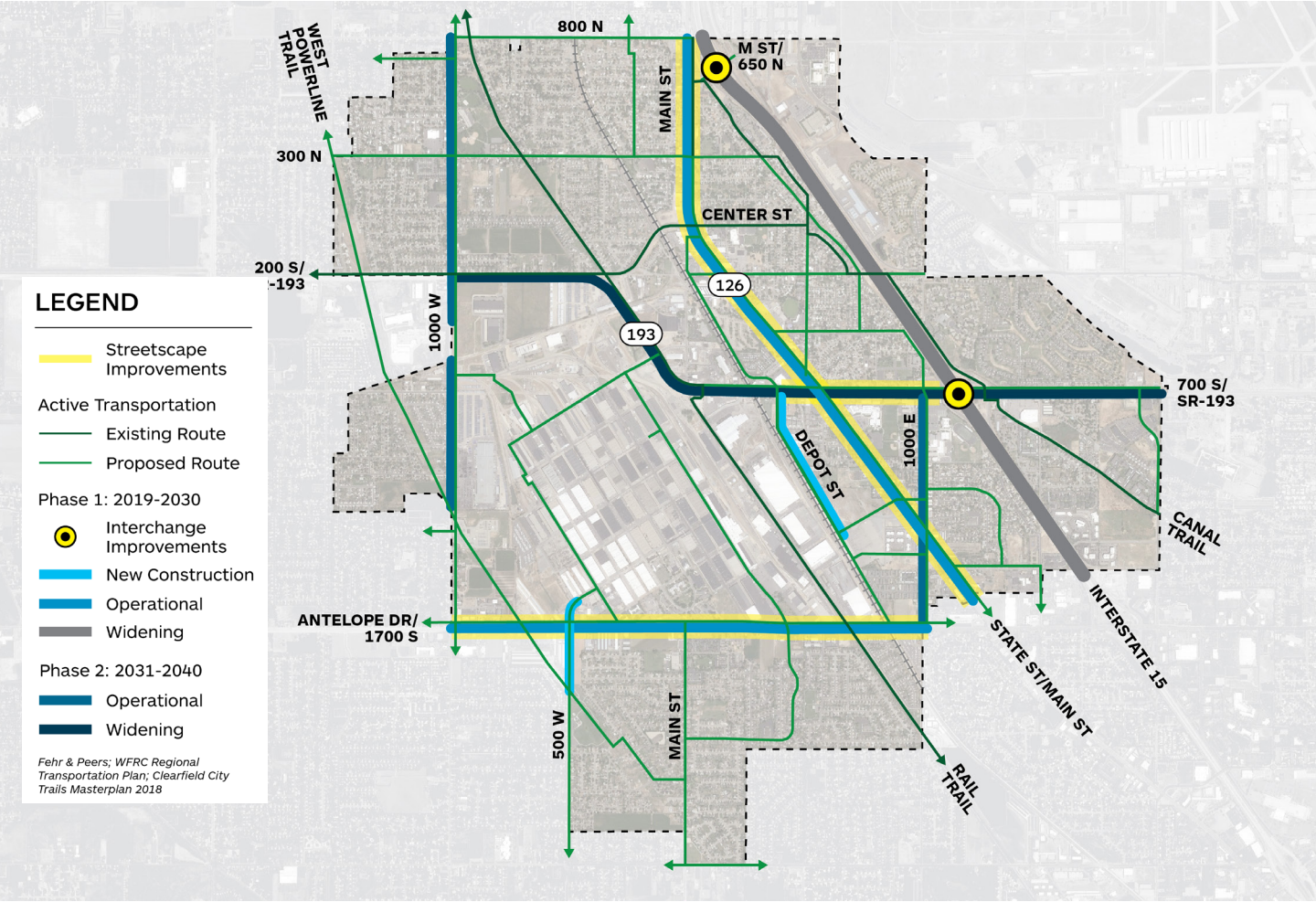
State Route 126 (Main Street/State Street) is the primary north-south local route through Clearfield and the city's primary commercial corridor. While an important street within the road network, State Route 126 (Main Street/State Street) is a barrier to non-vehicular travel because of its width, traffic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

3.2 TRANSPORTATION FRAMEWORK

The transportation framework map simplifies and summarizes the basic transportation planning approach for Clearfield looking into the future. This map is a general concept summarizing the more specific transportation maps in the city's plans.

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.

Figure 3.16 - Transportation Framework Map (Fehr & Peers; WFRC Regional Transportation Plan; Clearfield City Trails Master Plan 2018; North Davis County Active Transportation Implementation Plan)



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 co-located. Where possible, this coordination is an opportunity to achieve both local and regional transportation goals in a more consolidated and efficient manner.

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 (SR-193)/ 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. NORTH DAVIS ACTIVE TRANSPORTATION PROJECTS

There are approximately 29 projects in the North Davis Active Transportation Implementation Plan (ATIP) that apply to Clearfield. Approximately eight of these projects are Tier 1, 12 in Tier 2, and nine in Tier 3. Tiers 1 to 3 correspond to near, mid, and long-term priority, respectively. A full list and details can be found in the North Davis ATIP, in Chapter 4, Table 2- Proposed Line Projects.

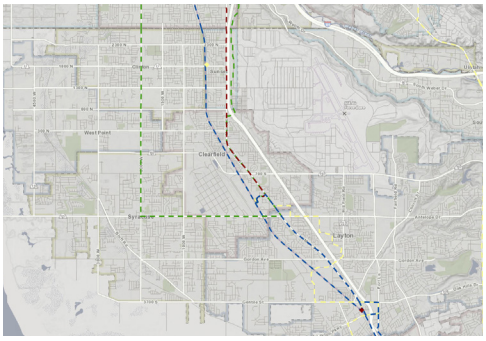


Figure 3.17 - North Davis ATIP proposed transit projects (wfrc.org)

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. More details about each of these projects can be found in the RTP, in Appendix L.

ROADWAY PROJECTS

The RTP includes 11 roadway projects within Clearfield's city boundaries. These 11 projects are divided into four 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. Seven of these projects are in Phase 1 and four are in Phase 2.

TRANSIT PROJECTS

There are seven 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. Three of these projects are in Phase 1, three are in Phase 2, and one is in Phase 3.

ACTIVE TRANSPORTATION PROJECTS

The RTP (Regional Transportation Plan) includes nine active transportation projects. Eight of these projects are bike lanes and one is a shared use path. Seven of these projects are in Phase 1 and two are in Phase 2.

3.3 FUTURE TRANSPORTATION CONSIDERATIONS

1. EMPLOYMENT GROWTH

Future employment growth will put more demand on 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.

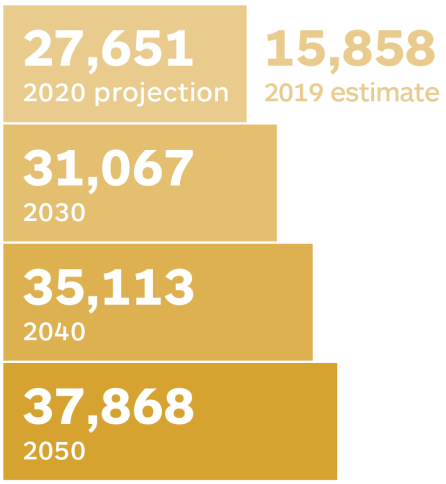


Figure 3.18 - Projected numbers for all types of jobs in Clearfield (WFRC Projections 2015; 2019 ACS 5-Year Estimates)

2. HOUSEHOLD GROWTH

The TDM also projects household growth throughout the region. The model projects that the area directly south of the intersection of 1700 South/Antelope Drive and SR-193/ 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.

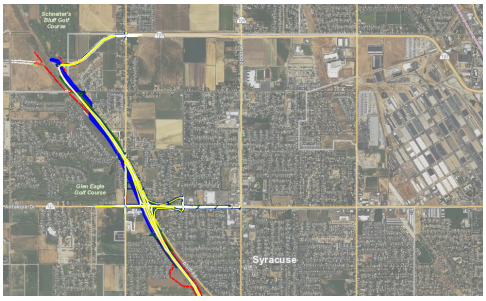


Figure 3.19 - The West Davis Corridor will have interchanges at 200 South/State Route 193, and Antelope Drive/State Route 108 (UDOT)

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 1700 South/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.

