

CLEARFIELD CITY COUNCIL/PLANNING COMMISSION MEETING MINUTES  
6:00 P.M. WORK SESSION  
November 1, 2022

City Building  
55 South State Street  
Clearfield City, Utah

|                   |                  |                                |
|-------------------|------------------|--------------------------------|
| CONDUCTING:       | Tim Roper        | Mayor Pro Tem                  |
| PRESENT VIA ZOOM: | Mark Shepherd    | Mayor                          |
| PRESENT:          | Kent Bush        | Councilmember                  |
|                   | Nike Peterson    | Councilmember                  |
|                   | Vern Phipps      | Councilmember                  |
|                   | Karece Thompson  | Councilmember                  |
| STAFF PRESENT:    | JJ Allen         | City Manager                   |
|                   | Summer Palmer    | Assistant City Manager         |
|                   | Stuart Williams  | City Attorney                  |
|                   | Adam Favero      | Public Works Director          |
|                   | Eric Howes       | Community Services Director    |
|                   | Kelly Bennett    | Police Chief                   |
|                   | Spencer Brimley  | Community Development Director |
|                   | Brad McIlrath    | Senior Planner                 |
|                   | Shaundra Rushton | Communications Manager         |
|                   | Nancy Dean       | City Recorder                  |
|                   | Chersty Titensor | Deputy City Recorder           |

PLANNING COMMISSION MEMBERS: Kathryn Murray, Robert Browning, Zach Gaines, David Bloomfield, Chad Mortenson, Megan Ratchford, Lauren DeSpain

VISITORS: None

Mayor Pro Tem Roper called the meeting to order at 6:04 p.m.

Councilmember Thompson arrived at 6:12 p.m.

DISCUSSION ON THE CLEARFIELD PARKING STUDY

Brad McIlrath, Senior Planner, presented the Clearfield Parking Study. Study was paid for by the Transportation Land-use Connection Grant through Wasatch Front Regional Council (WFRC). Fehr Peers (Traffic Transportation Engineering Firm) was the consultant.

## SUMMARY:

- Study was an analysis of parking utilization in Clearfield City.
- Downtown Form Based Code and citywide zoning studied separately.
- Study timeline from October 2021 through September 2022.
- Parking counts taken December 2021 and March 2022.
- The study was not a regulatory document but meant to assist in future policy decisions regarding parking regulations.

## PARKING STUDY ELEMENTS

- Data collection and recommendations
- National Literature Review & Recommendations
- Parking Policy Guidance
  - a. Design Details & Dimensional Standards
  - b. Shared Parking Requirements
  - c. Affordable, Senior, and Transit-Oriented Housing Requirements
  - d. On-Street Parking & Enforcement
  - e. Provision of Downtown Public Parking
  - f. Structured Parking
- Appendix A: Dimensions of Parking

Mr. McIlrath referred to Table 4: Residential Parking Data Collection – December 2021 and Table 5: Residential parking Data Collection – March 2022 from the Parking Study.

- Citywide Zoning Code
  - Multi-family housing
  - Industrial & wholesale establishments
  - Restaurants & bars
  - Fast-food or drive-in restaurants
- Form Based Code
  - Multi-family housing
  - Neighborhood eating & dining
  - General eating & Dining
- December 2021 and March 2022

Councilmember Phipps mentioned family demographics impacted parking needs. Mr. McIlrath said the study was not an exact science. Councilmember Phipps asked if on-street parking was included as part of the study. Mr. McIlrath said they were able to count how many stalls were on State Street and how many were still available and even if those were moved to State, the consultant was able to determine stalls available.

JJ Allen, City Manager, pointed out the table showed no garage spots included on City Center apartments. Mr. McIlrath explained how stalls/garages were counted in the study. Further emphasized the study was done to the best of the consultants' expertise. He acknowledged it would never be perfect but was intended to give the City a good idea of needs. Mr. Allen observed the three townhome projects in the Form Based Code area appeared to have higher vehicle count than City Center apartments. Townhomes would likely have more vehicles.

Mr. McIlrath reviewed the recommended parking requirements from Table 1 in the parking study materials. He reviewed the parking requirements and recommended keeping the minimum stalls per multi-family unit to a whole number plus 0.125 to account for visitor parking. Councilmember Peterson was reluctant to consider one parking space per single unit because it was more likely to see two people living in one-bedroom units. Expressed support for allowing 2.5 parking spaces on the 3 bedroom or larger.

