

CLEARFIELD CONNECTED

STATION AREA PLAN + DESIGN GUIDELINES



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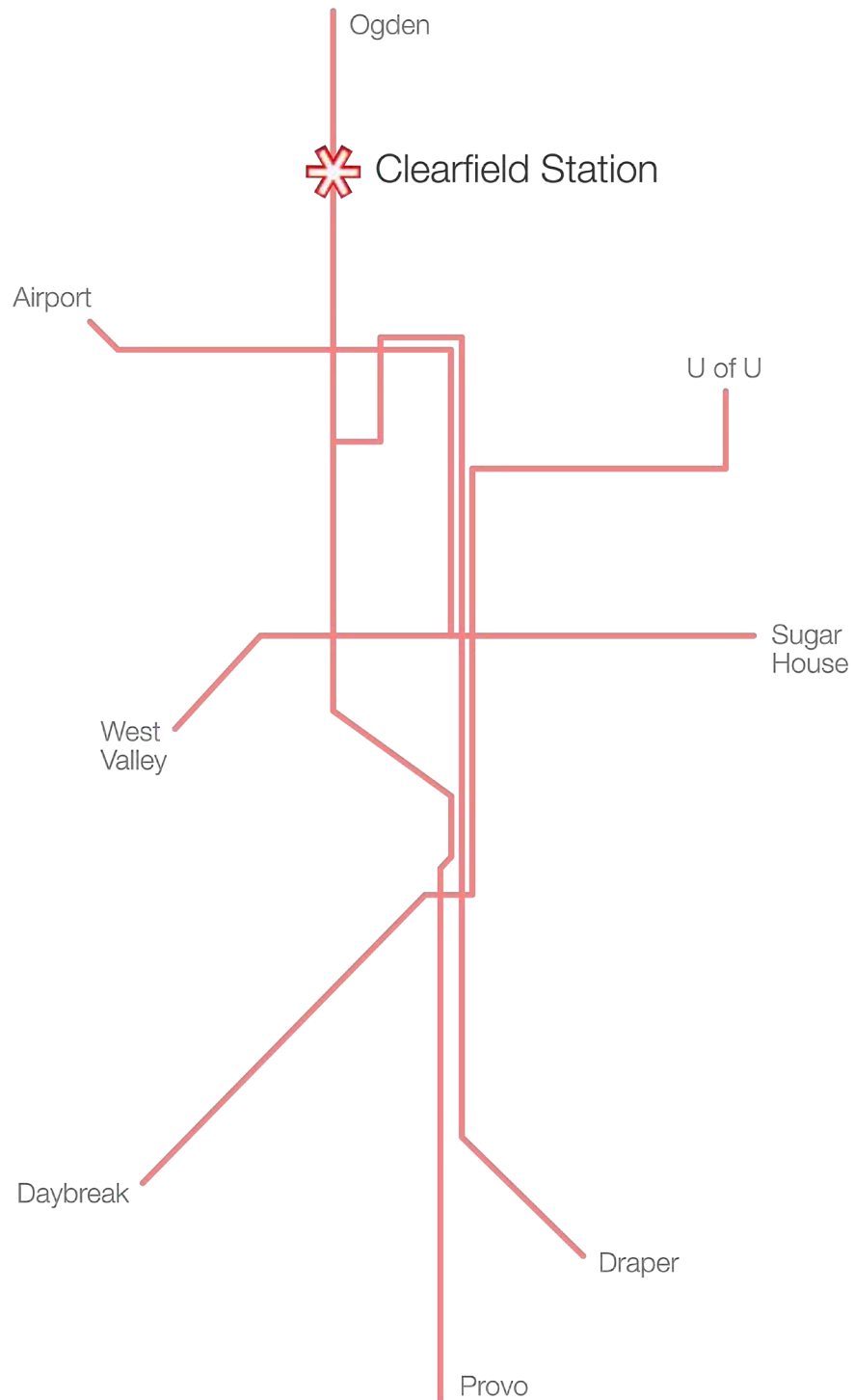
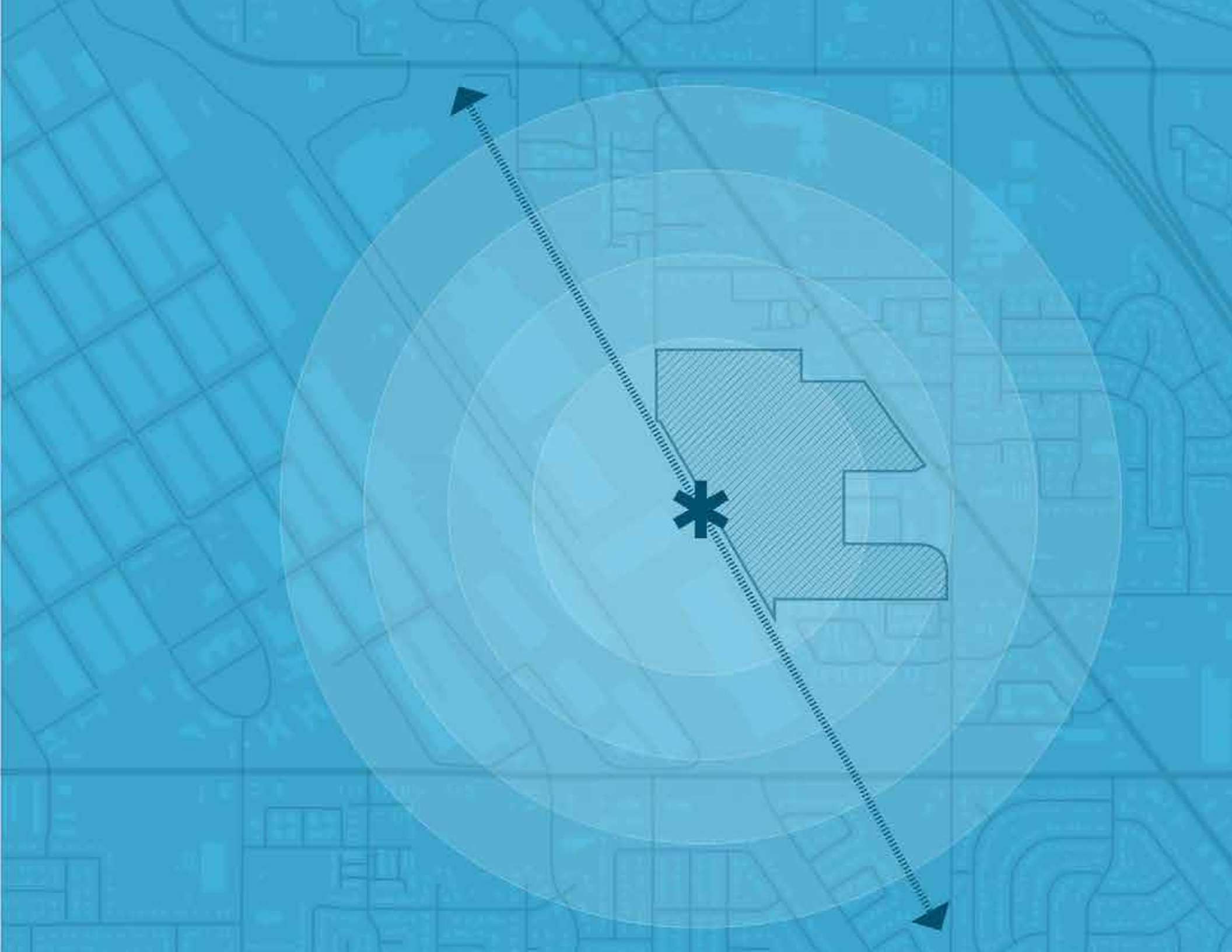


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01

INTRODUCTION





Introduction

This document contains a Vision, Concept Master Plan and Design Guidelines for development of the Clearfield Station site located in Clearfield, Utah.

The Clearfield Station site is critical to catalyze the vision of Clearfield City, better connect the city with the regional economy, and prepare Clearfield to capture the benefits of coming growth in the area. With approximately 60 acres of vacant land, this site represents a blank slate with the ability to create something great that meets the needs of Clearfield City and its residents, as well as UTA and transit riders.