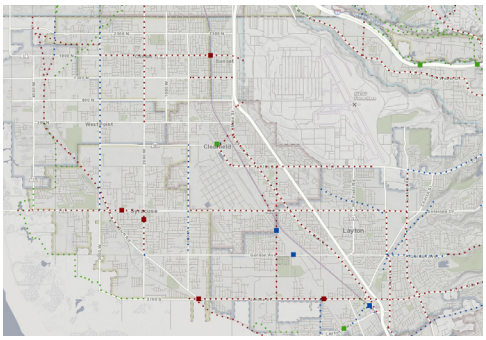


Figure 3.20 - Davis County ATIP proposed bike and pedestrian projects (wfrc.org)

3.4 POLICIES+ IMPLEMENTATION



Figure 3.21 - Example walkable street with streetscape improvements and a variety of destinations: 25th Street in Ogden, Utah



Figure 3.22 - Streetscape improvements enhance walkability and create a more inviting environment

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

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
4. Continue to implement the trails master plan, coordinating on-street bike lanes with proposed streetscape and roadway projects

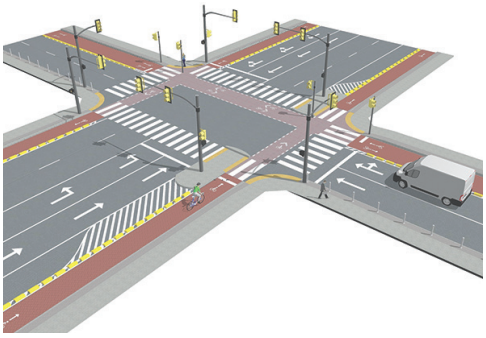


Figure 3.23 - Operational changes at intersections can improve active transportation connectivity (publications.wri.org)



Figure 3.24 - Bike routes are more safe and useful when they are integrated into roadway construction projects



Figure 3.25 - Signage should be put in visible locations and provide clear information



Figure 3.26 - Coordinating future transit and active transportation projects will improve Clearfield's transportation system

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

3.5 BEST PRACTICES



Figure 3.27 - Building new local streets in strategic places will improve connectivity



Figure 3.28 - A walkable street includes the physical path, amenities like seating and planters, as well as destinations for people to visit

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.

4.0 HOUSING

SUMMARY SNAPSHOT

1. EXISTING CONDITIONS



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

Clearfield is a relatively affordable place to live according to indicators such as the Housing Affordability Index. When compared to Davis County, Clearfield households spend less of their income on housing and transportation combined costs, leaving a higher percentage of remaining income for other household expenses. 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 lower than both Davis County and the State of Utah.

Nearly two thirds of Clearfield's existing housing acreage is single-family homes. In 2021, 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.

2. HOUSING FRAMEWORK



Figure 4.2 - Oakmont Townhomes, Clearfield.

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

3. 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



Figure 4.3 -Context-sensitive and compatible housing can include multiple housing types (envisionfrederickcounty.org)



Figure 4.4 - Utah's statewide housing shortage increases demand for all housing types and tenancies, which makes housing less affordable for all.



Figure 4.5 - Affordable housing development example, Enclave at 1400 (jobs.utah.gov)

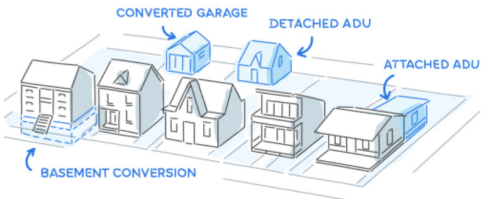


Figure 4.6 - Four different types of ADU (hausable.com)

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 conditions
6. Develop a robust and specific moderate income housing plan

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 support surrounding neighborhoods and 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
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 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).

4.1 EXISTING CONDITIONS

1. HOUSING STOCK

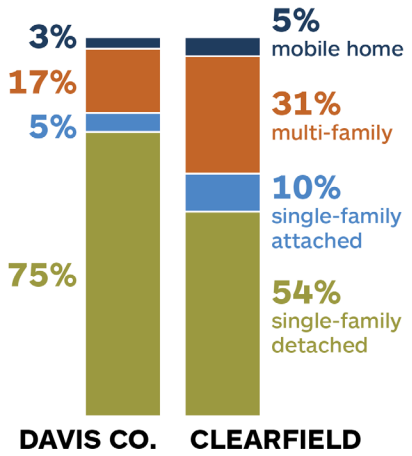


Figure 4.7 - Percentage of housing units by housing type (2019 ACS 5-Year Estimates Data Profiles)



Figure 4.8 - Median household size (2019 ACS 5-Year Estimates Data Profiles)

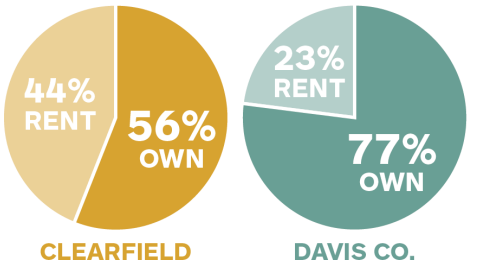


Figure 4.9 - Percentage of owner-occupied and rental housing units (2019 ACS 5-Year Estimates Data Profiles)

According to the 2019 American Community Survey and Figure 4.7 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 Figure 4.8. 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 Figure 4.9. 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.

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 4.10) had estimated. The median home value (Figure 4.11) in Clearfield is $194k, which is considerably lower than both Davis County's $290k and Utah's $279k.

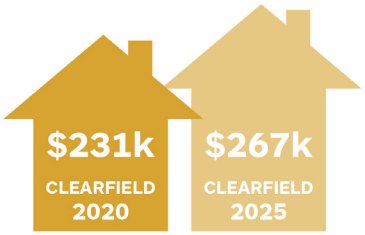


Figure 4.10 - Projected median home values (Esri, Census 2000 data)

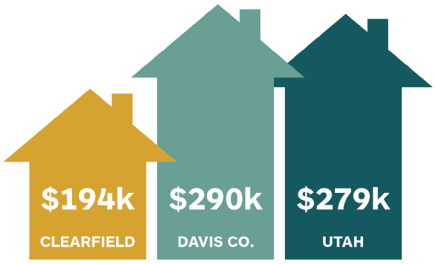


Figure 4.11- Median home market values (2019 ACS 5-Year Estimates Data Profiles)

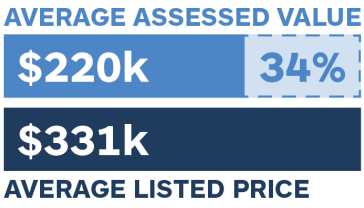


Figure 4.12- Comparison of average assessed value and average listed prices in Clearfield (using Davis County 2020 Assessed Values; 2021 MLS List Prices sample of 26 homes that were for sale in April 2021)

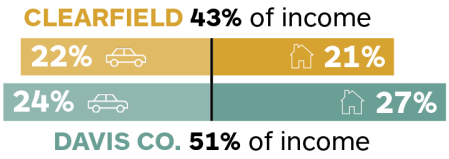


Figure 4.13 - Percentage of income spent on housing and transportation (Center for Neighborhood Technology H+T Affordability Index - 2017 update)

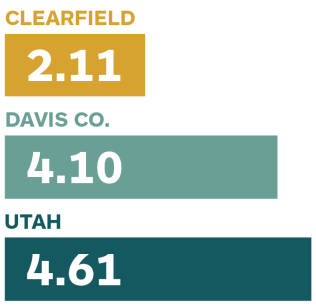


Figure 4.14 - Affordability Index values (Zions Public Finance 2021)

A comparison of the average home values assessed by Davis County (Figure 4.12) 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 housings 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 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 4.14, Clearfield is a relatively affordable place to own a home.

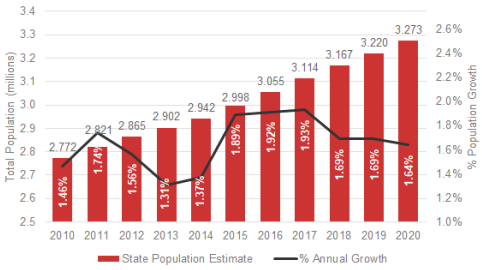


Figure 4.15- Utah population growth (ksltv.com)



Figure 4.16 - New apartments near FrontRunner Station in Clearfield (September 2020)

6. CHALLENGES

Clearfield's housing challenges are shared by municipalities all along the Wasatch Front. Figure 4.15 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.

