

Creating Downtown Clearfield

2016



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Acknowledgments

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Clearfield City Hall.



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

- Yogi Berra



Clearfield Aquatic Center. Source: Clearfield City.

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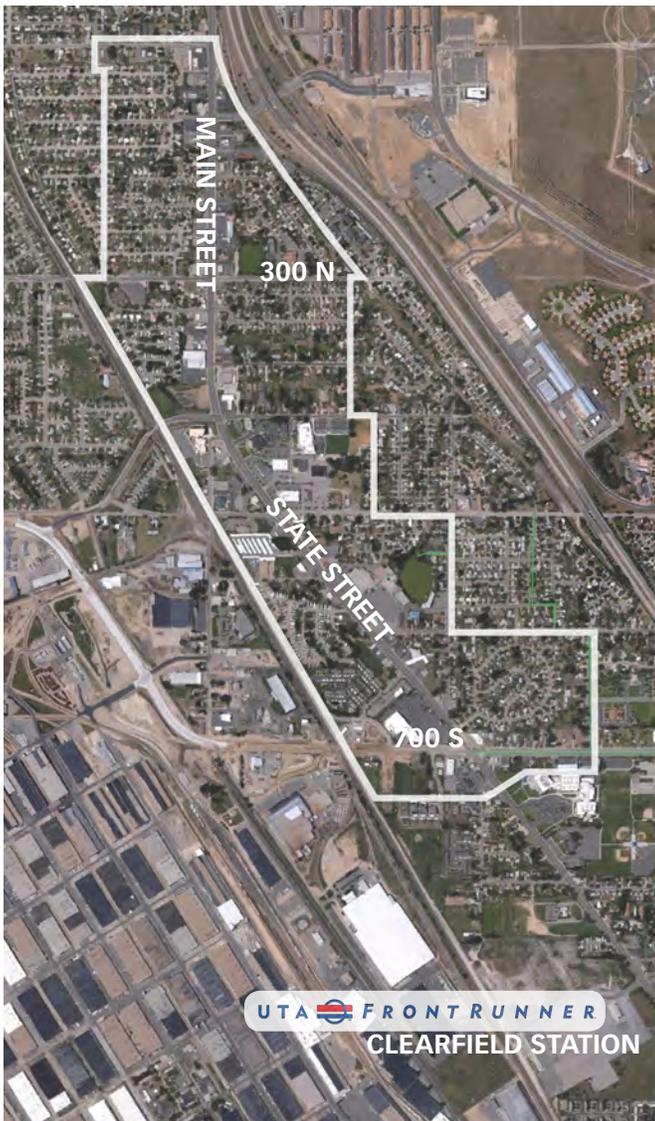
chapter

1.1

Introduction

Background

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

Exhibit 1: Project Area

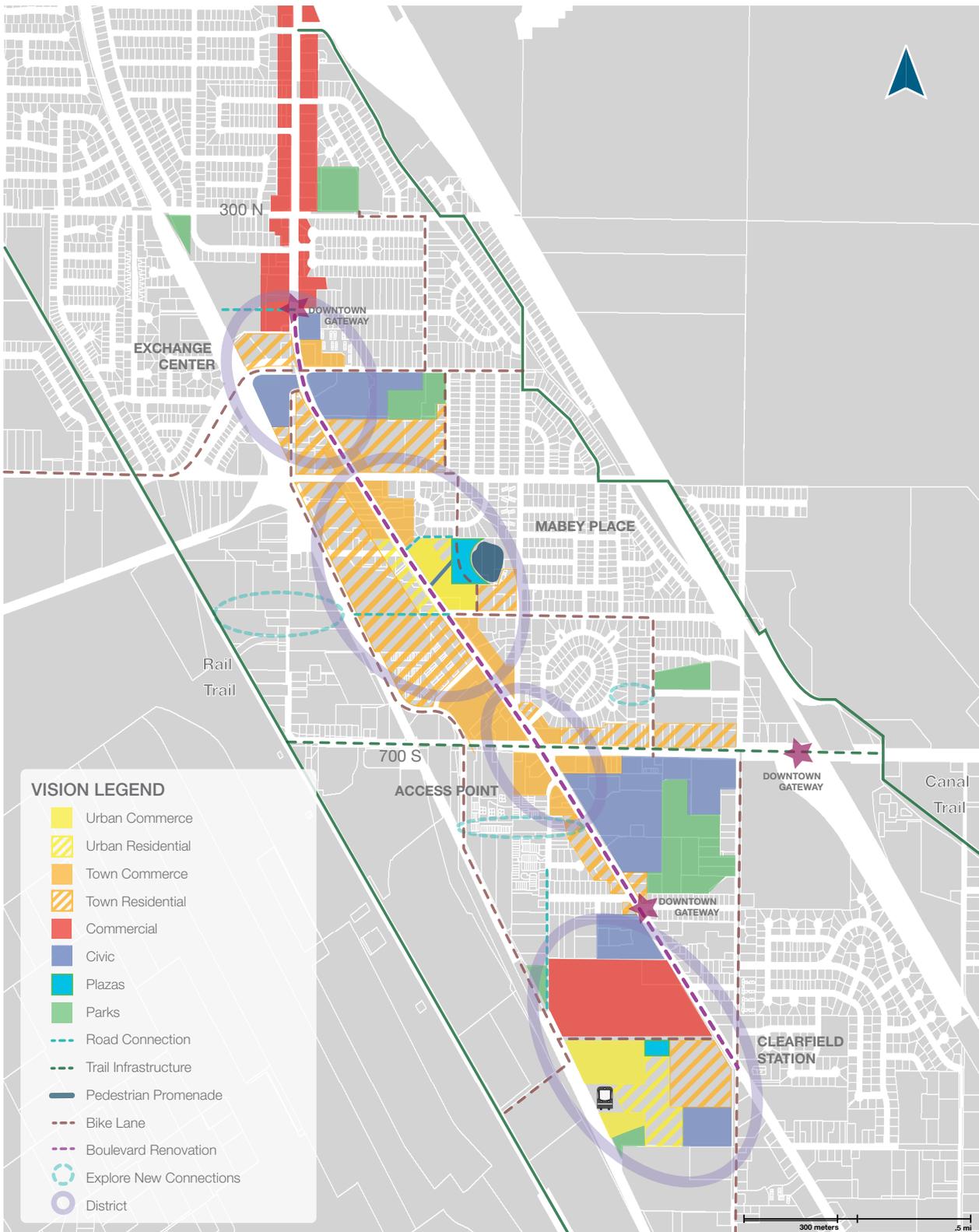
Why Create a Downtown?