“Clearfield Connected” is the name given to the planning process for the Clearfield Station Site, which Clearfield City and UTA initiated together to create a vision and plan for the site, as well as a set of design guidelines that will regulate the form and quality of the site.

DOCUMENT OVERVIEW

The purpose of this document is to set forth the vision, goals, urban design principles, and design guidelines that will govern future development of the Clearfield Station site.

This document will provide the regulatory structure that will guide the development of the Clearfield Station site. Graphic depictions and photos used in this report are for illustrative purposes and are only intended to provide examples of specific building elements and spatial character. These are not intended to depict actual buildings or site development unless otherwise specified.

HISTORIC CONTEXT

Clearfield was settled in 1877, and was initially an agricultural community. Things began to change in the 1940’s when major defense facilities were constructed within and adjacent to Clearfield.

Construction on Hill Air Force Base began in 1940, and thanks to the U.S. involvement in World War II, it quickly became a significant employer. Today it is still one of Utah’s largest employers and employs many Clearfield residents.

In 1943, the Clearfield Naval Supply Depot was constructed adjacent to the railroad on the west side of the City. This facility also became a major employer, before it was decommissioned in 1962. These facilities became the Freeport Center, and it is now a major manufacturing, warehousing, and distribution center.

The Clearfield Station site is located east of the railroad tracks from the Freeport Center, and has historically been used for light industrial uses, and more recently, as a park and ride lot for the FrontRunner Station.

REGIONAL CONTEXT

The City of Clearfield is located 28 miles north of Salt Lake City in Davis County. It is situated between the Great Salt Lake to the west and the Wasatch Mountains to the east.



The Clearfield Station Site

The boundary for the Clearfield Station Area Plan is shown on the opposite page. This represents 60 acres of undeveloped land located in Clearfield, situated between the railroad/ FrontRunner tracks and State Street. Currently, the site is used as a park and ride lot for transit riders, but is otherwise vacant. This site represents the largest area of UTA owned vacant land that is adjacent to a FrontRunner or TRAX transit station in the entire UTA system.

The 10 acres of land on the southwest corner of the State Street / 1000 East intersection is currently being developed into 216 apartments, distributed across several buildings.

This plan accounts for this new development by working with its design to tie into the newly created street network, and ensuring compatibility with the multi-family land use. At buildout, Clearfield Station will be a cohesive neighborhood that includes the existing 10 acre apartment site.

ACCESS + CONNECTIONS

TRANSIT

The site is adjacent to the UTA Frontrunner commuter rail line. The UTA Frontrunner loading platform is located on the west edge of the site. The commuter rail line connects users to cities from Ogden to Provo. This line runs approximately 90 miles along the Wasatch Front, making Clearfield Station a key connection in the region.

VEHICULAR

Access to Interstate 15 is available approximately 1 mile to the northeast of the site at 700 South as well as to the southeast of the site at Antelope Drive. State Street (SR 126), a major north/south arterial through Clearfield, fronts the site to the east. The Salt Lake International airport is approximately 25 miles south of the site and is easily accessible via I-15/Legacy Highway and Interstate 80. Traffic in the area is controlled by a signal located at the intersection of 1000 East and State Street.

PEDESTRIAN & BICYCLE ACCESS

The Denver & Rio Grande Western Rail Trail (D&RGW) is a hiking and biking trail that runs from West Bountiful through Roy. It is both a paved and unpaved flat, 22 mile trail consisting of north and south lanes of travel. The D&RGW Rail Trail is located just west of the site, but currently no access to the trail is provided across the Union Pacific or Frontrunner rail lines.

The site is connected to the rest of the City through streets and sidewalks on the east side of the property. However, connections from the rest of the site are currently limited. The multi-family development to the South is currently separated by a fence with no connections into the site. The north boundary of the site currently does not have any connections, though Depot Street is proposed to connect to the site, allowing vehicular, pedestrian, and bicycle connections to the north.

There is very limited access to the property currently from the Freeport Center to the west of the property. This access is limited by an inability to cross railroad freight lines as well as some vertical change. In addition, warehouse space along the track has created a wall of buildings that limit pedestrian access to the FrontRunner Station.