There was a discussion about the challenges the City currently experienced with overflow parking and using different per bedroom counts for parking. Councilmember Peterson observed the difficulties of anecdotally making determinations and stressed the importance of recognizing how parking was being used. She was interested in knowing the parking policies at different apartment buildings considering the overflow seen on the street daily. Mr. McIlrath explained there were metrics that weren't captured in the study. He gave an example of tenants who purposely park on-street because they were charged extra for additional parking.

Mr. Browning asked about the process for development; he questioned whether the developers were assigned a number of stalls based on bedroom counts but then charged the tenant for the other space. Observed there was a disconnect in what the City was mandating and what the landlords were providing. Mr. McIlrath reminded him those were private sector matters that the City did not regulate. He acknowledged it became the City's problem when tenants complained to the landlord after the City enforced rules for parking on the street. It should pressure landlords into solving parking problems.

Councilmember Bush asked whether it was legal to say the apartment buildings had to provide so many uncharged parking spaces. Stuart Williams, City Attorney, did not believe it was. There was a discussion about the tactics of landlords to charge tenants for parking. Megan Ratchford, Planning Commissioner, asked if the City knew the vacancy ratio for the areas studied. Mr. McIlrath said all were within the ninety percent (90%) occupancy range.

Dave Bloomfield, Planning Commissioner, offered the example of Weber State University requiring students to pay for parking. Gave an additional example of Chancellor Garden where parking was not sufficient. Suggested the City could eliminate problem by making empty lots by commercial area free parking.

Councilmember Thompson asked how much of the current code and development of Form Based Code and parking requirements were taking first mile, last mile issues into consideration or incentivizing transit-oriented housing versus what the parking study showed. He stated it appeared there should be special consideration for the only one that fell under the requirements of the TOD. He asked how unique the City's situation was when compared to other TODs. Mr. McIlrath commented there was not a lot of transit options at this point for people. Mr. Thompson asked if the study overlaid generational data and single-family versus multi-family housing data. Mr. McIlrath responded it had not. Councilmember Roper commented it was best to consider what was best for Clearfield residents. Mr. Thompson questioned whether the study had sufficient data to make determinations. Mr. McIlrath commented there were so many different layers that it was difficult to address them all.

Mr. McIlrath displayed Table 1: Summary of Recommended Parking Requirements Based on Data Collection which reviewed the Citywide Zoning Code and Form Based Code by land use categories; Multifamily Residential, Distribution, General Industrial, Restaurant, and Fast Food.

Councilmember Phipps asked about national parking standards for fast food restaurants. Mr. McIlrath responded big box retailers sometimes dictated their business standards. Councilmember Peterson agreed with everything from Multi-family down on the table. Glad to see smaller parking recommendations on fast-food restaurants since drive through and delivery drivers were more utilized. Mr. McIlrath commented Coconut Island Grill was interested in the results of the parking study due to shared parking arrangements with the owner that were currently not working out. Might be a code change to consider sooner than later. Mr. McIlrath was not comfortable with the parking study's recommendations in the Form Based Code area for multi-family development. Mr. McIlrath recommended no changes to the multi-family residential Form Based Code.

Robert Browning, Planning Commissioner, asked if apartment complexes were filling up their parking lots under their current structure. Mr. McIlrath said none were ever one hundred percent (100%) full. Suggested residents might be parking on the street because they were being charged for extra space. Proximity of the apartment to street could be a determinant to whether they park on street or in parking spaces. Councilmember Bush asked if townhomes were required to have a double garage. Mr. McIlrath answered the current code standard required a double garage. Mr. Bush said occupied stalls per unit in townhomes were higher than apartments. Asked whether they should be evaluated differently. Mr. McIlrath agreed they should be evaluated differently since they were different uses and likely catering to different demographics. Spencer Brimley, Community Development Director, commented it was a land use function issue. Not necessarily the transient nature of apartments, but design and layout of the townhomes. He agreed the two should be addressed separately. Mr. McIlrath reminded the Council the study was intended to be a guide and the Council would make the final determination.

Mr. McIlrath explained the project team utilized national literature from the Institute of Transportation Engineers (ITE) and the Urban Land Institute (ULI), as well as Salt Lake City's and Ogden City's code books for their parking ratios to make recommendations.

Mr. McIlrath reviewed the recommendations on Table 16: Citywide Zoning Code Parking Requirement Recommendations.