A Downtown serves several key purposes:

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

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chapter
1.2 The Downtown Vision





Exchange Center.



Mabey Place.



Access Point.



Clearfield Station.

Introduction to the Vision

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

The Downtown Districts

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

Exchange Center

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

Mabey Place

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

Access Point

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

Clearfield Station

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

Exhibit 2: Mabey Place Renderings



Mabey Place

Potential Elements of Mabey Place District:

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

Place Types

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

Urban

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

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

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



Image Source: Christopher Illustrations

Town

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

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

Commercial

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

Civic

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

Place Types Use Table

Exhibit 4: Land Uses and Housing Types within Place Types

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

Notes:

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



Dedicated Bike Lane.



Amenity-rich Sidewalk.



Pedestrian Oriented Signage.



High Ground Floor Transparency.

Downtown Design Guidelines

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

Streets

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

Sidewalks

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

Architecture

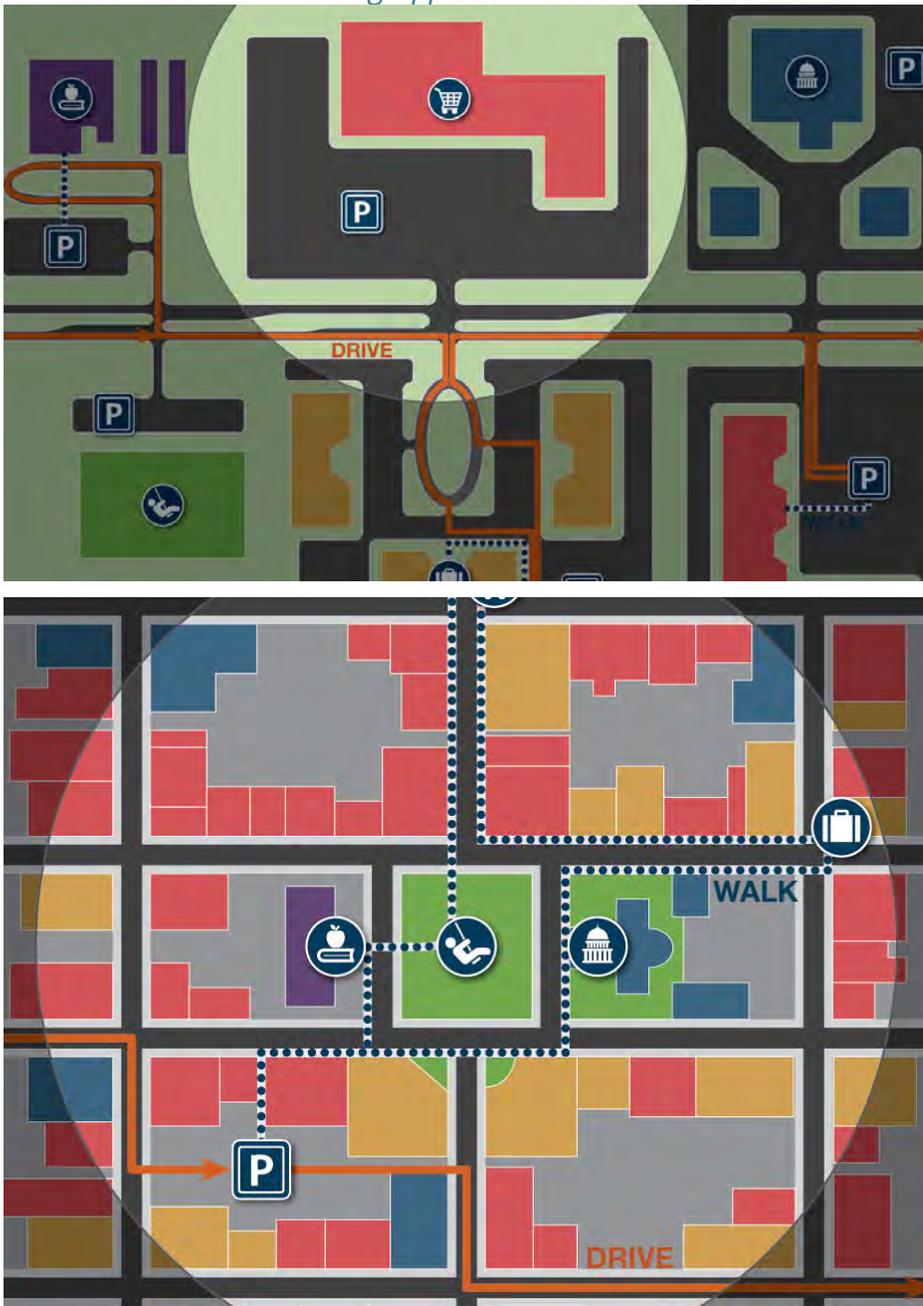
- Design multi-story buildings and buildings of commercial use in a way that minimizes their impact on neighboring single family homes; landscaping buffers and/or transitional building height should be considered
- Design buildings and signage to be human scale and pedestrian oriented
- Place buildings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