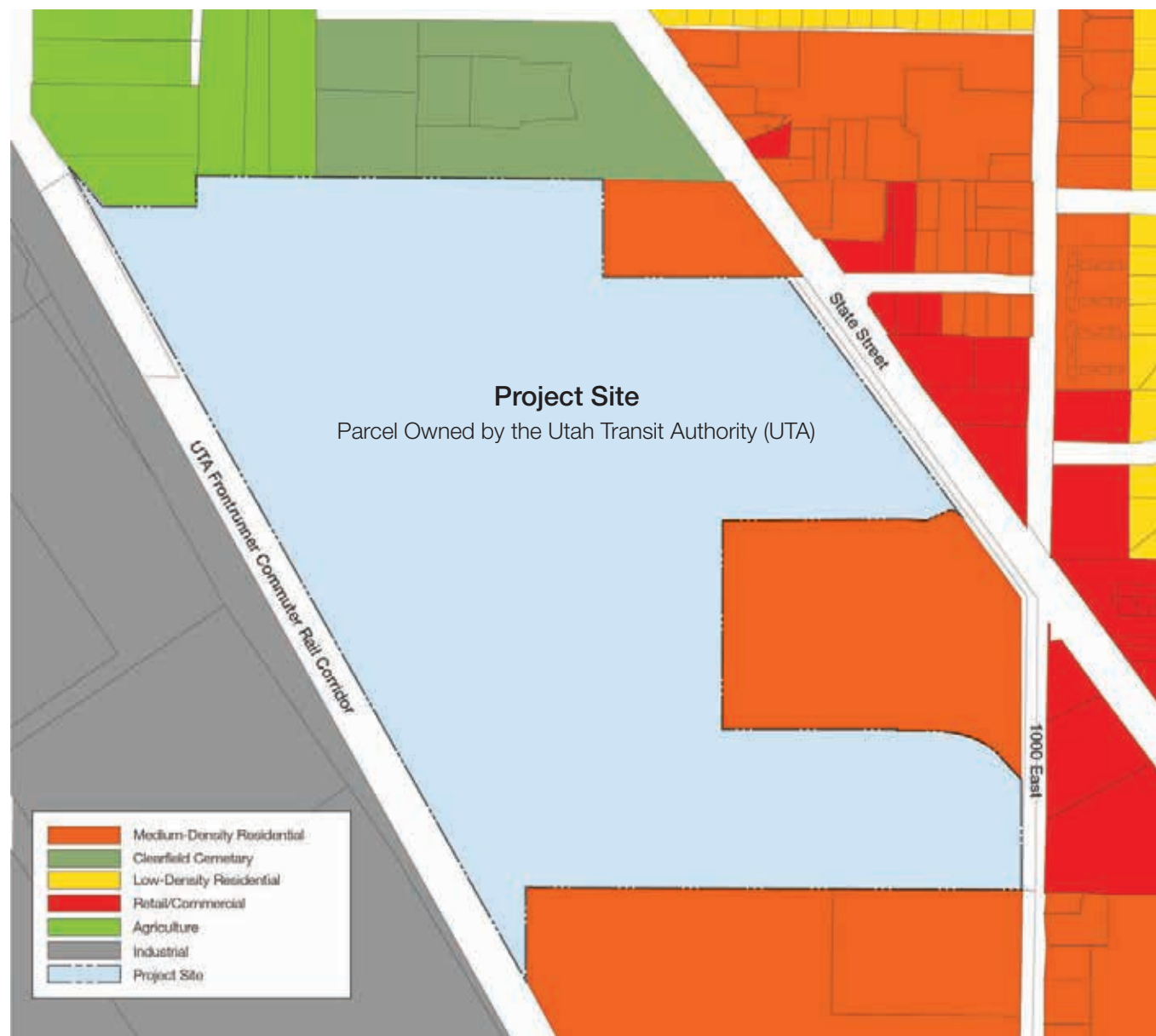




Land Use and Ownership

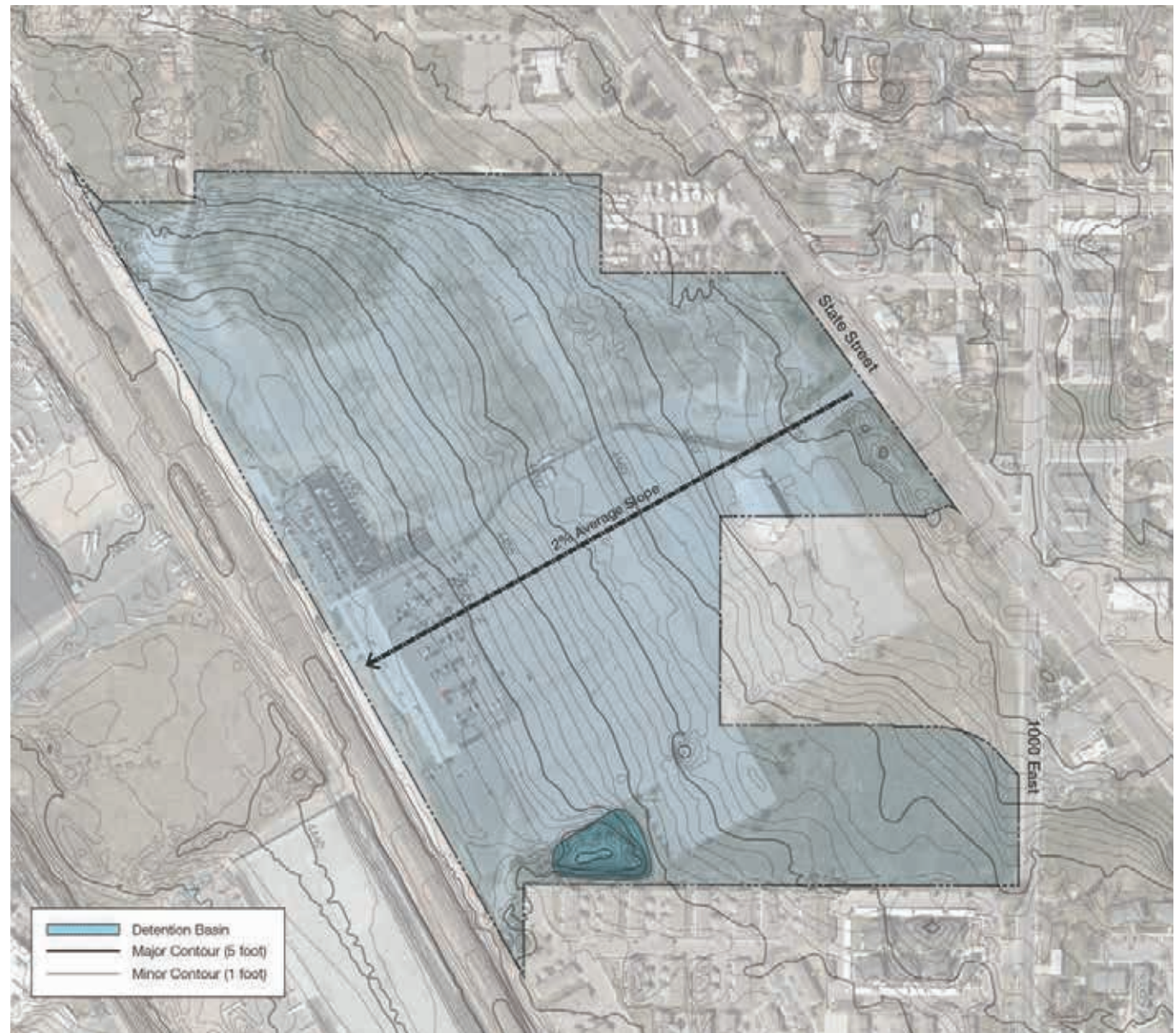
This map shows the Clearfield Station property and the general land-uses that surround the site.

The Clearfield Station property is currently owned by the Utah Transit Authority (UTA). Existing parking lots are legally non-conforming uses with maintenance rights. Current land use surrounding the site is primarily single family and medium density residential housing. East of the site is the State Street commercial corridor. West of the site is the Freeport Center that consists of industrial land used for processing, assembling, manufacturing and warehouse storage.



Environmental Conditions

Currently there are no negative soil or environmental conditions known on the site. Necessary utilities are located near the site. The site is affected by noise both from jets taking off from Hill Air Force Base as well as the commuter and transport rail lines adjacent to the site. The typical slope across the site is approximately 2% which provides adequate surface drainage. An existing detention basin is located on the south end of the site and provides adequate storage for surface drainage of the site.



The Need for a Plan. The Potential for this Site.



Why Here? Why Now?

The current development market is thriving and this site possesses a unique mix of factors that could come together to make it a highly sought after development opportunity.

The factors outlined here demonstrate some of the most important elements that Clearfield Station offers, as well as the external factors that make conditions prime for quality development.

THE FRONTRUNNER STATION

The FrontRunner Station is an incredible asset for Clearfield, as it connects the City to the entire Wasatch Front. Together with the bus system and other multi-modal choices, it provides residents with the option of commuting and getting around the region without a car.

A LARGE, VACANT SITE

The entire 60 acre site is essentially vacant, and is owned by a single entity (UTA). This creates ideal conditions for development plans to succeed.

POPULATION GROWTH

Utah is one of the fastest growing states in the country, and is expected to grow another 50% by 2040. However, this has led to a lack of housing, and housing costs have significantly increased recently. This has led to a strong demand for more housing, particularly in the form of compact and efficient multi-family developments. There is also a specific desire for multi-family housing in high-quality, mixed-use neighborhoods.



STRONG ECONOMIC CONDITIONS

Utah currently has one of the strongest economies in the nation, along with being one of the fastest growing states in the nation. There is strong pressure for growth in both housing and employment opportunities.



ECONOMIC INCENTIVES

This site is eligible for significant economic incentives that will help make the high-quality development that this document envisions financially feasible. These programs include funding incentives such as the local RDA/CRA that is currently in place, as well as the federally designated Opportunity Zone incentives that this site is eligible for.



COMMUNITY ASSETS

The development of offices and housing on this site will generate the need for amenities that will provide benefits not only for residents and employees of Clearfield Station, but for the City as a whole. These include amenities such as public open space, enhanced street amenities, retail shops and restaurants, and more.



OPPORTUNITY TO CREATE SOMETHING GREAT

All of these elements combine to create an amazing opportunity to create something great in Clearfield and Northern Davis County. A thoughtful, collaborative plan that is based in market realities will encourage interest from the development community, creating a great place that will help put Clearfield on the map.



Transit Oriented Development (TOD)

WHAT IS TOD?

With its direct connection to a major transit station, the Clearfield Station site is ideally suited for a Transit Oriented Development.

Transit-Oriented Development (TOD) is essentially a development strategy that aims to make the most of the development possibilities near a major transit station. It is defined by Reconnecting America, one of the leading TOD organizations as *“a type of community development that includes a mixture of housing, office, retail and/or other amenities integrated into a walkable neighborhood located within a half-mile of high quality public transit.”*

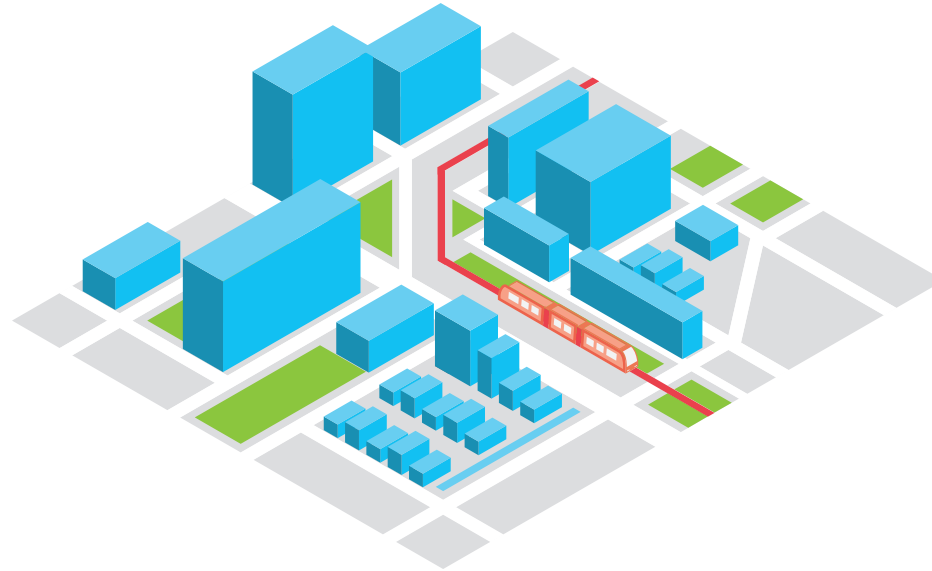
WHAT'S DIFFERENT ABOUT TOD?