- To provide recommendations for land uses not included in data collection.
- Citywide Zoning Code
  - Recreation areas including bowling alleys, skating rinks, golf courses, tennis courts, and others
  - Less intensive commercial businesses including furniture, appliance, and lumber sales
  - Offices and personal services, including medical and dental clinics

Mr. McIlrath reviewed the recommendations on Table 17: Form Based Code Parking Requirement Recommendations

- Form Based Code

- Library/museum/post office (no distribution)
- Neighborhood service
- General Service
- Craft industry
- Open space & recreation

Mr. Allen commented on the General Office recommendation of 2.5 parking spaces per 1,000 square feet and indicated that some years ago the AAA building demanded 10 parking spaces for 1,000 square feet. However, the majority of that parking lot remained unused. The pandemic made everyone realize jobs could be remote. He was not sure if call centers would be in high demand.

Councilmember Phipps asked about the concept of live/work developments. Mr. McIlrath said it wasn't addressed specifically in the study. Councilmember Phipps observed the City currently had two different developments that were live/work and wondered how they fit in the recommendations. Mr. McIlrath explained the need was determined by bedrooms and office square footage of businesses. Councilmember Phipps asked if it was clear in the study. Mr. McIlrath replied it was not clear in the document but was worth making clear.

Mr. McIlrath explained the parking policy guidelines tried to answer questions that were brought up by Clearfield City staff through the research process. The policies were grouped into the following categories:

1. Design Details and Dimension
  - a. Tandem Parking
2. Shared Parking Requirements
  - a. Evaluation of current and recommended shared parking standards
3. Affordable, Senior & TOD Parking Requirements
  - a. How should parking requirements be adjusted for these types of developments?  
Or should they?
4. On-Street Parking & Enforcement
  - a. How should Clearfield regulate on-street parking during winter months?
  - b. Should Clearfield implement paid on-street parking?
5. Provision of Downtown Public Parking
  - a. When would it be feasible to provide or subsidize public parking downtown?
6. Structured Parking
  - a. Does it lead to reduction of needed parking? If not, what incentives are appropriate to encourage structured parking?

Mr. McIlrath addressed each of these questions separately.

#### DESIGN STANDARDS AND DIMENSIONS:

- Q: 1. How was parking use affected by stacked (tandem) parking as opposed to side-by-side?
2. What design details should be specified in code?

Recommendations:

1. Allow in tandem parking area or garage only with valet assistance.

- a. Apartments, offices, retail, etc.
2. Tandem garages for townhomes should be calculated at providing 1.5 spaces and not 2.
3. Driveway lengths should be a minimum of 20 feet from back of curb or sidewalk.

Councilmember Bush commented that typically street right-of-way started behind the sidewalk. Didn't want them to park in the right-of-way which could be 21 feet. Mr. McIlrath agreed and stated it was a good example of local circumstances. The property line started at one foot behind the right-of-way. Mr. Allen pointed out alley parking needed the 20 feet in the alley behind the garage. He clarified a driveway should be at least 20 feet. However, if there were townhomes that were alley parked then there needed to be two spaces in the garage side-by-side. However, if they were tandem parked then the garage parking should only count as 1.5 spaces so the other half should be provided in a parking lot somewhere. The situation the City was trying to avoid was developments where cars were parking in front of their garages or parallel parked which was impeding emergency response.

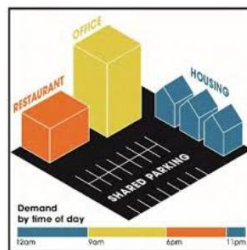
4. Minimum height for parking garages provided. Provided in the event the City was to have a parking structure; it would need to offer extra height for van accessible ADA vehicles. Recommended having on ground level then upper levels built to standard.
5. Parking dimensions provide in Appendix A.

#### SHARED PARKING REQUIREMENTS:

Q. How should parking requirements be adjusted for development that allow for shared parking?  
Shared parking requirements outlined in detail in the Form Based Code.