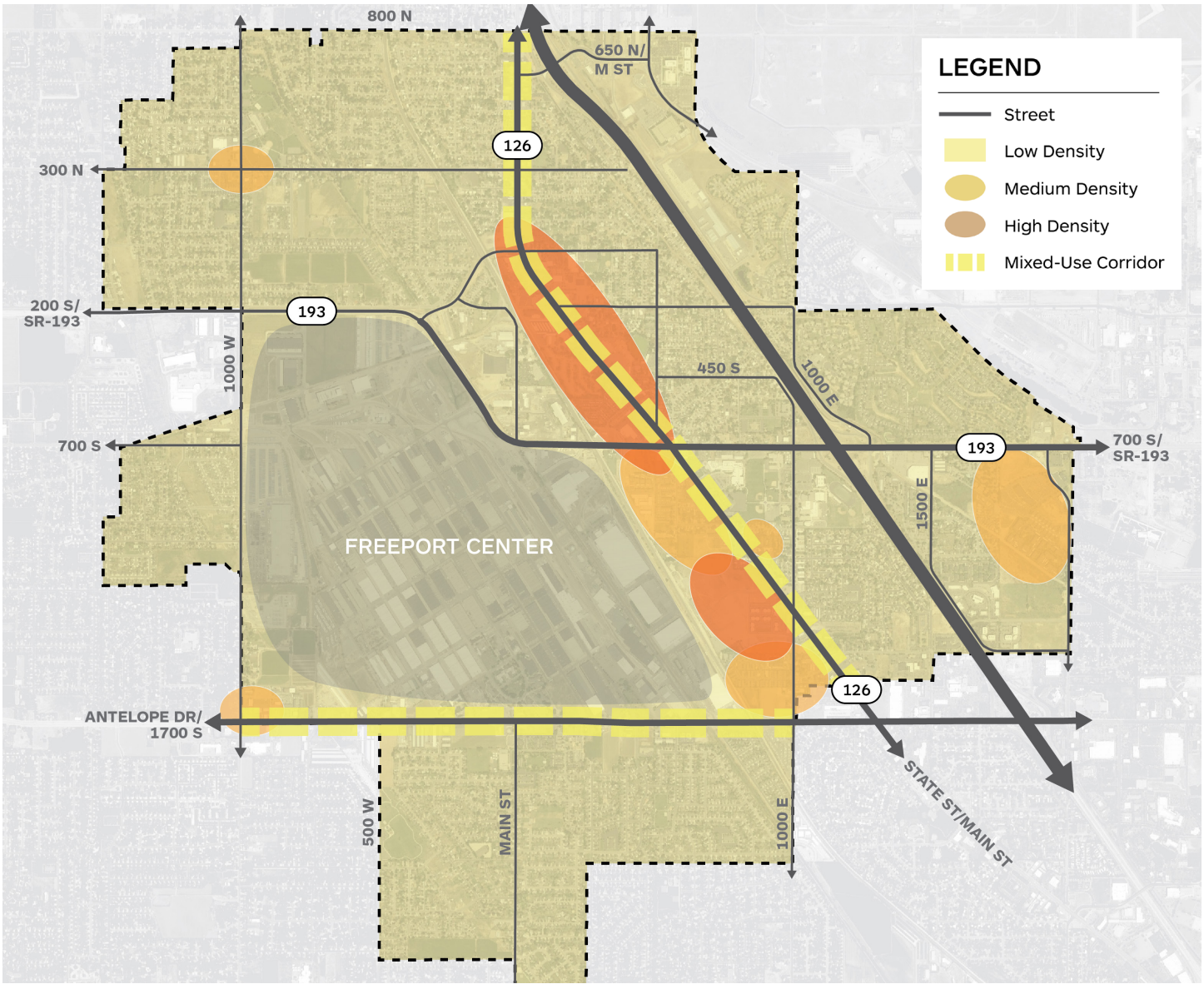
4.2 HOUSING FRAMEWORK

The housing framework map (Figure 4.17) below simplifies the city's approach to housing planning. This framework 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.

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 across the city
- Establish housing land uses that correlate with future transportation investments
- Provide housing policy flexibility to respond to market conditions

Figure 4.17 - Housing Framework Map



4.3 HOUSING DENSITY AND TYPE

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



Figure 4.18 - Established low-density single-family neighborhood configuration in northwest Clearfield

1. LOW DENSITY-MAXIMUM 7 UNITS PER ACRE

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 4.18.

Established neighborhoods shall 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.



Figure 4.19- Backyard detached ADU example



Figure 4.20 - Cottage cluster example

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 4.19, 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 4.20, 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- MAXIMUM 16 UNITS PER ACRE



Figure 4.21 - Townhouse example (Opticos)

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.

MEDIUM DENSITY HOUSING TYPES



Figure 4.22 - Stacked flats example

- **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 4.22, 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 4.23 - The 'missing middle' densities of the housing stock are an underserved housing market across the United States. Providing a greater diversity of housing types will help meet the variable housing needs of Clearfield's current and future residents (Opticos)



3. HIGH DENSITY- MAXIMUM 30 UNITS PER ACRE

High density housing types are only recommended in Clearfield's three 'city center' scale nodes: 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 4.24- Vertically mixed uses (placemakers.com)



Figure 4.25- Horizontally mixed uses (placemakers.com)

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 Figures 4.24 and 4.25.

4.4 FUTURE HOUSING CONSIDERATIONS



Figure 4.26 - Residential infill example

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



Figure 4.27 - Housing type mixes can be used to transition between different housing densities (missingmiddlehousing.com)

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

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



Figure 4.28 - 'Gentle density' housing example

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

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.

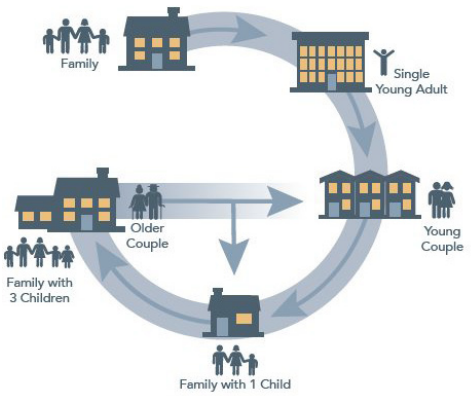


Figure 4.29 - The housing life cycle describes how a mix of different housing types is necessary to meet changing housing needs throughout a person's lifetime (ci.creswell.or.us)

THE HOUSING LIFE CYCLE

The **housing life cycle,** pictured in Figure 4.29, 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.

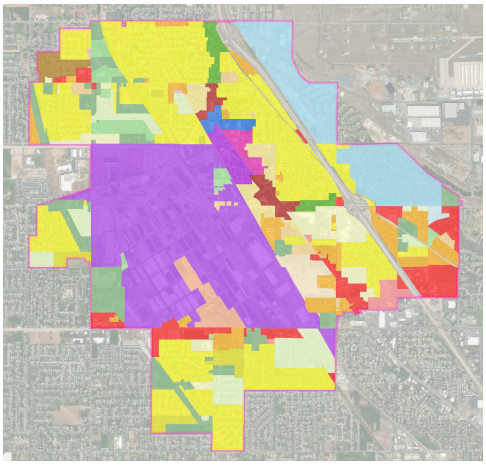


Figure 4.30 - Clearfield's existing zoning map will be adjusted to achieve future goals (Davis IS/GIS Office)

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 in Figure 4.30.

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.

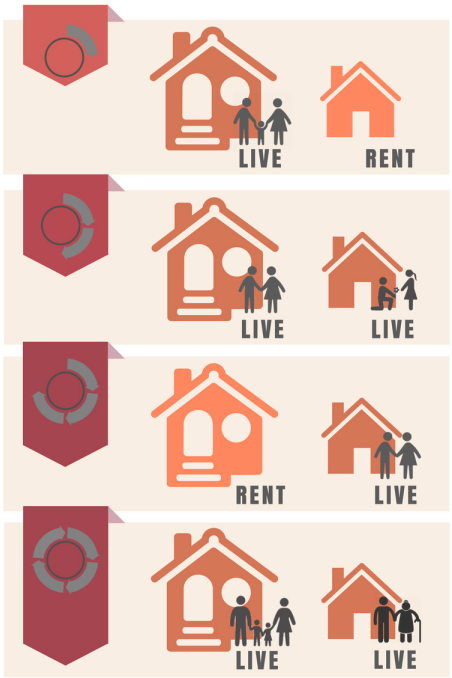


Figure 4.31 - An ADU can be used in many different ways across the housing life cycle as a way to provide more housing options. (HDR Remodeling)

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

Accessory dwelling units are an important opportunity for Clearfield to expand its housing diversity and continue to provide affordable housing to residents. An ADU provides flexibility that can address a variety of housing needs, as illustrated in Figure 4.31. 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.