For the past few decades, cities have often segregated uses throughout their boundaries, with single family homes, multifamily homes, offices, retail, civic uses, and more, all separated into their own areas within the larger city.

TOD encourages a mix of uses in one neighborhood, similar to how cities developed before cars became prevalent and allowed us to easily travel long distances in our daily commutes. TOD utilizes the close access to public transportation to promote transit, walking, biking, and other non-automobile uses to create neighborhoods that harken back to traditional downtowns and villages that create a walkable, unique and close-knit community.



Elements of Transit Oriented Development (TOD)



ELEMENTS OF TOD

The major elements of a TOD can be broken down into three categories (which conveniently correspond with the TOD acronym).

- Transportation
- Open Space
- Development

TRANSPORTATION **T**

The different transportation modes (transit, walking, bicycle, cars, etc.) and the infrastructure and amenities (lanes, parking spots, transit stops, stations, sidewalks, etc.) that allow residents to travel safely, conveniently, and comfortably in whichever mode they choose.

OPEN SPACE **O**

The public spaces (plazas, patios, parks, sidewalks, etc.) that form the transition between transportation facilities and buildings, also known as ‘the spaces between’ where the life of the city plays out. Can be public or private property, but should be designed to be accessible, friendly, and fun for all.

DEVELOPMENT **D**

The built up areas, primarily private parcels, where different human activities occur that support varied housing, employment, shopping, and other uses. In the TOD model, buildings should relate to and activate surrounding open spaces and streets and support transit ridership with adequate density.

UTA Goals for TOD

UTA GOALS

All UTA land near transit stations must be developed in accordance with UTA's adopted *Transit-Oriented Development Design Guidelines*, which "provide direction for joint-development partners on the design elements that UTA expects developers to consider and address in development plans, including connectivity and development form."

Unlike most land owners, UTA has several expectations and goals in developing property beyond making a profit. First and foremost, UTA is a public transit provider and while generating the best return possible is clearly an objective, it is only one of the goals that UTA has in relation to its property development activities.

All development on UTA land near UTA stations will be reviewed by UTA staff to ensure compatibility with these guidelines. The local jurisdictional codes must also be followed when developing plans to ensure they are not in conflict with what is advised in UTA's guidelines.

The Clearfield Connected Plan and its accompanying design guidelines have been created to be in accordance with the following goals and UTA's *Transit-Oriented Development Design Guidelines*.

GOAL 1: INCREASE RIDERSHIP

UTA understands that the real estate market drives development feasibility. In fact, both residential and employment centers, provided that they are designed appropriately, can generate significant increases in ridership. Vertical and horizontal mixed uses are strongly encouraged at UTA sites.

However, some land uses simply do not generate the level of ridership UTA expects for TOD. For example, an employment center that houses one employee per 1,000 square feet or where a majority of workers have shift hours that do not allow them to utilize the transit system to commute are not considered transit supportive. UTA's number one objective is to maximize the public transit investment at their station areas.

GOAL 2: OPTIMIZE DEVELOPABLE LAND AND SUPPORT THE REGIONAL GROWTH VISION

Meeting the challenges of population growth along the Wasatch Front is a critical goal for UTA. Supporting land uses that reduce the negative impact of this growth is at the heart of the UTA TOD program. This includes supporting the 3% strategy developed by Envision Utah, a goal which accommodates 33% of future development on just 3% of available land. It also includes implementing the Wasatch Choice for 2040 Vision, which calls for the development of higher density "centers" and "corridors" across the Wasatch Front served by high capacity transit.

Both of these strategies were developed through tremendous public input and regional coordination and address issues like poor air quality, traffic congestion, auto dependency, and housing equity. They also support regional economic development and improved access to transit through first and last mile strategies.

GOAL 3: GENERATE REVENUE

Like any development partner, UTA expects to see a suitable return when developing property. While UTA receives most of its operating revenue from local option sales tax, joint-development is seen as a new and innovative revenue source to assist with funding future operations.

While meeting these expectations may seem challenging at times, doing so will ensure that UTA continues to fulfill its responsibility to the public as a world-class transit operator. In turn, a highly effective and efficient transit network will make TOD more desirable.

Design Guidelines Overview

INTENT

This document contains design guidelines that regulate development at Clearfield Station. The design guidelines sections correspond with the TOD elements outlined on page 15, and are found in the Transportation + Mobility (T), Open Space + Public Realm (O), and Buildings + Architecture (D), sections of this document.

The intent of the Design Guidelines is to establish strong urban design principles and quality development, while also creating a design theme, coherence, and a consistent look and feel throughout Clearfield Station.

These guidelines create a design vocabulary that is unique to Clearfield Station. They promote a sense of aesthetic continuity, ensure high quality development, and help establish a clear and distinct community identity.

DESIGN REVIEW COMMITTEE (DRC)

A Design Review Committee (DRC) will review all development in Clearfield Station to verify each project meets the vision for the Development, and that all applicable design guidelines are followed.

INTENT STATEMENT

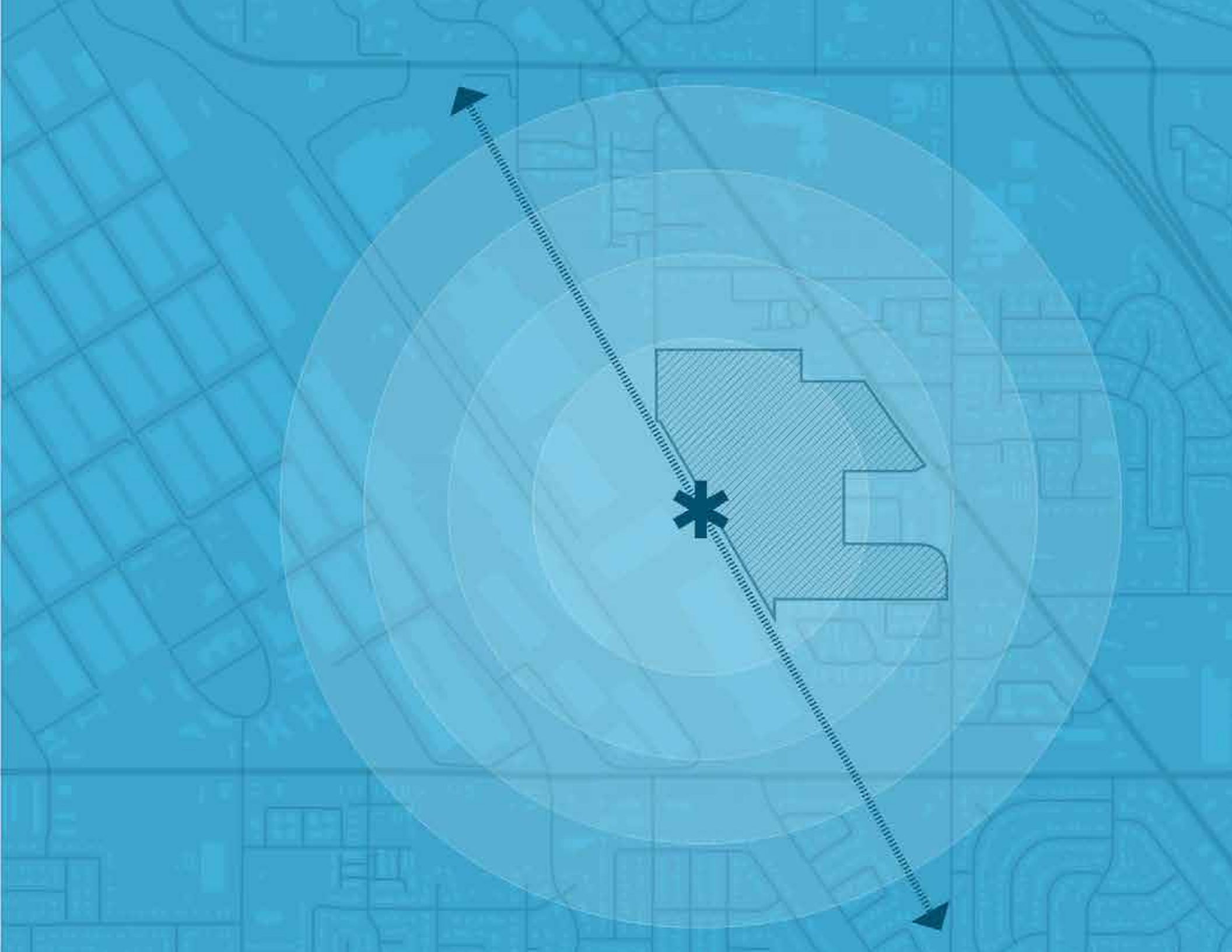
The intent statement establishes the over-arching design intent for the category, and helps designers understand the rationale and aspiration used to create the design guidelines. In the event the guidelines and standards are not clear or appropriate, the intent statement shall be referred to, in order to provide additional direction for the designers and the Design Review Committee (DRC).