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

Parking

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

Exhibit 5: Traditional Parking Approach versus Park Once District



Park Once Districts

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

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

Open Space and Amenities

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

Place Types Design Variations

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

Exhibit 6: Development Standards and Design Standards by Place Type

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

Notes:

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

Open Space Vision

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

Exhibit 7: Exemplary Plazas



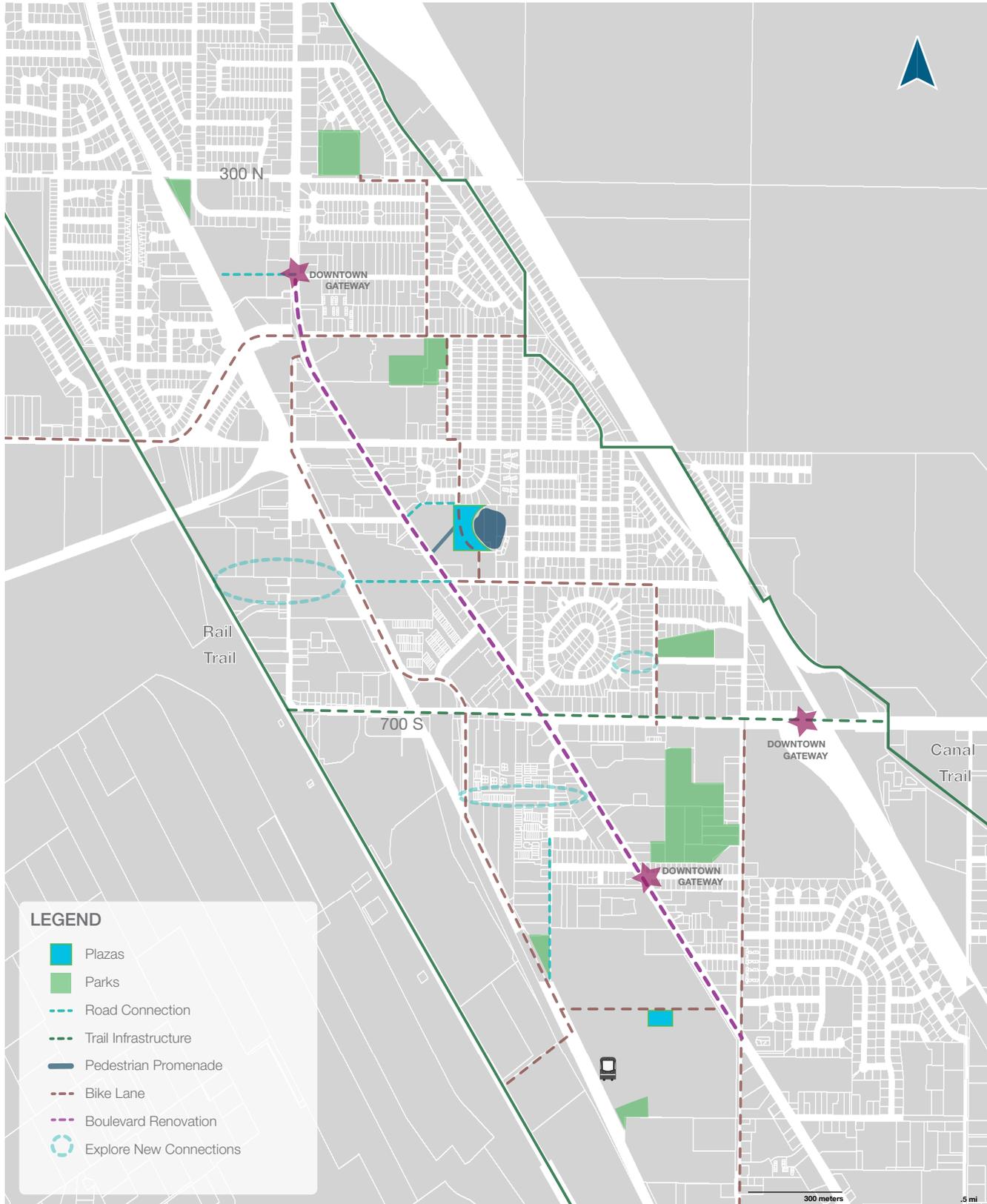
“Downtown Clearfield would be much better if it only had _____.”