5.0 ECONOMIC DEVELOPMENT

SUMMARY SNAPSHOT

1. EXISTING CONDITIONS

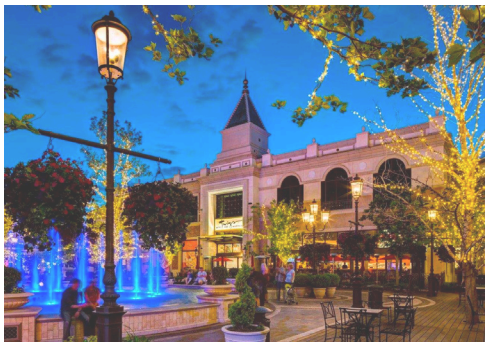


Figure 5.1 - Providing destination commercial experiences in Clearfield, will be key in attracting residents and visitors, and ensuring its long term economic viability.

Economic development is a major factor in the future of Clearfield. A key consideration for Clearfield City is to understand changing retail patterns and potential for new opportunities. Historically, most sales in cities happened along key transportation corridors. For Clearfield, most commercial activity has been centered about State Street. Recently however, taxable sales have been spreading to residential areas in the form of online sales.

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.

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.



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

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.

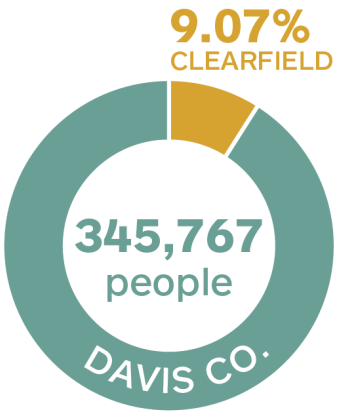


Figure 5.4 - Population Comparison (2019 ACS 5-Year Estimates Data Profiles)

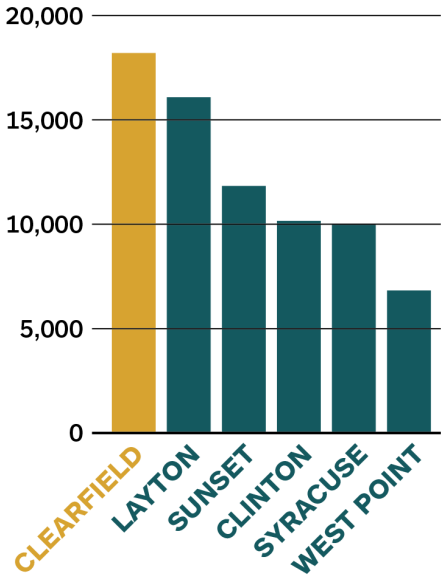


Figure 5.5 - Jobs within one square mile (Zions Public Finance, February 2021)

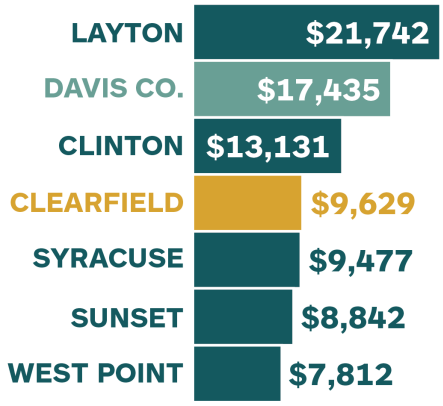


Figure 5.6 - Taxable sales per capita (Utah State Tax Commission: Utah Calendar Year Gross Taxable Sales and Purchases - 2019 Total Taxable Sales; 2019 ACS 5-Year Estimates Data Profiles)

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 as seen in Figure 5.4. 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.

2. COMMERCIAL TRENDS

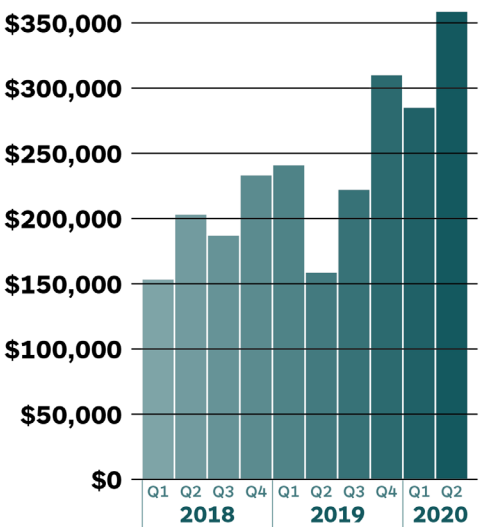


Figure 5.7 - Clearfield's delivery sales history (Zions Public Finance, February 2021)



Figure 5.8 - Retail space needs per capita (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 as shown in Figure 5.8.

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 should 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 5.9 - 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

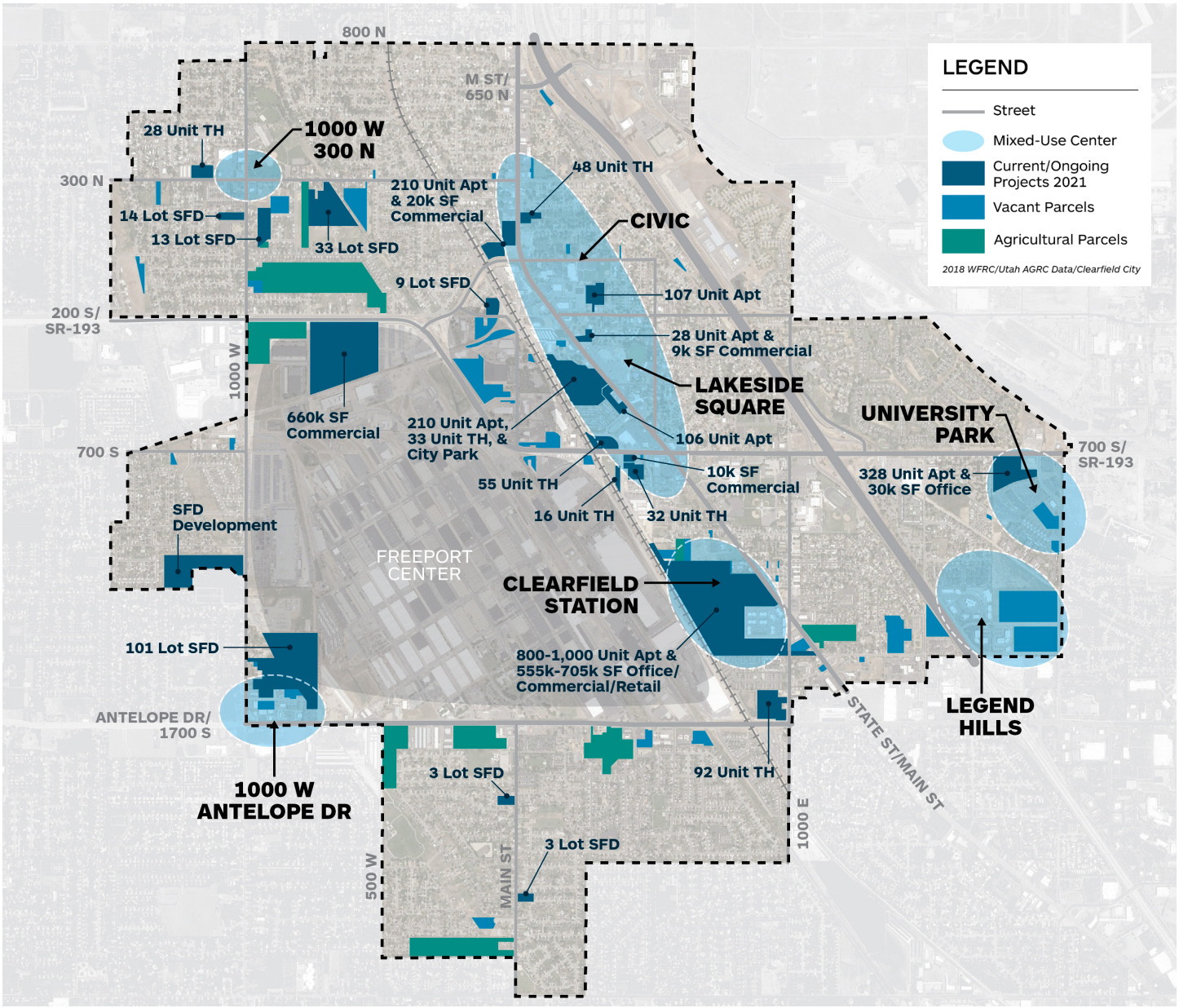
Cities across the state and the nation struggle to provide and maintain residential options and commercial businesses that match the incomes of the residents that reside in the area. This challenge also presents itself in Clearfield, and will be something that City staff and elected officials will need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

5.2 ECONOMIC DEVELOPMENT FRAMEWORK

The economic development framework map in Figure 5.12 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:

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.

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



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.

5.3 FUTURE CONSIDERATIONS

1. CENTER-FOCUSED GROWTH



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.



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

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- 1700 South/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.

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



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

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.

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.