DESIGN GUIDELINES

The design guidelines provide specific direction that designers should implement on their project. These guidelines provide important direction for designers and developers to ensure consistency across the various projects that will occur in the Development. It will also ensure that all participants in the development of the site will achieve a certain level of quality.

Guidelines use the term “should” or “may” to indicate that this direction should be implemented where possible and practical. Alternatively, design standards outline the essential requirements that designers and developers **MUST** meet, in order to gain design approval from the DRC. Standards use the term “shall” or “must” to indicate that compliance is required.

In the event that a guideline is not applicable or appropriate, a process has been established to provide flexibility where necessary. The DRC may grant exceptions if the applicant can clearly demonstrate a more appropriate solution that is still consistent with the intent, vision and project goals as outlined in this document.



02

VISION + PROJECT GOALS





CLEARFIELD STATION

CLEARFIELD STATION WILL BE A THRIVING, MIXED-USE, WALKABLE NEIGHBORHOOD THAT LEVERAGES THE COMMUTER RAIL STATION TO CREATE A COMPLETE COMMUNITY WITH MULTIPLE TRANSPORTATION OPTIONS THAT CONNECT IT TO THE WASATCH FRONT. IT WILL BECOME A REGIONAL DESTINATION THAT PROVIDES ABUNDANT OPPORTUNITIES FOR EMPLOYMENT, LIVING, SHOPPING, RECREATION, AND MORE, WHICH WILL ALL WORK TOGETHER TO CREATE A GREAT PLACE.

The **8** Goals for this Project Are...



01 CREATE AN EXCITING DESTINATION

02 CREATE A COMPLETE COMMUNITY

03 PROVIDE COMMUNITY ASSETS

04 PROMOTE QUALITY URBAN DESIGN

05 MAINTAIN CONVENIENT TRANSIT ACCESS

06 GENERATE TRANSIT RIDERSHIP

07 CONNECT THE SITE TO THE CITY + REGION

08 PROMOTE THE CITY'S INDUSTRIAL HERITAGE

Project Goals for Clearfield Station

CREATE AN EXCITING DESTINATION

Clearfield Station will provide unique amenities that help create an exciting user experience. It will be a significant employment center and destination for people from surrounding communities and the larger Wasatch Front.

The public realm (streets and open spaces) will be designed in a way that makes the neighborhood walkable and friendly, and will provide unique and exciting experiences for users.

CREATE A COMPLETE COMMUNITY

Clearfield Station will provide a mix of land-uses that will work together to create a complete community. The primary land uses will be office/commercial and residential. These uses will be supported by retail, restaurants, food markets, public gathering spaces and other neighborhood services, all within walking distance of each other.

PROVIDE COMMUNITY ASSETS

Clearfield Station will become an asset to the larger community, in part by providing a number of community assets such as parks, plazas, recreation facilities, and vibrant, walkable streetscapes. The neighborhood will also reserve land for a school. All development in the neighborhood should promote livability for residents and visitors.

PROMOTE QUALITY URBAN DESIGN

Clearfield Station is designed and planned with sound urban design principles that promote walkable, safe, and livable streets. All development will exhibit quality architecture, landscape architecture, and urban design, which will work in harmony to create a great “place.”



MAINTAIN CONVENIENT TRANSIT ACCESS

Clearfield Station will maintain its role as a convenient and functional park and ride destination for nearby residents. Parking will be provided in close proximity to the station platform to accommodate commuters, and the existing bus access loading/unloading zone will remain to encourage further transit ridership. Convenient automobile and bus access will be provided without jeopardizing safe pedestrian circulation. Improvements to the station area will enhance the user experience for park and ride users by providing a transit plaza with convenient retail options.



GENERATE TRANSIT RIDERSHIP

The land-uses and location of new development will be arranged to maximize the transit ridership by locating the most dense uses closest to the platform, with the least dense uses on the periphery. This also includes developing uses that act as origins and destinations for transit riders.



CONNECT THE SITE TO THE CITY + REGION

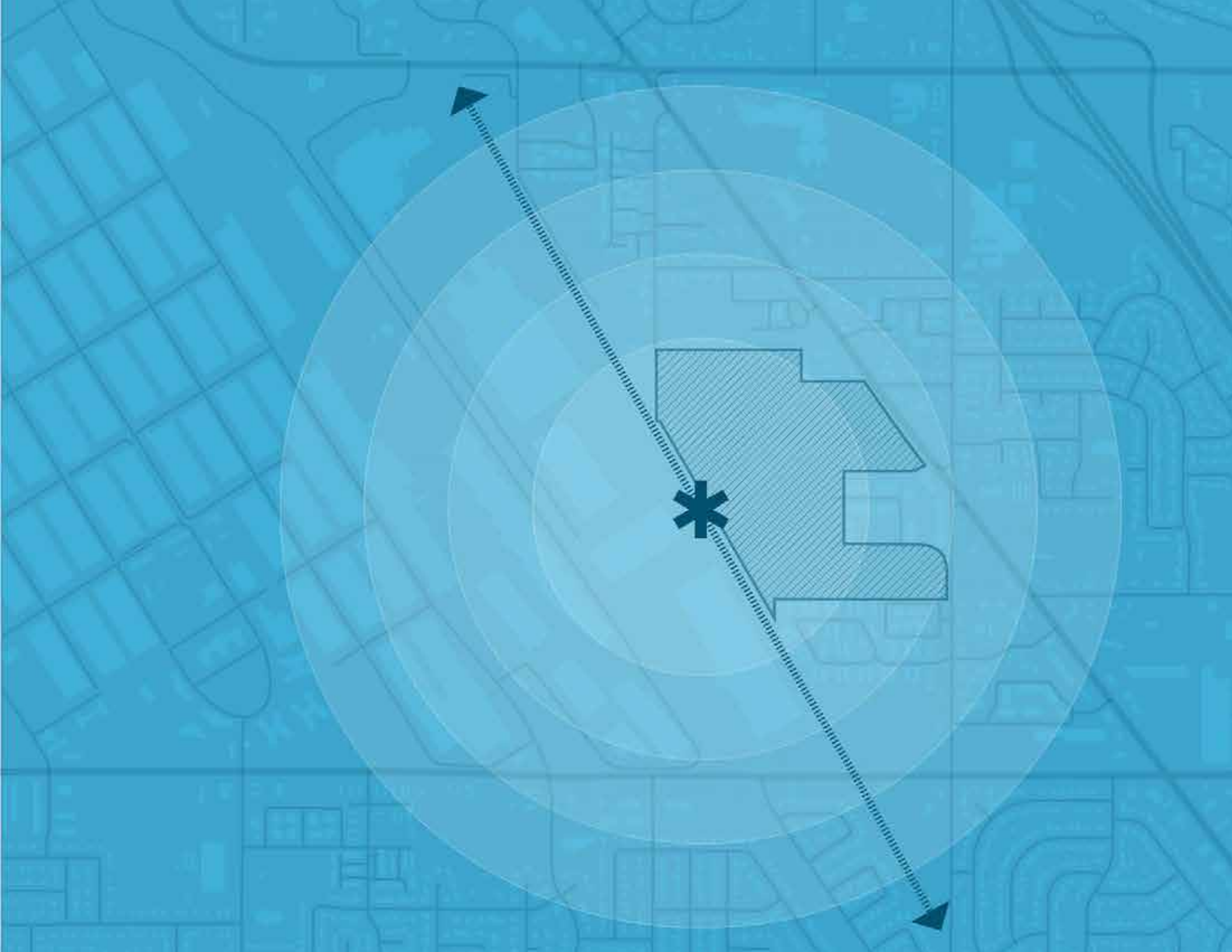
Clearfield Station will incorporate multiple transit modes that provide residents, commuters, and visitors with a variety of transportation choices. These include commuter rail, bus and vehicles, as well as creating safe and friendly pedestrian and cycling facilities. Additional streets will be created that connect Clearfield Station to the rest of the City, north of the site.



