

CLEARFIELD CITY COUNCIL AND PLANNING COMMISSION
JOINT MEETING MINUTES
6:00 P.M. WORK SESSION
July 31, 2018

PRESIDING:	Mark Shepherd	Mayor
PRESENT:	Kent Bush	Councilmember
	Nike Peterson	Councilmember
	Vern Phipps	Councilmember
	Karece Thompson	Councilmember
PRESENT VIA TELEPHONE:	Tim Roper	Councilmember
STAFF PRESENT:	JJ Allen	City Manager
	Summer Palmer	Assistant City Manager
	Stuart Williams	City Attorney
	Brie Brass	Assistant City Attorney
	Scott Hodge	Public Works Director
	Kelly Bennett	Assistant Police Chief
	Spencer Brimley	Community Development Director
	Brad McIlrath	Senior Planner
	Trevor Cahoon	Communications Coordinator
	Rose Long	Marketing
	Curtis Dickson	Community Services Deputy Dir.
	Nancy Dean	City Recorder

PLANNING COMMISSION MEMBERS: Brady Jugler - Chair, Chris Uccardi, Kathryn Murray, Robert Browning, Michael Britton, Ruth Jones, Nicole Bigelow

VISITORS: Jared Hadley, Kevin Leo – UTA, Paul Drake – UTA, Steve Meyer – UTA, Ray Whitchurch – IBI Group, Lance Tyrrell – IBI Group

UPDATE AND DISCUSSION ON CLEARFIELD STATION AREA PLAN

Spencer Brimley, Community Development Director, explained the City partnered with the Utah Transit Authority (UTA) to hire a consultant to design the Clearfield Station Area Plan for the 60 acres owned by UTA at the Frontrunner station. He continued IBI Group was hired for the project and staff as well as UTA had been working with them on the plan. He stated IBI Group would be presenting a concept plan and proposed themes for the site.

Ray Whitchurch, IBI Group, expressed his opinion the UTA property was a prime piece of property. He explained the City had been awarded a federal opportunity zone grant to create the Clearfield Station Area Plan, which would provide tax benefits for investors wanting to put money into developing the property.

He provided an update on the process to date. He mentioned there had been public outreach regarding the development of the plan as well as meetings with Mayor Shepherd and staff. He commented input from those groups had been incorporated into the plan's development thus far. He explained some design theme options had been developed and the project was at a point where more discussion was needed from the stakeholders so the plan could be finalized with recommendations that would affect the economics of developing the site.

Lance Tyrrell, IBI Group, presented some building and site theme design options that included Industrial, Contemporary, Traditional, Bright and Eclectic, as well as the option of no specific theme where other features were the common element such as color, wood, brick, landscape, or furniture.

Councilmember Peterson expressed her appreciation for the presentation but wondered why the discussion was starting with identifying a design theme for the site. She commented it seemed preemptive given the Council had not even seen a concept plan yet. She expected the presentation to start with information from the market analysis to learn what the reality was for development of the site. Mr. Whitchurch responded the design theme and street patterns were important because they would help guide the market study and the implementation of those issues was expensive. Councilmember Peterson acknowledged the approach was similar to when the City developed the Form Based Code and its placemaking focus, but the Clearfield Station Area Plan was meant to govern a single 60-acre site. She wanted to know what the market would sustain, what would support the City, and be profitable for UTA. She suggested the infrastructure and cost were ancillary to the core that could create excitement about the development. Mr. Whitchurch explained the concept plans would be presented shortly.

Mayor Shepherd agreed with Councilmember Peterson. He said it was difficult to look at what it could look like before understanding what would drive the market. He stated he liked the idea of creating an industrial feel for the site because Clearfield was an industrial based community and it would be unique outside of Salt Lake City. He added the design for the site needed to be so unique it did not just blend in with everything else. He stated elsewhere in the City there was a lot of new development taking place but the City's original expectation was UTA's site would lead development, but that appeared to be the opposite of what was actually taking place. He expressed his opinion that the focus needed to be creating a place that stood alone, yet stood out as a destination. Mr. Whitchurch commented a lot of the comments appeared to center around the identity of the development. He stated the development pattern was also important.

Councilmember Phipps expressed his opinion that the development needed an element of livability and destination. He understood the concept of the design driving things, but he believed the exact look and feel of the development was not as relevant as having a nice place to stay that was walkable, livable, pleasant, and did not feel like high density residential. Mayor Shepherd agreed it was the livability coupled with creating a destination that was important. Mr. Whitchurch suggested it was important to remember and consider that there was a commuter rail station on the edge of the property. He agreed the goal was to create a pleasant place. Paul Drake, UTA, commented Clearfield Station was intended to be a gateway piece and an introduction of the identity of the City. He suggested there was some advantage to addressing what that look and feel should be prior to other elements so the focus would be on what message the City wanted to give to those arriving on the train. Mr. Tyrrell agreed the livability of the development needed to come first. He stated public comment had given a lot of insight into the hope that the development be a destination place with a unique identity. He suggested the identity and aspirational look could be addressed in tandem. Planning Commissioner Browning expressed his opinion that starting with the design made sense because the site was unique from other developments because it was vacant property that really could be anything.