Table 5.1 - Clearfield Total Taxes and Fees Revenue - Typical Land Use Examples *Zions Public Finance, February 2021*

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	***$9,003***
Retail	0.92	10,000	$2,832	$17,500	$0	$2,400	$22,732	***$24,709***
Single-Family	0.2	3,000	$356	$56	$306	$150	$868	***$4,340***
Multi-Family	3.54	207,000	$26,029	$7,500	$40,800	$24,000	$98,329	***$27,777***



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

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.

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 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	***$5,345***
Retail	0.92	10,000	$2,189,714	$1,970,743	$2,832	***$3,078***
Single-Family	0.2	3,000	$450,000	$247,500	$356	***$1,780***
Multi-Family	3.54	207,000	$32,933,423	$18,113,383	$26,029	***$7,353***

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



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

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.

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.



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.

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



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.

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.

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.

6.0 PARKS + TRAILS

SUMMARY SNAPSHOT

1. EXISTING CONDITIONS



Figure 6.1 - Mabey Pond in Clearfield

Access to parks and trails is an important priority for residents and for Clearfield. The City is home to 20 parks of varying sizes that total over 124 acres. Clearfield has eight trails within the city that total 20.5 miles. Plans are in process to expand both the trail network and the city's park system.

2. PARKS + TRAILS FRAMEWORK

1. Improve connectivity between existing and future parks and trails.
2. Follow implementation steps from existing plans pertaining to parks and trails.
3. Update amenities and budget priorities for future parks and trails.
4. Promote Clearfield's parks and trails to residents and visitors.

3. POLICIES + IMPLEMENTATION

Goals



Figure 6.2 - Fisher Park's skate park in Clearfield

1. Provide quality parks, recreation, active transportation routes, and open space facilities.
2. Promote the creation of an interconnected public open space network that includes safe, convenient, and comfortable connections for biking, walking, and other forms of active transportation.
3. Protect and improve existing parks, open space, and trails.

Policies

1. Pursue opportunities to acquire land and funding for parks, especially pocket parks in strategic locations.
2. Require amenities be included in new trail construction and improvements to existing trails.
3. Work with nearby jurisdictions and municipalities to utilize or re-purpose existing connections into formal trails.



Figure 6.3 - Clearfield's Central Park, near City Hall

4. Identify park components that need to be updated or replaced and develop a schedule, budget, and methodology to complete improvements.

Implementation Strategies

1. Prioritize the allocation of general funds on an annual basis to support the creation and improvement of City open space assets.
2. Utilize partnerships, grants, and private donations to leverage dedicated revenue sources and particularly to help fund operations and maintenance costs of parks, open space, recreation and trails.

4. BEST PRACTICES

1. Park development should coordinate with existing and planned trail networks, improving regional and community connectivity through trails, greenway connections, and paths.
2. Improvement, management, and maintenance plans for open space should be established during the planning process.
3. Perform regular capital needs inventories in order to evaluate conditions of existing open space assets, and plan for improvements need within a three to five-year timeframe.

6.1 PARKS + TRAILS EXISTING CONDITIONS

Public open spaces are increasingly important to communities as growth and new development intensifies. In largely built-out cities like Clearfield, public open space is particularly valuable because the opportunity to create new parks and open spaces is very limited. Trails and paths are an important type of open space as they provide opportunities for active transportation, alternative transportation, recreation, and efficient links between neighborhoods.

The combined area of Clearfield's parks, school grounds, and church open spaces totals 159 acres. Not all of these open spaces are generally open to the public, but they may provide public views of the open space which is a valuable visual resource. There are approximately 516 acres of vacant land in Clearfield, which offer opportunities for creating new public open spaces. The largest of these areas is the property surrounding the Clearfield FrontRunner Station. The remaining sites are mostly smaller parcels located throughout the City.

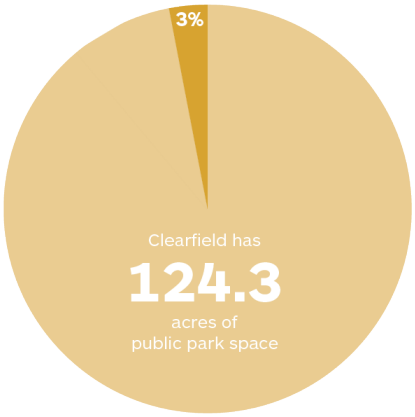


Figure 6.4 - 3% of Clearfield's total land area is made up of park space.

PARK	ACREAGE
Hoggan's Park:	0.4
Rose Garden Park:	0.5
200 South Park:	0.6
Thornock Park:	0.7
Mabey Pond:	1.5
Train Watch Park:	1.6
Aquatic Center:	1.7
Central Park:	2.2
Chelemes Park:	2.3
Jacobsen Park:	2.9
Bicentennial Park:	3.6
Cornerstone Park:	3.6
Kiwanis Park:	4.2
Island View Park:	4.2
Fox Hollow Park:	5.1
Cemetery:	6.8
Fisher Park:	16.1
Barlow Park:	19.0
Steed Park:	27.6

PARKS + TRAILS CHALLENGES

» Limited viable vacant land for expansion of park and open space acreage

» Coordination with other municipalities needed to expand trails system

» Budget cycle prolonging implementation timeline of approved parks & trails projects

EXISTING PARK + RECREATION FACILITIES

Clearfield City has approximately 20 public spaces. These include 18 parks, the Clearfield cemetery, and the Clearfield Aquatics and Fitness Center. The three largest open spaces are Fisher Park (16 acres), Barlow Park (19 acres), and Steed Park (27.6 acres).

FISHER PARK

Fisher Park is a 16.1 acre park that is located across from the Clearfield Aquatic Center, pictured in Fugure 6.4. The park has four baseball diamonds, playground equipment, a basketball court, concession stand, soccer field, walking path, restrooms, and a skate park.

BARLOW PARK

Barlow Park is a 19.0 acre park located in the southwest corner of Clearfield, near the Syracuse city boundary. Park amenities include a picnic pavilion, multi-use athletic fields for football and soccer, baseball diamonds, a basketball court, playground equipment, restrooms, and a walking path.

STEED PARK



Figure 6.5- Clearfield Aquatic and Fitness Center

Steed Park is a 27.6 acre park located on the northwest side of the City and next to Holt Elementary School. Park amenities include a picnic pavilion, barbecue grills, softball diamonds, pickleball courts, sand volleyball courts, playground equipment restrooms, walking paths, and a fishing pond.

CLEARFIELD AQUATIC AND FITNESS CENTER

The Clearfield Aquatic and Fitness Center is a facility owned and managed by Clearfield City and is located next to North Davis Junior High School, pictured in Figure 6.5. The facility offers a variety of recreation, fitness, and educational services to all members of the community. Recreation facilities and programs include an indoor pool, weight room, group fitness room, daycare/day camp, as well as youth and adult activities and programs.

EXISTING TRAILS

Clearfield currently has 5 completed trails, which form an interconnected trail network pictured in Figure 6.6. The Clearfield City Trails Master Plan classifies the City's trails into 3 types:

» Class 1 - an exclusive trail for bicycles, pedestrians, etc., physically separated from motor vehicle traffic. The safest but most expensive.