PROMOTE THE CITY'S INDUSTRIAL HERITAGE

Clearfield Station will promote the City's long history as an industrial jobs center by integrating a contemporary industrial look and feel to the architecture and design of the neighborhood. This industrial character will also be displayed through the spirit of the place, by providing the amenities and experiences needed to support a modern day workforce and help it perform as one of the State's leading employment centers.





03

MARKET STUDY + ECONOMICS

*This section contains excerpts from the Market Study.
For full study see Appendix A: Market Study + Economics.*



Market Study

WHAT ARE THE MOST FEASIBLE OPTIONS AT CLEARFIELD STATION IN THE NEXT THREE YEARS?

OFFICE

When coupled with the Opportunity Zone and CDA financing, this use type is financially feasible, is in demand in the submarket, and could be built in the near term. Pure office space would result in roughly one employee per 200 square feet, and would greatly add to the retail appeal with the additional daytime population.

Feasibility of office development is dependent on location (See chart on opposite page). Prime office locations are those with highly desirable visibility and exposure, as well as those with near access to the station and main thoroughfares. Secondary office locations may be midblock, or have limited direct visibility from the main roads and/or station.

Office uses in prime locations are feasible, but the spread is more lower in nearby cities. This means UTA and the City may need to provide incentives to attract the type of desired office development.

RETAIL

Limited retail could currently be added near State Street, particularly with the planned increase in nearby rooftops (based on the ongoing residential project). If office is added, as well as additional, medium to high-density residential uses, retail could be supported at key locations within the subject area. Prime retail sites include those along the bus route, in close proximity to the Frontrunner station, and those which offer strong visibility characteristics will be most demanded for retail use.

APARTMENTS / TOWNHOMES

Medium to high-density apartments and townhomes will continue to be in demand as long as labor costs do not push prices to levels that are not supportable in the area. The area is well suited for high-density residential, due to the proximity of transit, and, major transportation corridors.

| Use Type (Location) | Value per Sq.Ft. | Construction Costs Per Sq.Ft. | Spread | Feasible? |
|---------------------|------------------|-------------------------------|---------------|---|
| Office - Prime | \$210.00 sq.ft. | \$200.00 sq.ft. | \$10 sq.ft. | Yes, but spread is lower than nearby cities |
| Office - Secondary | \$185.00 sq.ft. | \$200.00 sq.ft. | - \$15 sq.ft. | No, unless notable incentives provided |
| Retail - Prime | \$190.00 sq.ft. | \$180.00 sq.ft. | \$10 sq.ft. | Yes, for prime sites and smaller uses |
| Retail - Secondary | \$170.00 sq.ft. | \$180.00 sq.ft. | - \$10 sq.ft. | No, too much concern in retail market about secondary options |
| Multi-Family | \$175.00 sq.ft. | \$150.00 sq.ft. | \$25 sq.ft. | Yes, investment conditions remain desirable |

Office Development at Clearfield Station

KEY POINTS

- There are limited sites in Davis County that can support large-scale office development.
 - Only Clearfield is positioned around a FrontRunner Station.
 - Clearfield Station is part of an Opportunity Zone. This federal designation provides significant tax advantages over most other properties in Davis County and surrounding areas.
- Other, smaller sites along I-15 and other areas of Davis County have desirable visibility characteristics, as well as notable median incomes and retail support options.
 - For Clearfield to be competitive, incentives should be considered via tax increment financing (an CDA already exists).
 - Clearfield should adequately promote its Opportunity Zone to attract strong office development.
 - UTA's participation in joint development is critical to any office success and viability. UTA's participation can notably reduce the initial risk for a developer by "providing" the land. This alleviates initial capital requirements, and thereby decreases the required yield. For the Clearfield site to be competitive with other developments, it may need this UTA "participation" to be feasible.



Multi-Family Development at Clearfield Station

KEY POINTS

- Multi-family remains in high-demand due to solid market fundamentals
 - Returns on multi-family housing are superior to other use types. Limited, perceived risk results in higher values and greater spreads between value and costs
- Population forecasts show strong increases for Davis County over the next 20 to 30 years. According to the Governor's Office of Management and Budget, Clearfield is forecast to add approximately 4,750 residents between 2020 and 2060, representing a 16 percent change in growth during that period. This is relatively nominal for Davis County, and suggests that additional residential growth in Clearfield should be focused in order to attract the best possible results. The following page highlights why consideration should be given for some higher density uses at Clearfield Station.
- Housing affordability is a growing issue. Considering the characteristics of the Clearfield Station site, here are the benefits of providing higher-density options:
 - Limited impact on immediate neighborhoods
 - Access to a major transportation connector
 - Significant vacant land and an opportunity for planning that will address traffic and road issues
 - Proximity to I-15 that lessens traffic on circulator and neighborhood streets in Clearfield
 - Ability to provide obtainable housing in an area that should have higher property values with office and retail options
- Affordable housing may be possible with some funding from the already established CDA. This economic development tool requires ten percent of increment to be dedicated to affordable housing, often times helping to bridge the feasibility gap.



Retail Development at Clearfield Station

KEY POINTS

- Retail conditions in Davis County in 2018 saw record number of store closings, but also historically high numbers of store openings. Net absorption of retail space, however, was negative, as larger stores closed and smaller, more experiential stores, opened. While more space was vacated than leased, this does not necessarily suggest a weak market, but that consumer habits are changing and retail space is largely overbuilt in some areas.
- Currently, the following retail uses in Davis County are doing well, meaning they are expanding, seeing improving sales numbers, and are generally considered healthy market segment types.
 - Grocery stores
 - Automobile services
 - Eateries
 - Experience stores
- The following retail uses have generally fared poorly in Davis County in 2018:
 - Clothing stores
 - Toy stores
 - Jewelry stores
 - Department stores
- Overall, anything competing with online shopping has had to adjust approaches, resulting in stores attempting to provide more services and experiences that can not be replicated online.

HOW IS RETAIL CHANGING IN TODAY'S MARKET?

Retailers are adapting to changing market conditions. The following list outlines some of these adjustments. These are not necessarily encouraged at Clearfield Station, but rather show the general trends currently happening in retail.

- **Concept stores** are increasing in number. These specialized stores create opportunities for customers to have experiences that are not replicated online. The goal is to have products and services come into the hands or lives of consumers in a very interactive and tangible way.
- **Distribution stores** are growing due to delivery needs. These include stores which allow for drop-off deliveries from online services, ultimately resulting in quicker shipping times and reduced costs.
- **Eateries** are adapting to Uber Eats and other delivery services. This is leading to reduced table space and a greater need for pick-up capacities.
- **Grocery Stores** are looking at models that have less “showroom” space and more warehousing/storage area. This allows for cheaper costs and focuses on a growing need to fill pick-up and delivery orders.

RETAILERS WANT THE FOLLOWING

A few of the most significant factors that draw retail include:

- Strong traffic counts – multiple points of vehicular access.
- Growing population counts and healthy median incomes in 0.5, 1.0, 3.0-mile radii.
- Daytime populations – typically requires an office presence or strong entertainment draw.
- Near access to major transportation corridors and transit improvements (those which are heavily utilized).
- Destination locations – customer draws (parks, stadiums, multiple eateries, recreation and entertainment options, etc.).

Clearfield Station provides some of these factors. However, Clearfield does have low median incomes compared to surrounding cities. Also, daytime population near the station is limited, despite the proximity to the Freeport Center, as jobs per square foot are low in that submarket. Clearfield could improve with increasing density of population, more daytime population through offices, and increased volume on transit.