Recommendations:

- o Slight modifications of the table in the Form Based Code:
- o 1. Table 9.2(2): Residential parking usage increase from 50% to 60% from 7am-6pm.
- o 2. Incorporating a shared parking ratio for Fitness, Gym & Dance Studios with the following recommendations:



#### **Weekdays:**

Midnight – 7:00 AM = 70%  
7:00 AM – 6:00 PM = 80%  
6:00 PM – Midnight = 100%

#### **Weekends:**

Midnight – 7:00 AM = 40%  
7:00 AM – 6:00 PM = 50%  
6:00 PM – Midnight = 100%

#### AFFORDABLE OR SENIOR HOUSING

Q. How should parking requirements be adjusted for affordable or senior housing developments?

- Recommendations provided were based upon a couple of studies done by Fehr & Peers from 2020-2022 in Utah, Salt Lake and Davis counties.
- 1. Standard, non-income or age restricted multi-family (Utah, Salt Lake, Davis, & Weber counties)
  - a. Code regulation - 1.14 spaces per dwelling unit
  - b. Code regulation - 0.76 spaces per bedroom
  - c. 1.19 spaces per occupied dwelling unit, and

- d. 0.82 spaces per occupied bedroom.
- 2. Five Senior housing developments in Salt Lake County
  - a. 0.6 stalls per unit.
- 3. Six affordable, income-restricted, transit-oriented housing developments in Salt Lake County
  - a. 1.00 Stall per unit or 0.5 stalls per bedroom was the utilization.

Recommendations: For Council's review

- 1. Could provide up to 50% reduction for senior housing
- 2. Could provide up to 25% reduction for affordable housing.

Councilmember Peterson pointed out that Salt Lake County included transit-oriented housing in its parking metric. She expressed her opinion that transit-oriented housing was not necessarily more affordable, but a lifestyle choice. She suggested the lifestyle might have more people and more vehicles. She didn't see it as a great option in Clearfield because they didn't have housing options closer to something else. Mr. Allen agreed if the consideration was affordable and transit-oriented residents might be more likely to rely on transit. He continued if the consideration was affordable or transit-oriented then the use might be different. Councilmember Peterson commented the Council's policy to date leaned towards market rate housing because the City already bore a great burden supplying affordable housing for the County.

#### AFFORDABLE, SENIOR, & TRANSIT-ORIENTED HOUSING

Q. How should parking requirements be adjusted for transit-oriented housing developments?

- o "Transit options in Clearfield currently did not appear to reduce parking demand the way that transit options did in the developments observed in Salt Lake County." Mr. McIlrath continued by showing Salt Lake County had multiple bus routes on one street, trax lines, front runner, more alternative public transportation options than Clearfield.
- o Form Based Code included a transit credit reduction for developments within differing proximities of a 15-minute transit service, but not specific for peak hours of transit service or all day.
- o UTA planned to increase service on route 470 from 6am-7pm to 15-minute headways all day during that time within five years.

Recommendations:

- 1. Update Form Based Code language to specify that the transit should be 15-minute headways all day to receive parking credits.

Councilmember Thompson asked if e-bikes and e-scooters were having any impact on the demand for parking. Councilmember Peterson shared her experience using e-bikes and e-scooters and commented they were sufficient for occasional use but not viable as a transit solution overall due to the cost. Councilmember Phipps added the weather contributed to the times they could or could not be used. Mr. Allen commented Lyme had a rate-reduction program for low-moderate income, basically, if a user qualified for reduced lunch fare.

#### WINTER ON-STREET PARKING

Q. How should Clearfield regulate on-street parking during winter months when snowplowing could pose a risk to vehicles parking on-street?

Approaches outlined in the study:

1. On-Street parking prohibited from November to February, midnight to 5am
2. Some cities prohibit on-street parking during and after winter storm events
3. Identify snow routes where parking is prohibited during snowfall
  - b. Keeping key roads (arterials & collectors) clear for essential connectivity. Mr. McIlrath saw this option as problematic with snowplows.
  - c. On-street parking allowed in identified areas for local-use on side streets or streets with lower priority plowing.
  - d. Not currently used by any community in Utah.

Recommendations:

1. Identify snow routes where parking was not allowed during snow fall.
  - a. Would allow for some amount of on-street parking along local streets where a supply of on-street parking was relied upon.
  - b. Focus on key roads for essential connectivity and flow.
  - c. Likely only applicable to Clearfield Station and areas of Downtown Clearfield.

Councilmember Bush asked who enforced the winter parking regulations on State Street since it was a state road. Mr. McIlrath informed the Council the City enforced the winter parking regulations on state roads. Adam Favero, Public Works Director, stated there were often cars parked on the street during plowing because the plows had to dodge the parked cars.