Figure 6.6 - Existing Future Parks + Trails map

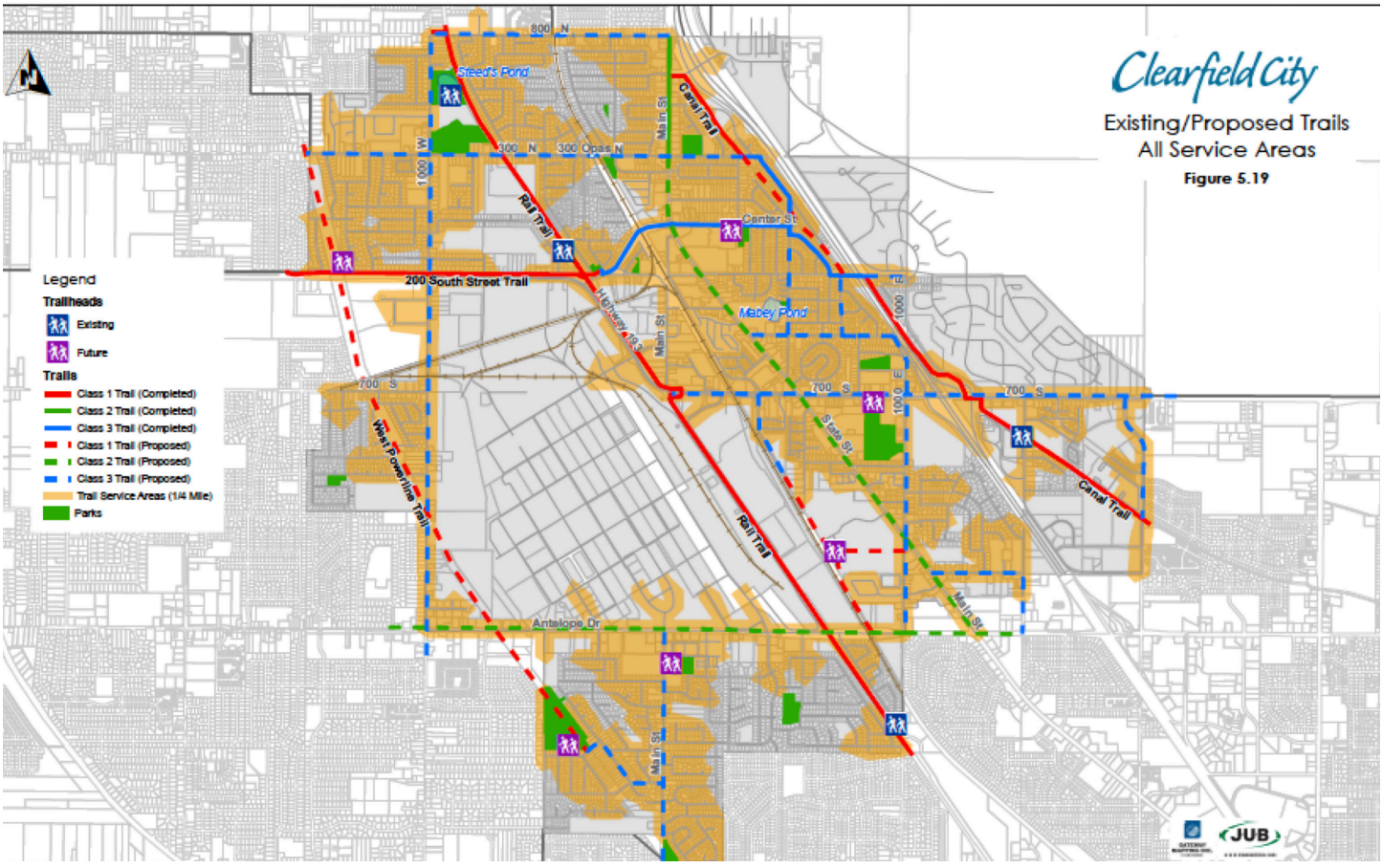




Figure 6.7 - Clearfield has over 20 miles of trails within the city limits.

- Class 2 - a restricted segment of a shared street or roadway for bicycles, separated from motor vehicle traffic by lane marking or barrier.
- Class 3 - a shared right-of-way located on lightly traveled streets and roadways. Designated solely by "BIKE ROUTE" signage.

CENTER STREET TRAIL

The Center Street Trail is a Class 3 trail. It is located along Center Street and extends from 350 W, over the railway bridge, to 500 E, with a total length of 0.92 miles. The trail passes through Clearfield's civic center, where several City and County facilities are located, and links to residential areas on each end. The Center Street Trail is an essential component of the trail network because it provides the only connection between the 200 South Trail and Rail Trail on the City's west side and the Canal Trail on the City's east side.

Future development of this trail would improve both function and safety. However, the current right-of-way width may limit future improvements to a Class 2 trail along all or part of the existing trail. A new trailhead is proposed near the Municipal Center.

200 SOUTH TRAIL



Figure 6.8 - 200 South Trail

The 200 South Trail (Figure 6.8) has two noncontiguous sections. The first section is a Class 1 trail on the west side of the City. It is located along 200 South Street and extends from the City boundary at 2000 W to the Rail Trail at 500 W with a total length of 1.21 miles. It passes through both residential and commercial areas and links the northwest side of the City to the trail network. The western end of the 200 S Trail connects to both the Rail Trail and Center Street Trail.

The second section is a Class 3 trail on the east side of the city. It is located along 200 South Street and extends from the Canal Trail at the I-15 underpass to HAFB, with a total length of 0.18 miles. This section previously connected to HAFB, however the trail now terminates at HAFB.

CANAL TRAIL

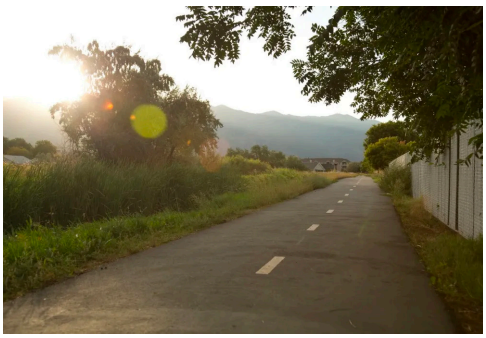


Figure 6.9 - Canal Trail in Clearfield

The majority of the Canal Trail is a Class 1 trail located in the Davis Weber Canal corridor, and is pictured in Figure 6.9. One section of the trail, from 200 South to 300 North, currently follows neighborhood streets and is a Class 3 trail. Now that the canal between 200 South and 300 North has been moved into an underground waterway the Class 3 section of the trail can be replaced with a Class 1 trail and relocated to be completely within the canal corridor.

The 29.1 mile trail begins at its north terminus at the intersection of Main and M Streets, then continues southeast to the City limits at 1200 West and is 2.91 miles long. The Canal Trail links to the Main Street Trail (north) and the Center Street Trail. There are two major at-grade road crossings along the trail at 700 South, 200 South, and a minor at-grade crossing at 300 North. The trail passes beneath the I-15 overpass along 200 South.

As a Class 1 trail located in the canal corridor, away from streets, and separated from private property, the Canal Trail provides safe and enjoyable travel and recreation opportunities. There is also the opportunity to landscape the trailway with waterwise native plants to provide wildlife habitat and a more nature-oriented trail experience. The WFRC has designated the Canal Trail as a future Class 1 regional trail. Future plans include extending the trail southward, into Layton, along the canal corridor.

RAIL TRAIL



Figure 6.10 - Rail Trail in Clearfield

The Rail Trail (Figure 6.10) is a Class 1 trail and is the most developed trail in Clearfield, stretching 3.52 miles through the City boundaries. It is located within the historic Denver and Rio Grande rail corridor, which extends far beyond Clearfield both northward and southward. From the south, the Rail Trail enters the City limits on 2200 West at 2200 South and extends northward to 800 North at 1000 West. This trail connects to the 200 South Trail and Center Street Trail.

The Rail Trail is the primary trail in Clearfield, connecting the City's trail network to the broader regional trail system. The WFRC has designated the Rail Trail as a Class 1 regional trail.

The trail provides access to existing residential areas, the Freeport Center, Steed Park, and Holt Elementary School. There are several road crossings with both at-grade crossings and underpasses. The corridor is also below-grade, or recessed into the ground lower than the surrounding land, which mitigates noise and provides a more enjoyable travel experience. Planting the trail with native, waterwise plants will improve the environmental and experiential qualities of the trail.

MAIN STREET TRAIL (NORTH)