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

- Workshop Participants

Transportation Vision

Exhibit 8: Transportation Vision Map



Boulevard Renovation Recommendations

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

PEDESTRIAN CROSSINGS

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

TRAFFIC CALMING AND SAFETY

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

BICYCLE INFRASTRUCTURE

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

WALKING EXPERIENCE

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

PUBLIC TRANSPORTATION

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

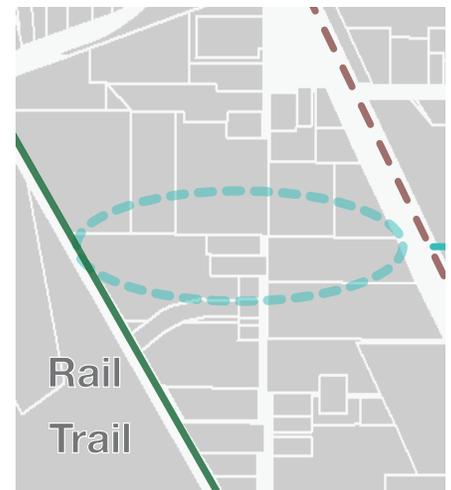
All of these recommendations should be considered by Clearfield City, Utah Department of Transportation (UDOT), and the Wasatch Front Regional Council (WFRC) in the Regional Transportation Plan efforts along SR 126

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

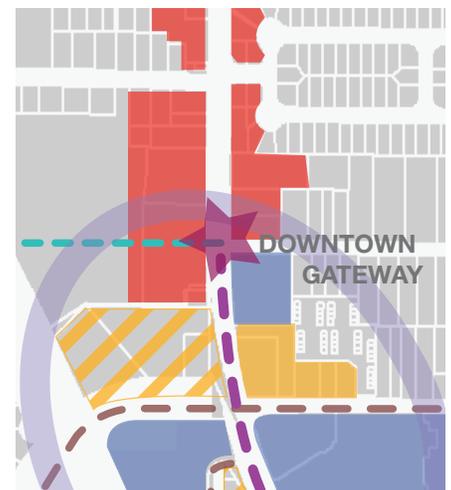
The Downtown should be an accessible and visible place. A healthy Downtown is accessible to all modes of transportation; enhanced mobility contributes to the economic viability of a place. Investment should be made in active transportation in the Downtown, with special attention paid to accessibility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

The Gateways

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



Indication to "Explore New Connection" on Vision Map.



Downtown Gateway at 100 N.

“ Better cross walks. ”

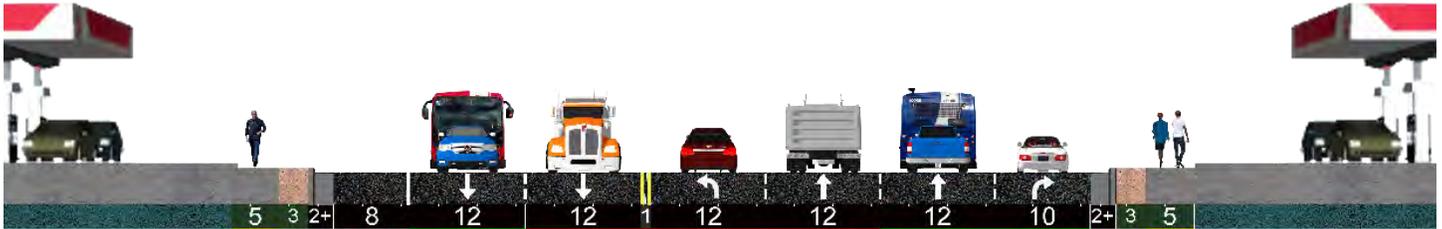
- Survey Respondent

Boulevard Renovation Feasible Scenarios

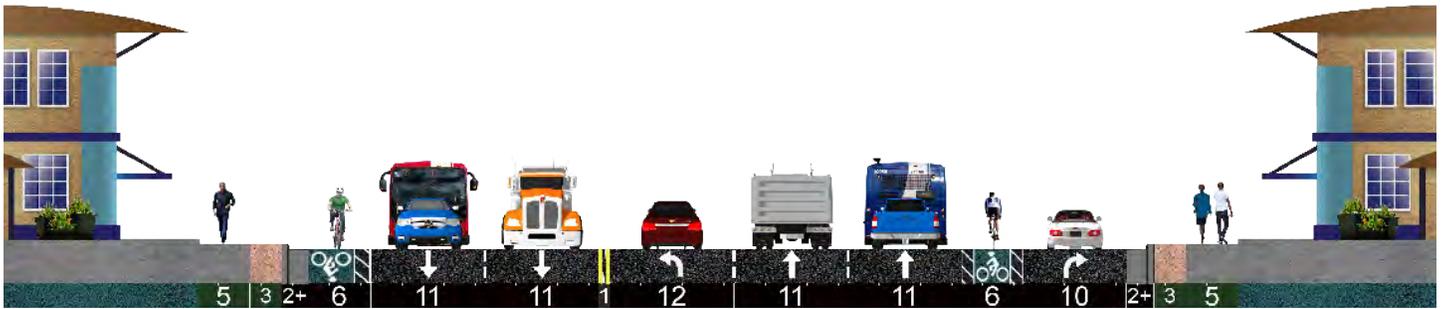
Proposed Cross Sections: *All cross sections are drawn looking North with East to the right and West to the left. All right-of-way widths are estimates. Proposed condition drawings are not engineered solutions.*