Mr. Drake explained the process that would take place before the property could be developed. He stated creating the Clearfield Station Area Plan was one of the initial steps and the one that would guide every decision moving forward.

Councilmember Bush suggested considering different architecture for different areas of the site given its size. Mayor Shepherd cautioned that multiple themes on the site might be detrimental to the flow of the site. Mr. Tyrrell commented there needed to be a good balance for a unifying theme. He added not every street and building needed to look exactly the same. Councilmember Phipps expressed concern about the continuity of the project if it was done in phases. Mayor Shepherd agreed. He stated it was crucial to create a theme from the beginning. Mr. Whitchurch commented it needed to be unique to attract quality developers and investors.

Planning Commissioner Bigelow suggested it made sense to design an industrial look for the development given its proximity to the Freeport Center. Mr. Whitchurch commented flexibility could be built into an industrial design and theme. The consensus from the City Council and Planning Commission was to design the site with an industrial theme.

Mr. Whitchurch explained early market analysis suggested the site could sustain 200,000 square feet of office space and 40,000 square feet of retail, which would mean sixty percent of the site would be a residential use. He commented UTA felt like the development of the site was about people per acre not units per acre. He stated there was a common ratio for transit-oriented development based on a study performed by the University of Utah. He continued that ratio was sixty percent residential, 30 percent office, and ten percent retail and lent itself to the best walkable formula to supported transit.

Mr. Tyrrell presented two alternative concept plans for the site. The first was a downtown block feel with office at the heart of the station including a boulevard with some shops and retail surrounded by residential. He stated the site would include recreational destination items on the south of the property. He suggested that layout created a consistent nighttime and daytime population because of the mix of uses.

Councilmember Peterson asked what the walking distance was from the platform to the recreational facilities since walkability was driving the design. She also asked how much of the site would be used for surface parking. Mr. Whitchurch responded the recreational facilities were over a quarter-mile from the platform. He suggested those facilities were not really a transit-oriented use because not many people would take the train to participate in those activities. Mr. Tyrrell described the surface and structured parking areas planned in the design.

Councilmember Peterson asked how much housing was driving ridership in other TODs in the State. Mr. Drake explained the numbers were different for different types of stations. He stated UTA was seeing an uptick in ridership where people lived near the station. Councilmember Peterson commented the site was large and often felt like a transit adjacent project rather than a true TOD. Mayor Shepherd commented on Farmington Station. He stated people did not ride the train to shop at Farmington Station. He suggested the Farmington rail site was more of a shuttle stop for commuters not a destination. Mr. Drake stated it was still an area that was primarily residential. He added some stations were primarily commercial stops and the best TODs were trying to create thirty-three percent ridership. He admitted that percentage was lower in Utah.

Councilmember Peterson expressed her opinion that the capacity of the site was exciting to consider. She hoped as much care went into taking advantage of importing riders as well as exporting them. She believed the two could be mutually beneficial for the site and the City.

The second concept plan for the site was presented. Mr. Whitchurch described the plan as truly transit-oriented because all roads led to the platform. It incorporated the same elements as the first plan but was more efficient and provided a unique identity for the site. There was consensus from the City Council and the Planning Commission that the second layout was the preferred design.

Mayor Shepherd asked if the office, retail, residential calculations were being based on a 60-acre project or a 70-acre project. Mr. Whitchurch stated the calculations were based on a 60-acre project. Mayor Shepherd stated those calculations should be based on a 70-acre project because the Thackeray Garn apartments currently under construction were part of the development. Mr. Whitchurch agreed. He expressed his opinion that a planning perspective would encourage looking at the other side of State Street in those calculations as well. He acknowledged the reality was the market study indicated the site could only sustain about 200,000 square feet of office space leaving the rest of the site for residential development.

Planning Commissioner Jones asked if the residential component would be apartments and/or condominiums because the uses were very different in their nature. Mayor Shepherd responded it would need to be both uses. Commissioner Jones expressed her opinion that condominium living often brought pride of ownership and a better long-term feel while at the same time building community. She continued it was important to consider the desires of the current residents of the City and long-term ownership was important. She stated what the development looked like in twenty years mattered. Mayor Shepherd agreed. He commented the finish level for condominiums was higher end because of ownership.

Mayor Shepherd expressed concern the proposed locations for retail in either plan was too far away from the recreational facility. Mr. Whitchurch agreed to look at that as the plan moved forward. Mayor Shepherd also expressed concern that the street coming into the site on the south end of the property would become a thoroughfare, especially if 1000 East Street were eliminated. He stated that should be considered as the location for some retail as a way to monopolize on the exposure.

Councilmember Bush moved to adjourn the joint work session and reconvene in City Council Special Session at 7:00 p.m., seconded by Councilmember Thompson. All voting AYE.

**APPROVED AND ADOPTED
This 14th day of August, 2018**

/s/Mark R. 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, July 31, 2018.

/s/Nancy R. Dean, City Recorder