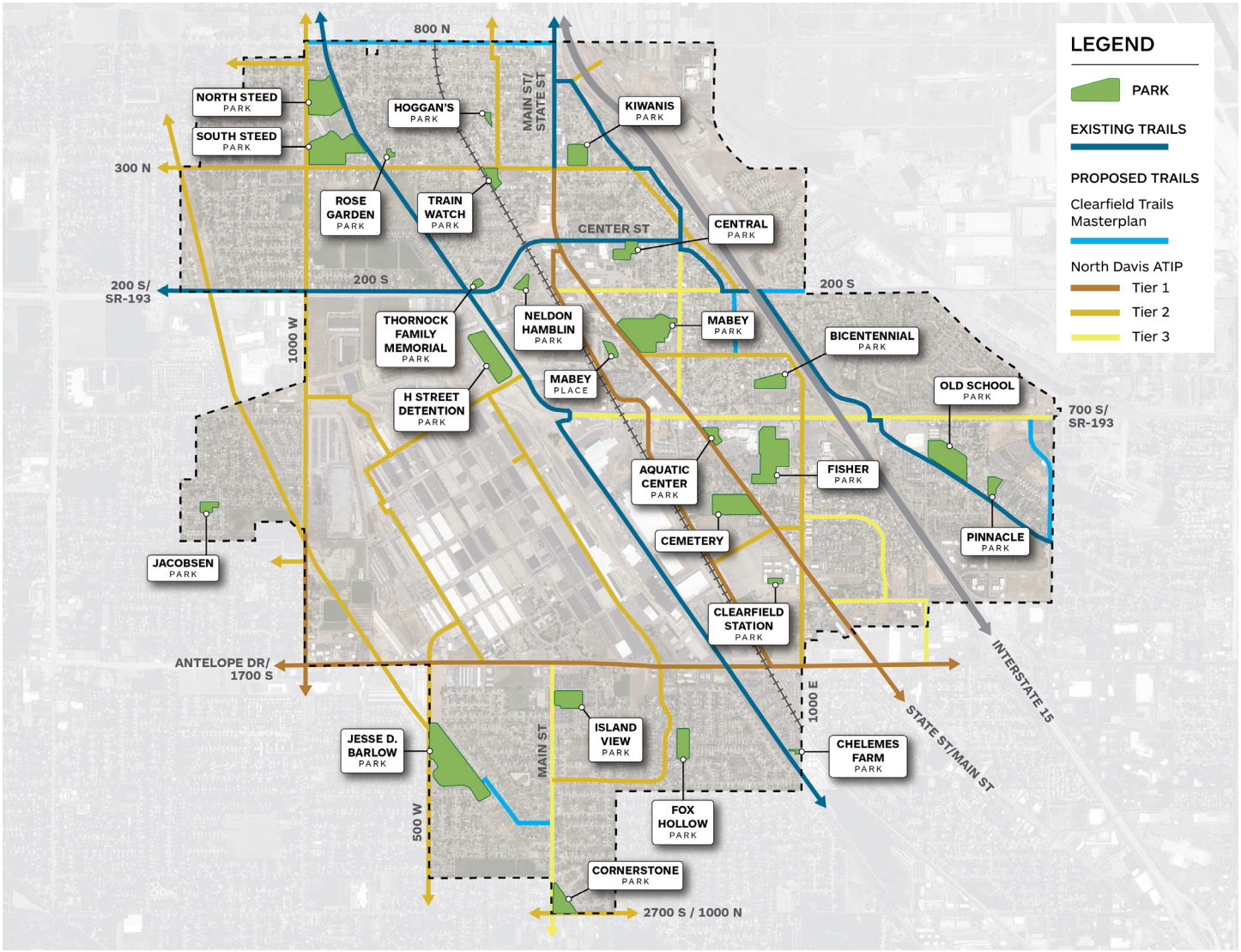
The north section of the Main Street trail is a Class 2 trail. It runs along Main Street from 300 North to 800 North. This trail improves the alternative transportation options on Main Street.

6.2 PARKS & TRAILS FRAMEWORK

The Parks and Trails framework map (Figure 6.11) below, seeks to simplify and summarize the basic approach to parks and trails looking into the future. This planning framework seeks to achieve the following:

- Improve connectivity between existing and future parks and trails
- Follow implementation steps from existing plans pertaining to parks and trails
- Update amenities and budget priorities for future parks and trails
- Promote Clearfield's parks and trails to residents and visitors

Figure 6.11 - Parks + Trails framework map



6.4 POLICIES & IMPLEMENTATION

Goal 1: Provide quality parks, recreation, active transportation routes, and open space facilities

Policy

» Pursue opportunities to acquire land and funding for parks, especially pocket parks in strategic locations.

Implementation Strategy

» Coordinate with local developers and private interests to construct and maintain pocket parks, particularly in underserved areas.



Figure 6.12 - Park and Trail signage can be a valuable amenity to add to parks and trails networks.

GOAL 2: Promote the creation of an interconnected public open space network that includes safe, convenient, and comfortable connections for biking, walking, and other forms of active transportation

Policy

» Require amenities be included in new trail construction and improvements to existing trails.

Implementation Strategy

» Incorporate wayfinding signage, viewpoints, and educational displays into the design of the trail and open space system.

Policy

» Work with nearby jurisdictions and municipalities to utilize or re-purpose existing connections into formal trails.

Implementation Strategy

» Coordinate with canal companies regarding utilizing closed canals or land adjacent to canals as potential recreational trail connections.

GOAL 3: Protect and improve existing parks, open space, and trails

Policy

» Identify park components that need to be updated or replaced and develop a schedule, budget, and methodology to complete improvements

Implementation Strategies

» Prioritize the allocation of general funds on an annual basis to support the creation and improvement of City parks and trails assets.

» Utilize partnerships, grants, and private donations to leverage dedicated revenue sources and particularly to help fund operations and maintenance costs of parks, open space, recreation and trails.

6.5 PARKS & TRAILS BEST PRACTICES

1. Coordinate park development with existing and planned trail networks, improving regional and community connectivity through trails, greenway connections, and paths.

Connectivity is essential to developing a well-used and functional park system. Parks are intended to be used by all segments of the population, and connecting parks to trail networks ensures that they are conveniently accessed by foot or by bike. The WFRC has worked to develop trails and park systems that serve the entire region. Whenever possible, develop local trail connections to these regional trails.

2. Establish Improvement, management, and maintenance plans for open space during the planning process.

A community should require preparation of a resource management plan for open spaces, trails, and parks that addresses policing, flood control, and wildlife management as appropriate to the specific asset. The management plan assigns responsibility, and identifies resources for implementation. A community should build partnerships and identify advocates to assist in the long-term maintenance and policing of open space, including other agencies, citizen's groups, and nearby neighborhoods.

3. Perform regular capital needs inventories (CNI) in order to evaluate conditions of existing open space assets, and plan for improvement needs within a three to five-year timeframe.

It is essential to conduct a regular capital needs inventory (CNI) in order to:

- Inventory condition of existing facilities and other capital assets (roadways, parks, etc).
- Identify deferred needs.
- Determine need for repair, replacement, betterment or expansion.
- Forecast future demand for facilities and other infrastructure.
- Determine what will be needed to maintain current assets and meet future demands based on desired levels of service.

7.0 SUSTAINABILITY

SUMMARY SNAPSHOT

1. EXISTING CONDITIONS

Increasingly, an interest in sustainability is becoming more recognized as a key driver of community planning policies. Clearfield has not yet created a sustainability plan, nor is it addressed in the City's strategic plan or previous general plans. The City should commit to creating a sustainable future for itself and its citizens, and this should be reflected throughout the community. To do so, the city should prioritize discussions on sustainability, and develop sustainability policies within each of the city's departments.

2. CURRENT ISSUES

- Lack of sustainability policies within Clearfield City government.
- Absence of sustainability plan that addresses environmental and social sustainability in the context of the future of Clearfield.
- Need for collaboration between surrounding municipalities in the region concerning environmental, economic, and social sustainability.

3. FUTURE CONSIDERATIONS

ENVIRONMENTAL SUSTAINABILITY

Environmental Sustainability makes it possible for daily human needs to be met without compromising the ability of future generations to do the same. Many factors contribute to the environmental sustainability of a community, but incremental changes in municipal policy and incentives can influence sustainability on a community as well as household scale.

ECONOMIC SUSTAINABILITY

Economic Sustainability means long-term economic growth without negative impacts on social, environmental and cultural aspects of a community. A sustainable economy ensures that resources, such as land, labor and capital are managed fairly and to benefit society. It also uses resources efficiently and responsibly so it can operate successfully for future generations.



Figure 7.1 Sustainable development within the City includes social, environmental, and economic components.

SOCIAL SUSTAINABILITY

Social Sustainability is advanced by civic infrastructure. People utilize the infrastructure to solve problems, build community, and be resilient. A sense of community and belonging has a proven impact on public health, safety and welfare. Infrastructure like recreation programming, can take advantage of public spaces to build relationships and engage people in community conversations.

4. GOALS

1. Support preservation of natural features important to the community of Clearfield.
2. Encourage city policies that support economic and fiscal sustainability.
3. Support social sustainability by promoting policies that encourage inclusive community engagement and connectivity.

5. POLICIES + IMPLEMENTATION

POLICIES

1. Establish a sustainability working group
2. Identify the City's sustainability priorities
3. Engage residents and staff in the sustainability discussion
4. Initiate an education and awareness effort

IMPLEMENTATION STRATEGIES

1. Coordinate with other municipalities and entities on policies that support sustainability (recycling, water usage, active transportation, land use, economic development)
2. Develop a portfolio of recommended sustainable design standards, such as low water use landscaping, water-permeable paving, drainage swales, parking lot planters, and other features to encourage developers to incorporate green design in future projects.

6. BEST PRACTICES

1. Communities should develop context specific sustainability policies.
2. Create support among community leaders, citizens, employers, and other organizations to move toward adopting sustainable city policies.
3. Aim to provide services and improve mobility for all groups in the community.
4. Encourage discussion of environmental, economic, and social sustainability practices in all city-driven efforts and development discussions.
5. Maintain a sustainable economic development plan that strives to achieve balance between basic and non-basic employment.

7.1 EXISTING CONDITIONS

Sustainability is defined as the ability to meet the needs of the current generation without compromising the ability for future generations to meet their needs.