NORTH – S.R. 126 AND 300 NORTH

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



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

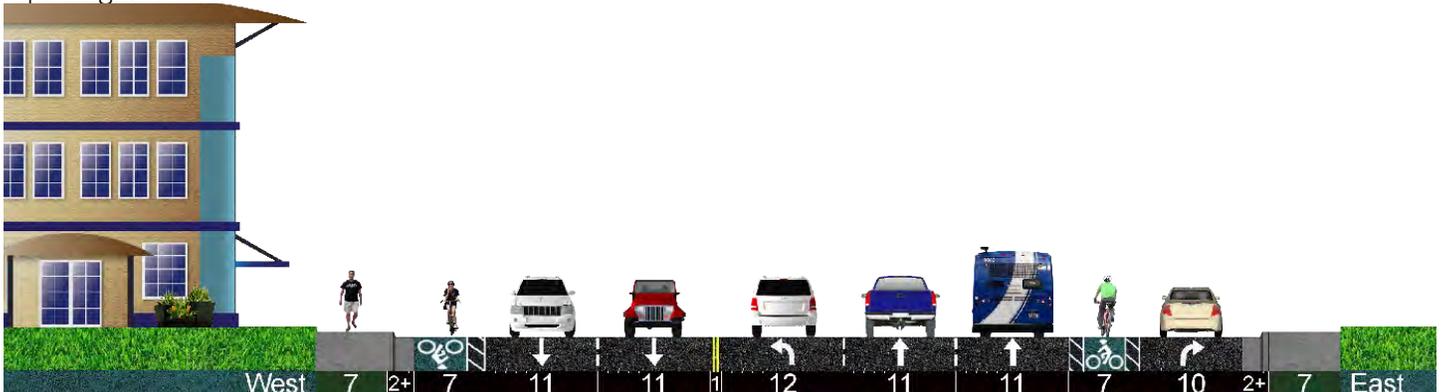


CITY HALL – S.R. 126 AND CENTER STREET – 100 FOOT RIGHT-OF-WAY

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

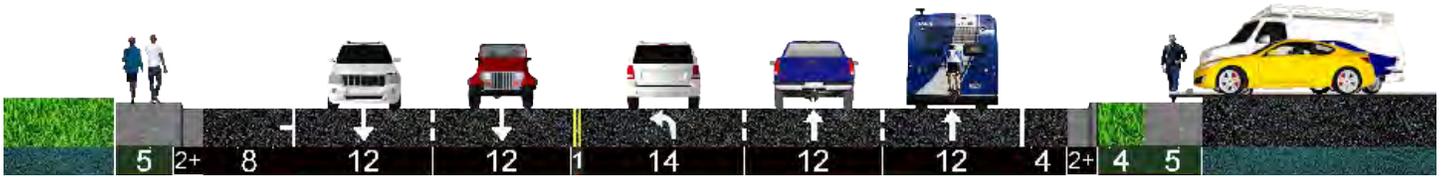


- Proposed Condition: Five lane cross section with 11' lanes, reduced turning radius on the east side northbound lane, widened sidewalks, buffered bike lane, bike lane placed between thru and right turn movement, removal of on-street parking. See below.

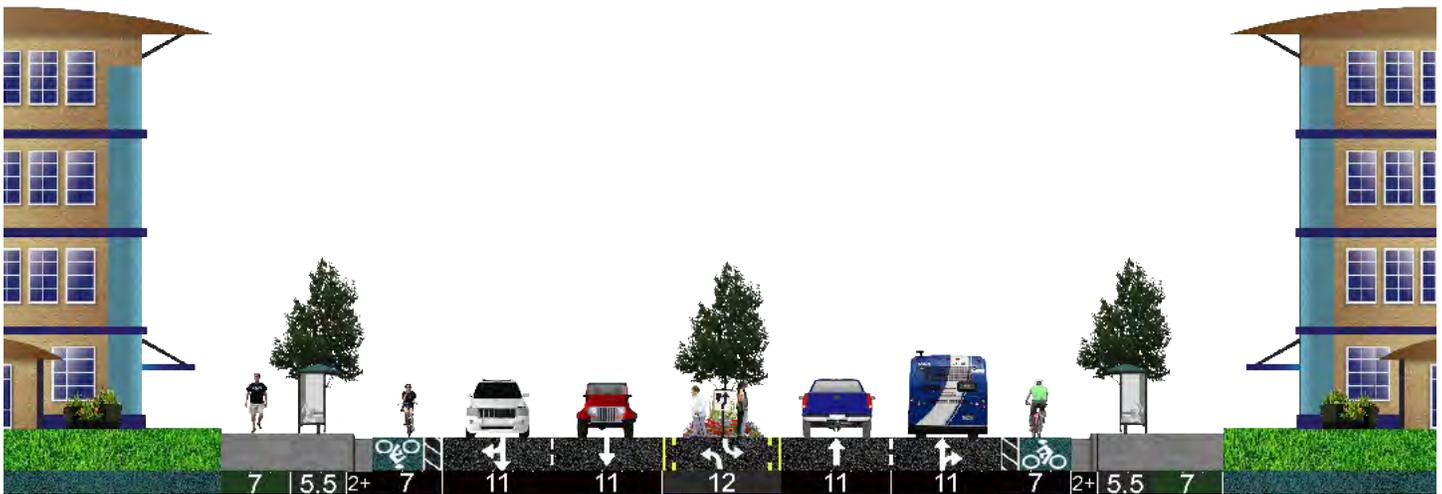


MABEY PLACE– S.R. 126 MID-BLOCK – 77 FOOT RIGHT-OF-WAY

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



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



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chapter
1.3

Implementing the Vision

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

GOAL 1: MODERNIZING DOWNTOWN ZONING

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

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

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

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

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

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

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



Clearfield FrontRunner Station. Clearfield City.