Economic Incentives

HOW COULD POTENTIAL USES BECOME MORE FEASIBLE AT CLEARFIELD STATION?

- **Opportunity Zone** – This area falls in a designated Opportunity Zone. This is a major investment incentive that creates a superior advantage to most other Front Runner Stations.
 - Significantly increases investment appeal and makes office and retail more financially feasible (investors will accept lower capitalization rates (creating higher values) due to the tax advantages).
- **Funding Incentives** – The area is part of an existing CDA. Available funding incentives should be readily marketed to attract uses the city desires.
 - Additionally, the city and UTA should consider the formation of a Transportation Reinvestment Zone (TRZ), a newly adopted economic development tool that focuses on tax increment financing for transportation specific improvements. This funding option, while very similar to an RDA/ CRA, does not require a ten percent allotment to affordable housing. It also allows for the land owner and city to have greater corroboration regarding what can be built.
- **Increase Daytime Population** – an increase in daytime population will benefit retailers. This can be accomplished by the following:
 - Entertainment draw/attraction
 - Strong office population
- **Motivated UTA Ownership** – UTA wants to see uses consistent with the regional growth vision that will promote ridership (office) and positively benefit neighboring properties. UTA has expressed its desire to be a joint venture partner in any development. The Clearfield Station site will be ranked and compared to competing sites based on its potential to achieve UTA's TOD objectives. Current restrictions result in a very limited number of projects in which UTA can participate.



What are the *Financial* Impacts to Clearfield of Different Uses?

| Use Type | Property Tax | Sales Tax (Point of Sale) | Total Property Taxes and Sales Tax |
|-----------------------------------|--------------|---------------------------|------------------------------------|
| Office - Prime - 10,000 sq.ft | \$3,665 | N/A | \$3,665 |
| Office - Secondary - 10,000 sq.ft | \$3,230 | N/A | \$3,230 |
| Retail - Prime - 10,000 sq.ft | \$3,315 | \$17,500 | \$20,815 |
| Retail - Secondary - 10,000 sq.ft | \$2,965 | \$11,250 | \$14,215 |
| Multi-Family - 10,000 sq.ft | \$1,680 | N/A | \$1,680 |

NOTE:

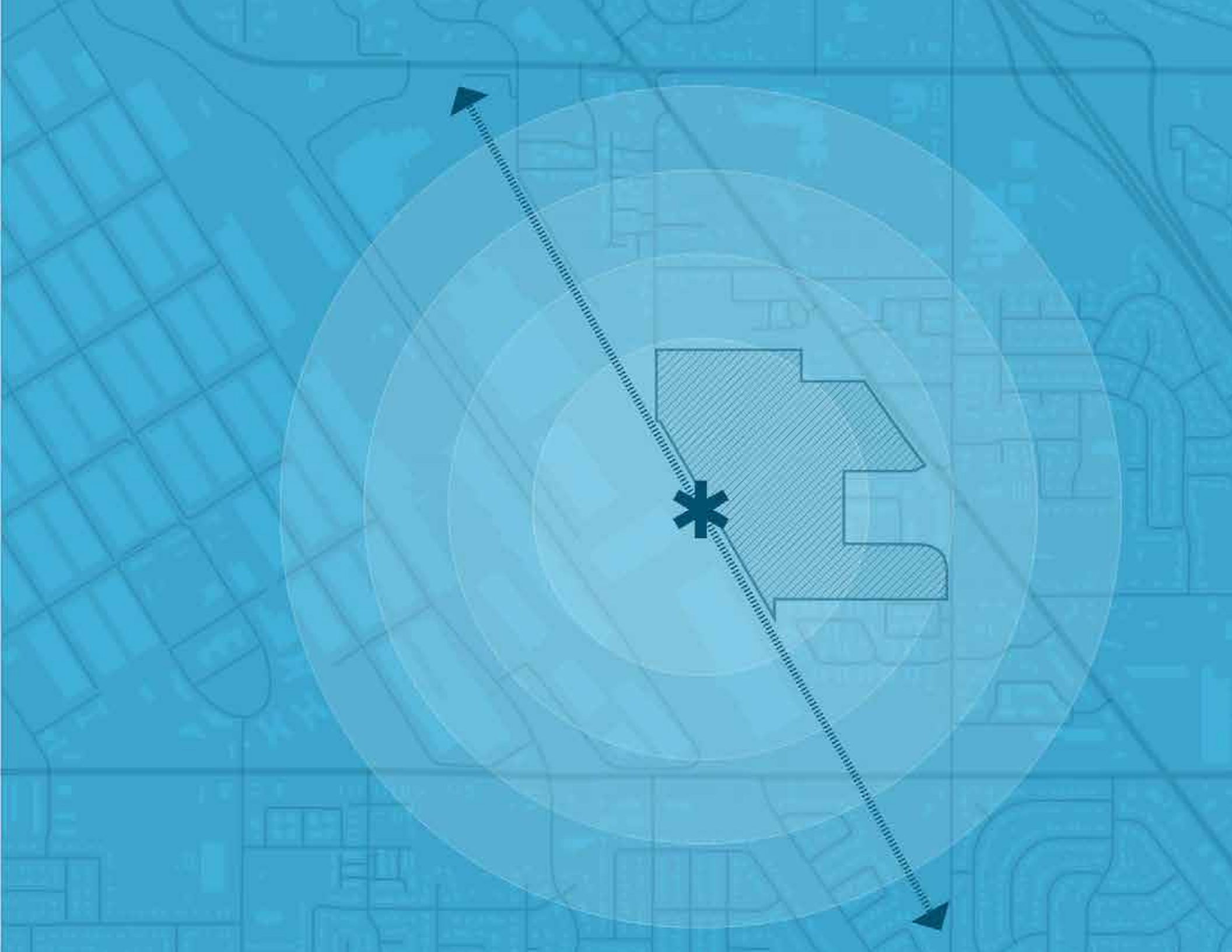
Also noted is that multi-family uses will incur a population distribution from State sales tax. Currently, roughly \$98.50 is distributed to the city per every resident. If 500 units are added to the Clearfield Station, and roughly 2.5 residents per unit, a total of approximately \$123,000 per year would be generated for multi-family (in addition to property taxes).

What are the *Additional* Impacts to Clearfield of Different Uses?

| Use Type | Parking | Employment Change | Population Change |
|-----------------------------|-----------|-------------------|-------------------|
| Office - 10,000 sq.ft | 45 Spaces | 45 Employees | N/A |
| Retail - 10,000 sq.ft | 30 Spaces | 20 Employees | N/A |
| Multi-Family - 10,000 sq.ft | 15 Spaces | N/A | 25 Residents |

NOTE:

The table above highlights the parking, employment, and population impacts from the various use types. City officials should prudently address the cost of providing services to these uses, thereby assessing the overall, total fiscal and neighborhood impact of each use.



04

FRAMEWORK + CONCEPT PLAN



Framework Plan

The framework plan for Clearfield Station shows the basic elements of the plan, including circulation, block pattern, and open space. The physical arrangement of these elements create the urban form of the site and play an important role in establishing the framework that supports the vision for the neighborhood.

The framework plan establishes the structure of the site and demonstrates the fundamental elements that should be followed, including a connected street network, appropriately sized blocks, and an integrated open space system.



Districts

Five districts have been established, each of which will have a unique character that is based on its land use.

DISTRICT CHARACTER

Neighborhood Core District:

This district is the heart of the neighborhood and will be the most dense and active district. It will contain a significant office/daytime uses, residential uses, as well as the neighborhood's main open space.

Recreation District:

This district will contain the major recreation amenities in the neighborhood, as well as a mixed-use retail component.

Residential District:

This district will primarily contain residential uses and supporting open spaces.

Transit District:

This district will contain the Transit Station and other transit supportive uses such as parking structures and a transit plaza.

Education/Civic District:

This district will be reserved for an education or civic use, such as a school.



Land-Use

Clearfield Station will be a mixed-use neighborhood. It will contain a variety of land-uses within the overall site (horizontal mixed-use), and will also encourage a mix of uses within individual buildings as well (vertical mixed-use).