Figure 7.2 Water conservation, recycling programs, energy efficient practices, and active transportation all contribute to environmental sustainability.

Sustainability is a broad term that covers three primary pillars: economic sustainability, social sustainability, and environmental sustainability. Sustainability occurs at the intersection of the three pillars, a change in community health may affect economic sustainability, or may be impacted by an environmental change. Natural resources within the city include the ecology, air quality, and water quality. Sustainability matters are integrated into many other sections of the General Plan including Land Use, Economic Development, and Parks + Trails.

Clearfield should commit to creating a sustainable future for itself and its citizens, and this should be reflected throughout the community. To do so, the city should invest in each of the pillars to focus attention towards achieving the attainable and implementable strategies within this document and within each of the city's departments.

7.2 CURRENT ISSUES



Figure 7.3 Economic sustainability includes diversifying the tax base and supporting job growth.

While the city has adopted an economic strategic plan and has updated it recently, at this point, Clearfield has not established the infrastructure needed to create a more environmentally and socially sustainable Future. Infrastructure that is lacking includes the formation of a sustainability working group, a concrete plan to lead the city toward a more sustainable future, and an achievable implementation Strategy.

There is also an absence of collaboration between Clearfield and neighboring cities and municipalities in the region focused around sustainability. In order for Clearfield to strive toward sustainability, it will need to work with the rest of the region. The process to create a more sustainable future for Clearfield will take time and commitment.

7.3 FUTURE CONSIDERATIONS

ENVIRONMENTAL SUSTAINABILITY



Figure 7.4 The preservation of open spaces within the city, such as Mabey Pond is crucial to its environmental sustainability.

Environmental sustainability makes it possible for present day needs to be met without compromising the ability of future generations to do the same. Many factors contribute to the environmental sustainability of a community, but incremental changes in municipal policy and incentives can influence sustainability on a community as well as household scale.

Moving towards environmental sustainability must be a common goal among all community leaders, citizens, employers, and other organizations. Natural systems such as watersheds, soils, landforms, wind, and air masses transcend political boundaries and affect regions larger than the boundaries of any one jurisdiction. Collaboration between cities and regions is essential. A coalition based on bio-regions would focus on natural systems rather than political boundaries for building effective and sustainable policies.

The city's environmental sustainability toolbox should include:

1. Water conservation programs
2. Recycling programs
3. Energy efficient practices
4. Active transportation methods



Figure 7.5 Community-scale choices can improve the walkability and sustainability of a neighborhood.

ECONOMIC SUSTAINABILITY

Economic sustainability means long-term economic growth without negative impacts on social, environmental and cultural aspects of a community. A sustainable economy ensures that resources, such as land, labor and capital are managed fairly and to benefit society. It also uses resources efficiently and responsibly so it can operate successfully for future generations.

Sustainable economies are also diverse, have equal opportunities, and advance the individuals within them. Clearfield has several advantages in that it has a wide mix of business types and land uses, and a wide range of price points for land and buildings. In short, its diversity means there are opportunities for many, and room for growth.

Other ways in which economic sustainability is exemplified includes;

1. Diversification of tax base
2. Planning for future city investments
3. Supporting job growth
4. Access to opportunity

SOCIAL SUSTAINABILITY

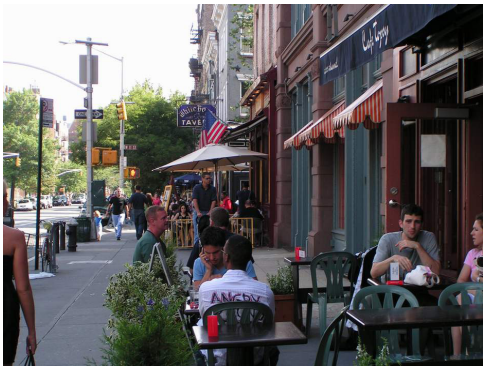


Figure 7.7 City policies can directly impact the development of social sustainability and social capital in a community.



Figure 7.8 Community events encourage expansion of social connections and greater engagement with neighbors.

Civic infrastructure includes the organizations and relationships that people use to solve problems, build community, and be resilient, whereby advancing social sustainability. A sense of community and belonging has a proven impact on public health, safety and welfare. Recreational programming in Clearfield such can use public spaces to build relationships and engage people in community conversations. Social Sustainability includes:

1. Building community culture, creating social capital
2. Community Pride
3. Public engagement with city decisions
4. Neighborhood support and problem solving

City events and programs that are offered for free or very low cost, to appeal to the changing needs of the culturally diverse and growing youth population. Even as the community welcomes many new residents, there is also a proud group of life-long legacy residents who provide stability and identity to Clearfield.

The city's social sustainability toolbox should include:

1. More parks, trails and open spaces with amenities that bring people together
2. A civic center in Downtown Clearfield
3. Placemaking projects, such as wayfinding, public art, and pop-up public space, to bring people together in new and different ways
4. Expanded outreach tools, including technology-based communications to simplify interactions with city government and increase community engagement.
5. More diverse programs at all community centers, including recreation, education, arts, senior programs, job/career tools, food/hygiene pantries, and digital access
6. Events that reflect the community and its interests
7. Continued opportunities to volunteer and get involved in civic activities and human services



Figure 7.6 A first step to sustainability for Clearfield is to form a working group.

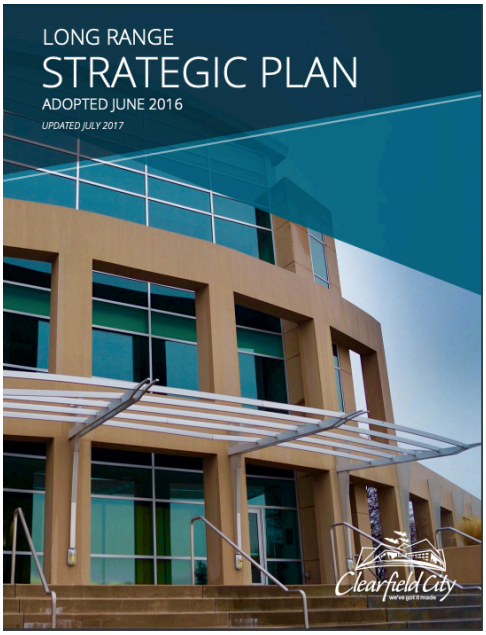


Figure 7.8 Clearfield should introduce policies supporting sustainability in future strategic plans.

7.4 GOALS

1. Support preservation of natural features important to the community of Clearfield.
2. Encourage city policies that support economic and fiscal sustainability.
3. Support social sustainability by promoting policies that encourage inclusive community engagement and connectivity.

7.5 POLICIES + IMPLEMENTATION

Policies

1. Establish a sustainability working group
2. Identify the City's environmental priorities
3. Engage residents and staff in the sustainability discussion
4. Initiate an education and awareness effort

Implementation Strategies

1. Coordinate with other municipalities and entities on policies that support sustainability (recycling, water usage, active transportation, land use, economic development)
2. Develop a portfolio of recommended sustainable design standards, such as low water use landscaping, water-permeable paving, drainage swales, parking lot planters, and other features to encourage developers to incorporate green design in future projects.

7.6 BEST PRACTICES

1. Communities should promote appropriate densities, local food systems, reduction of heat islands, open space preservation, multi-modal transportation infrastructure improvements, walkable neighborhoods, reduction in waste production, energy conservation, and reduction in water use.

Strategically increasing density in key population centers can increase walkability and reduce the environmental impacts of vehicular travel. Higher population densities can lead to the increased use of mass transit systems and boost the local economy with better access to local retail stores. Increasing population density also allows more transportation options to schools and other services closer to residential areas.

2. Create support among community leaders, citizens, employers, and other organizations to move toward adopting sustainable city policies.

Cities should also encourage discussion of Environmental, Economic, and Social sustainability practices in all city-driven efforts and development discussions. Discussion of these practices can lead to policy discussion, and to the eventual adoption of sustainable policies at City Hall and throughout the community.

3. Aim to provide services and improve mobility for all groups in the community.

A socially sustainable community must be well connected, with good transport services and communication linking people to jobs, schools, health and other services in a way that minimizes the need for and impacts of the motor vehicles.

4. Maintain a sustainable economic development plan that strives to achieve balance between basic and non-basic employment.

Basic industries export goods and services out of an area, and thereby import new capital into an area. Non-basic industries are then needed to provide support services (such as grocery stores, restaurants, etc.) for the demand created by the basic industries. When a basic sector industry enters an area, the size of the economy increases. When a non-basic business enters a local economy, the size of the economy does not change, it is just divided up into more pieces.

APPENDIX

Appendix description