Bicycle on FrontRunner. Source: Eric Vance

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

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

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

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

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

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

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

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

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

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

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

GOAL 4: IMPROVE MULTI-MODAL TRANSPORTATION CONNECTIONS

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

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

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

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



Bicycle Trail.

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chapter
1.4 Plan Development

Analysis

Existing Conditions

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

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

DEMOGRAPHICS

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

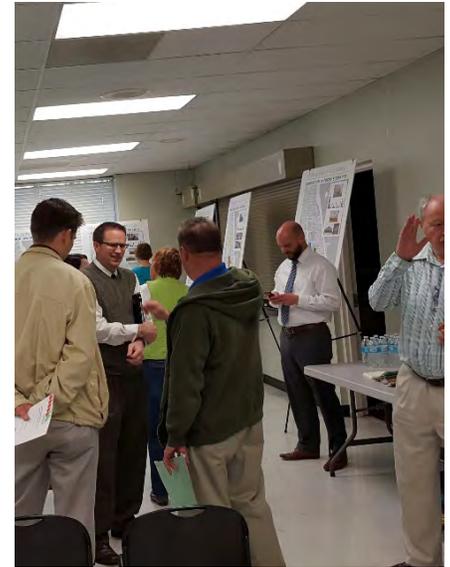
TRANSPORTATION

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

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

Exhibit 9: Project Area Transportation Modes Utilized

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



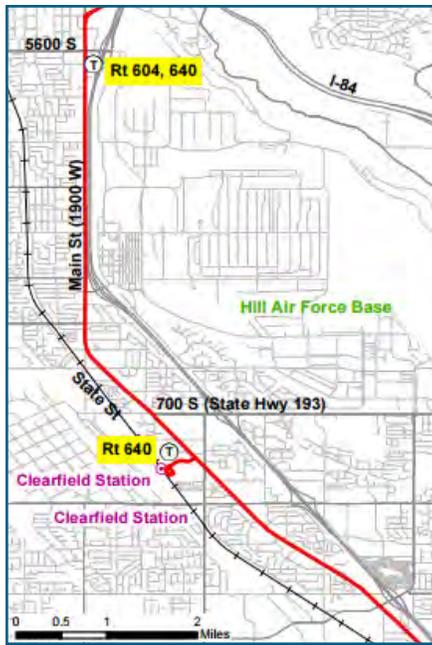
Workshop participants reviewing scenarios.



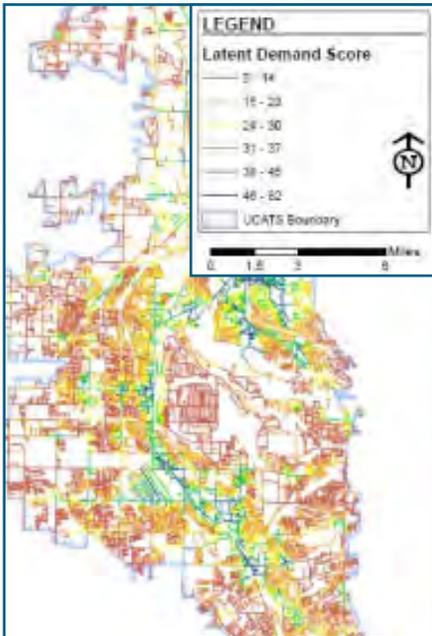
State Street Current Condition.



Clearfield Aquatic Center Indoor Pool Area.