Councilmember Peterson expressed her opinion that winter parking regulations should be applied the same throughout the City, whether the Form Based Code area or single-family residential areas. She continued the City needed to remind developers and property management companies that parking needed to be self-contained in the project area. Stuart Williams, City Attorney, reminded the Council the last time this issue was discussed the Fire District was present to speak on the important need for emergency access, especially during winter conditions. Councilmember Roper stated he was in favor of prohibiting winter on-street parking only during and after storms similar to how Roy City enforced it. There was a discussion about the limited time restricted for winter on-street parking and the need to track how much snow the City was receiving during those hours. Kelly Bennett, Police Chief, stated enforcement was easier with consistent standards throughout the City. The option to identify different routes where parking was not allowed promoted inconsistency with enforcement.

#### ON STREET PARKING & ENFORCEMENT

Q. Should Clearfield implement paid on-street parking, and if so, how should a paid parking policy be enforced?

- Currently free which was consistent with other suburban communities in Davis and Weber counties
- Paid parking policy pros & cons.
- Existing conditions in Downtown Clearfield did not currently support a paid on-street parking system.

Recommendation:

1. Not recommended for immediate implementation but might become viable over time as conditions changed.
  - a. Key indicators for implementation:
    - i. Heavily utilized greater than 85% occupancy.

- ii. Feedback from business communities that on-street parking was occupied for long periods of time.
- iii. Circling blocks in search of on-street parking.
- iv. Businesses started charging.
- v. High- frequent public transit options were available.

#### PROVISION OF DOWNTOWN PUBLIC PARKING

Q. When would it be feasible to provide or subsidize public parking in Downtown Clearfield?

- Currently not a demand for public parking areas or structures, and with code regulations demand might not reach level of need for public off-street parking.
- High cost to construct and manage public parking areas or structures.
  - 100-stall facility in 2016 would cost \$500,000 to \$1 million for a surface lot and \$1.5m-\$2.5m or more for a structure.
  - Land acquisition costs, etc.

Recommendation:

1. Focus on other parking management strategies in the near term. Conditions might change as the downtown and TOD developed that made it a viable option. Favorable factors included:
  - a. Paid and time-limited on-street parking policies could be implemented to efficiently manage the existing parking supply,
  - b. Paid parking areas began to be heavily utilized (greater than 85% occupancy rates) during peak periods, and
  - c. If that parking demand was concentrated in a small area (within approx. a ¼ mile radius or less) with high-comfort pedestrian facilities.

#### STRUCTURED PARKING

Q. Is there evidence that structure parking generated less parking demand that would justify a reduction in the required parking? If not, what incentives would be appropriate to encourage structure parking?

- No. The type of parking design (parking lot or parking structure) did not determine the parking demand with the associated use or uses.
- Form Based Code currently allowed a 25% reduction if 75% or more of the parking was provided in a parking structure with two or more floors.
- Structure parking spaces can be \$10,000 to \$540,000 more than surface spaces.

Recommendation:

1. Not recommended to repeal the reduction at this time. (No correlation or purpose for reduction)
  - a. Allowing additional density if 75% or more of parking was in a parking structure.
  - b. Flexibility in dimension requirements or other standards if 75% of parking was in a parking structure.
  - c. Shared parking arrangements for parking structures.

Mr. McIlrath thought there was justification for removing structured parking in the Form Based Code area because there appeared to be no evidence that supported having the reduction in the parking requirement when a structure was built. Mr. Allen stated the data suggested it could

result in a parking shortage if someone took the City up on the incentive. Mr. McIlrath agreed and commented that type of reduction incentive for a parking structure did not seem beneficial. Councilmember Bush agreed. Mr. Allen asked if the study presumed the use of a parking structure for residential development. He believed there was better rationale for parking structure for business or commercial uses. Mr. McIlrath said the study didn't presume residential use, but probably leaned toward the presumption of it.

**Councilmember Peterson moved to adjourn the work session at 7:52 p.m., seconded by Councilmember Thompson. All voting aye.**

**APPROVED AND ADOPTED  
This 22<sup>nd</sup> day of November, 2022**

**/s/ Mark Shepherd, Mayor**

**ATTEST:**

**/s/ Nancy R. Dean, City Recorder**

**I hereby certify that the foregoing represents a true, accurate, and complete record of the Clearfield City Council meeting held Tuesday, November 1, 2022.**

**/s/ Nancy R. Dean, City Recorder**