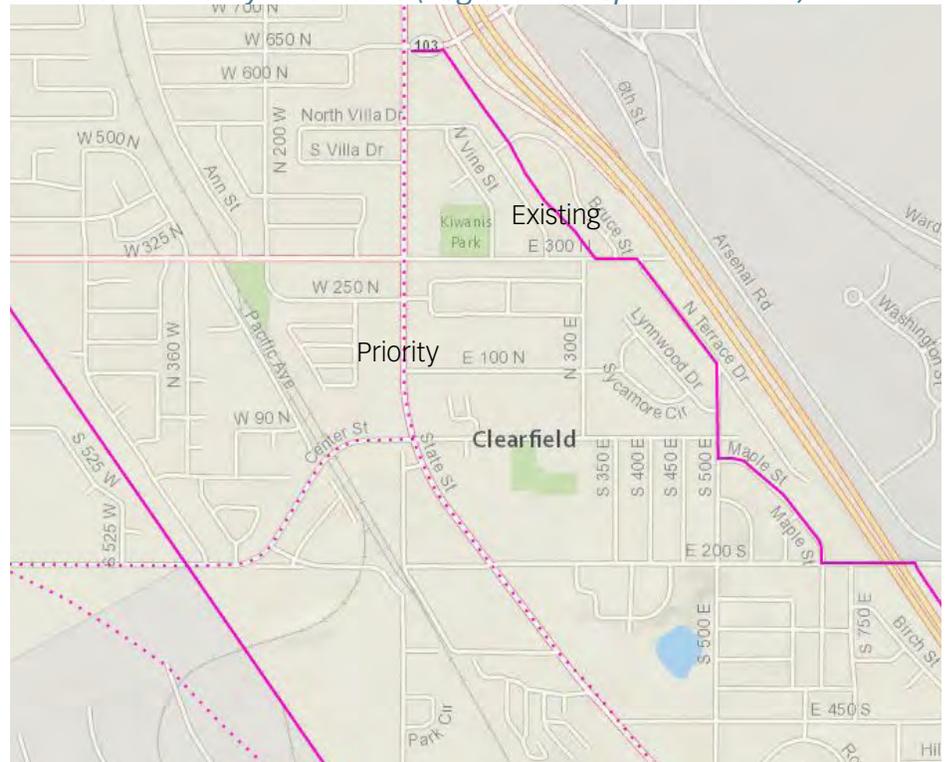
Bus Route 470.



UCATS Latent Walk Map for the Clearfield Area.

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

Exhibit 10: Priority Bike Route (Regional Transportation Plan)



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

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

LAND USE

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

Exhibit 11: Current Land Uses within the Study Area

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

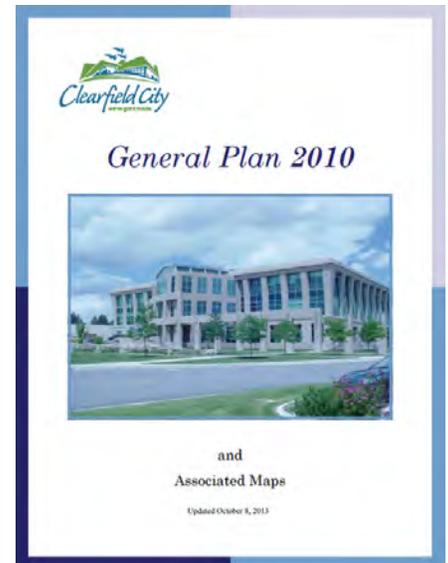
EXISTING PLANS

Local Plans

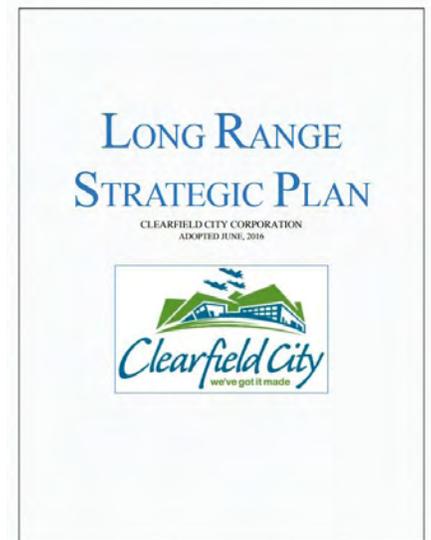
The Clearfield City General Plan provides a vision for future land use and transportation in the City, including the State Street Corridor. The Plan states that “new development is of exceptional quality and expresses attractive architectural and site design standards.” Land Use Goal 4 emphasizes the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

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

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



Clearfield City General Plan.



Clearfield Long Range Strategic Plan.

What is a Wasatch Choice Boulevard Community?

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

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

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

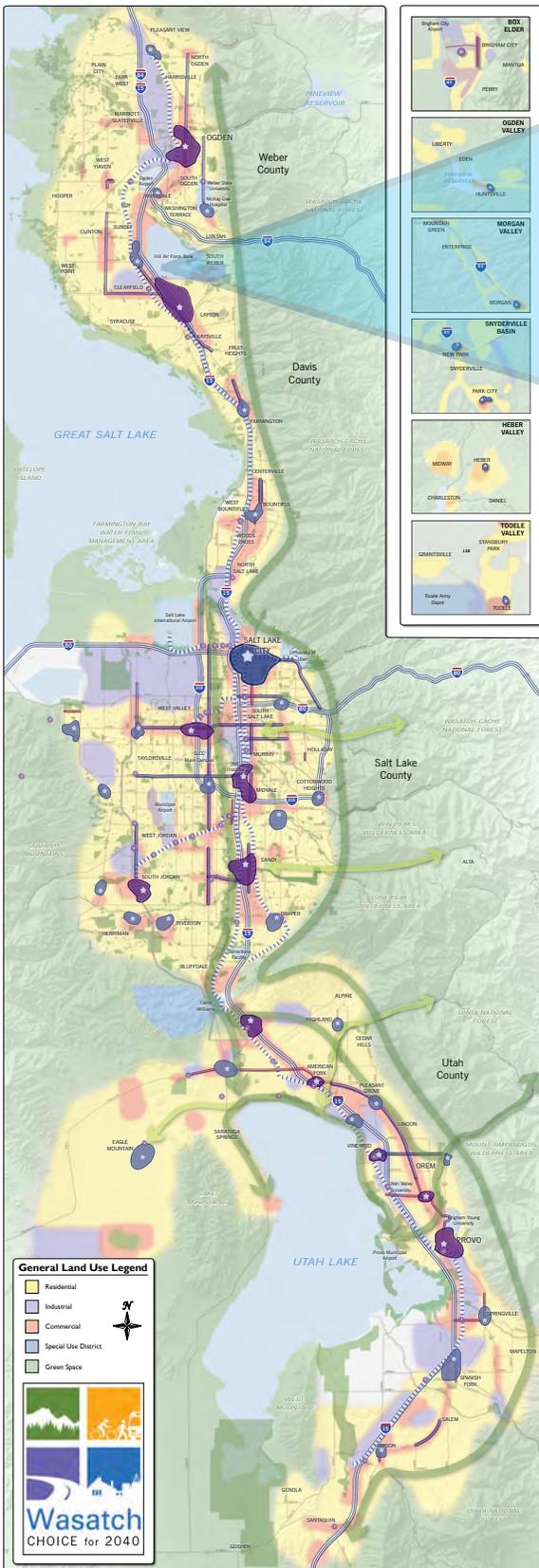
In addition to the General Plan, Clearfield City has recently updated their Long Range Strategic Plan. The Downtown Plan is a major step in implementing the Strategic Plan. From the plan, one of the public priorities is "Improving Clearfield's Image, Livability and Economy", to be accomplished through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

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

Regional Plans

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

Exhibit 12: Regional Vision–Wasatch Choice for 2040



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

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

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

Regional Greenways
 The Wasatch Choice for 2040 identifies key greenways that will connect our cities and provide a network of green infrastructure. These greenways will be developed in partnership with local governments and other population centers.

Regional Connections
 The Wasatch Choice for 2040 identifies key transportation corridors that will connect our cities and provide a network of green infrastructure. These corridors will be developed in partnership with local governments and other population centers.

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

- Metropolitan Center**
 Downtown Salt Lake City is the metropolitan center that is the hub of business and cultural activity in the region. It has the most intensive form of development. For both employment and housing, with high-density development common in the central business district. It will continue to serve as the finance, commerce, government, retail, education, and entertainment center for the region.
 Floor Area Ratio 1 to 10
 20 to 200 Housing units per acre
- Urban Center**
 Urban centers are the focus of commerce and local government services benefiting a market area of a few hundred thousand people. Urban centers will be served by high-capacity transit and major streets. They are characterized by two-to-four-story employment and housing options.
 Floor Area Ratio 0.75 to 4
 20 to 100 Housing units per acre
- Town Center**
 Town centers provide localized services to tens of thousands of people within a few-to-thirty-five mile radius. One-to-two-story buildings for employment and housing are characteristic.
 Floor Area Ratio 0.5 to 1.0
 20 to 50 Housing units per acre
- Station Community**
 Station communities are geographically small, high-intensity centers surrounding high-capacity transit stations. Station communities vary in their land use, some feature employment, others focus on housing, and many will include a variety of shops and services.
 Floor Area Ratio 0.5 to 2.0
 20 to 100 Housing units per acre
- Main Street Community**
 Main streets are a linear street corridor with a traditional commercial identity but are on a community scale. Main-street communities provide pedestrian-friendly features, but also benefit from good auto access and often transit.
 Floor Area Ratio 0.5 to 1.5
 10 to 50 Housing units per acre
- Boulevard Community**
 A Boulevard Community is a linear street corridor with a transit route. Unlike a Main Street, Boulevard Communities may not necessarily have a commercial identity, but may vary between housing, employment, and retail along any given stretch. Boulevard Communities create a positive sense of place for adjacent neighborhoods by ensuring that walking and bicycling are safe and comfortable even as traffic flow is maintained.
 Floor Area Ratio 0.5 to 1.0
 10 to 50 Housing units per acre

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

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

Cities Should Explore What's on the Map
 WFRAC and MAG encourage cities to explore a mix of activities and walkable development to reduce the need for long drives and provide residents with what they want out of life: more time for what matters most, affordability, family, improved health, and the pride of being in a world-class region.



Clearfield Center.

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

-Zions Bank Market Study



Cover of Zions Bank Market Study.

Market Demand

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

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

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

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

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

Planning Process

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

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

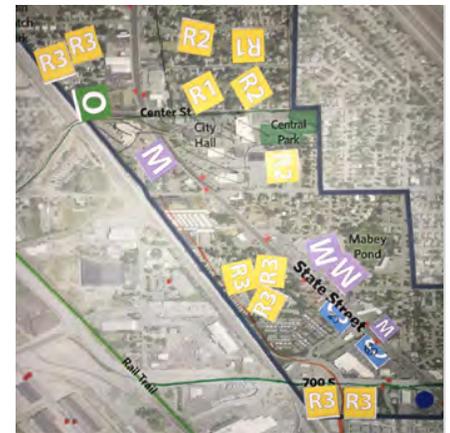
- Establish a strong identifiable downtown center
- Create of a beautiful central location, “the Heart of Clearfield”
- Welcome a range of housing options into the downtown
- Encourage a walkable environment
- Increase transportation options and safety for all users
- Encourage quality redevelopment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

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

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

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

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



Example of Workshop 1 Map Result.



Workshop Participants.



Workshop Participants.

Community Visioning Exercise

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

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

Survey Summary

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

Exhibit 13: Public Process Schedule

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