This Land-Use diagram takes the District Framework and refines it further by defining the intended land-uses for each block/parcel on the site. These designations help arrange specific uses in conjunction with the transportation and open space elements to create a cohesive and optimized neighborhood.

The land-uses shown are arranged to have the highest intensity uses near the center of the site adjacent to the platform. These uses are also assumed to generate high transit ridership.

The legend to the right contains a percentage showing the percentage of land area that is allocated to each use. The remaining 24.9% of land area is allocated to streets.

Pages 39-40 provide an overview of the nine different zones. Subsequent sections of this document contain further detailed design guidelines for development on the site.



OFFICE ZONE

The office zone accommodates office buildings in the heart of the neighborhood, directly adjacent to the commuter rail platform. The central location of this use will help establish the identity of the neighborhood as not just a residential community, but a complete community centered around an employment hub.



OFFICE / RESIDENTIAL ZONE

The office/residential zone is a flexible zone that will allow development to respond to future market conditions. This zone will accommodate multi-family housing, office, or a mix of these uses. The central location of this zone requires some active ground floor commercial uses in prominent areas.



RESIDENTIAL ZONE

The residential zone provides locations for mid-rise residential buildings on the outer portions of the site, but within convenient walking distance to the commuter rail platform.



RECREATION / RETAIL ZONE

The recreation zone provides recreation amenities for the neighborhood, as well as the surrounding community. This use is located on the highly visible intersection of State Street and the main boulevard in the neighborhood. Recreational uses should be mixed with retail shops and other public amenities to act as a gateway and encourage people to enter and experience the site.



RETAIL / MIXED USE ZONE

The retail/mixed use zone provides a retail element at the neighborhood's main intersection with State Street. This highly visible location will provide retail services for both the Clearfield Station site, as well as vehicular traffic from State Street. Housing and/or office uses are encouraged over the retail ground floor.



TRANSIT / MULTIMODAL ZONE

The transit/multimodal zone provides transit users with a central, comfortable, safe, and convenient area that accommodates all modes of transit. A transit plaza will provide civic space, as well as amenities that enhance the overall transit user experience. This includes small buildings and kiosks for food and beverage, bike rentals, ticket stations, and other amenities geared toward transit riders.



PARKING ZONE

The parking zone provides locations within 1,000 feet of the commuter rail platform to ensure an appropriate amount of parking near the platform is available for park-and-ride transit users. Parking in this area can also act as shared parking for employees and visitors in the neighborhood.



PUBLIC SPACE

The public space zone contains the neighborhood's significant public open spaces, including recreational and functional open spaces. The plan shows the existing drainage basin, as well as a central location for a village square.

COMMUNITY SPACE

The community space zone provides an opportunity for a school or other community use to be located within the Clearfield Station site, which will become an amenity to the neighborhood, as well as the surrounding community.



Concept Master Plan

The Concept Master Plan presents an example approach for how the site could develop to meet the vision and principles established for the project.

The building sizes, shapes and uses shown here are flexible and are only intended to demonstrate the vision intended for the development. The layout and arrangement of the buildings is also flexible.



Concept Renderings

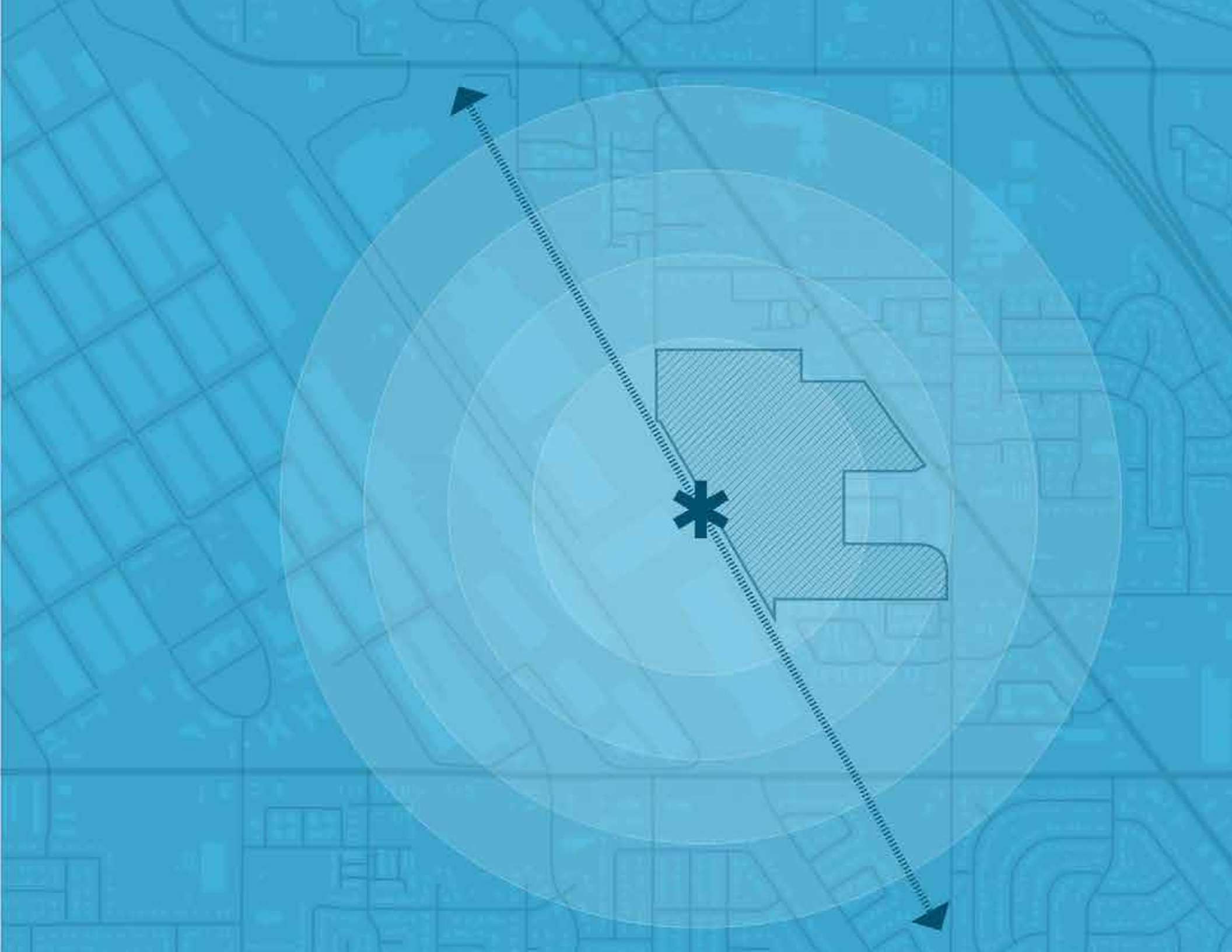
The concept renderings shown have been developed to demonstrate the general character and feeling of the Clearfield Station neighborhood. They are meant to show the general intent, not specific design solutions.

The image on this page shows a view from the main boulevard looking toward the FrontRunner Station.

The image on the following page shows the village square and boulevard.








05

BUILDINGS + ARCHITECTURE

FRAMEWORK + DESIGN GUIDELINES





Site Layout Guidelines + Principles

INTENT

Strong urban design principles are demonstrated by thoughtfully choreographing buildings, landscape, open space and streets.

The layout and arrangement of buildings and parking on a site will have the most significant and positive impact in creating a walkable development.

The appropriate arrangement of these elements reinforce the quality and functionality of the building facades, streets, and open spaces and how all of these elements work together to create a more livable environment.

This graphic uses the concept master plan to demonstrate the general urban design principles that the plan exhibits.

PRIMARY STREETS + FACADES

Primary streets area identified to establish a consistent streetwall with active ground floor uses. These will become the most important and walkable streets in the neighborhood. Buildings along primary streets should address the street with a primary facade and entrance.

Retail, residential, and/or other active uses are encouraged where a building faces a primary street.

SECONDARY STREETS + FACADES

All non-primary streets are considered secondary streets. Buildings along secondary streets should still address the street, where feasible, with windows/transparency and high quality building materials. However, this treatment is not as essential as on primary streets. Retail, residential and/or other active uses are encouraged. Blank walls should be limited.

PARKING

Parking areas should be located in the rear and to the sides of buildings, and should not face the Primary streets.

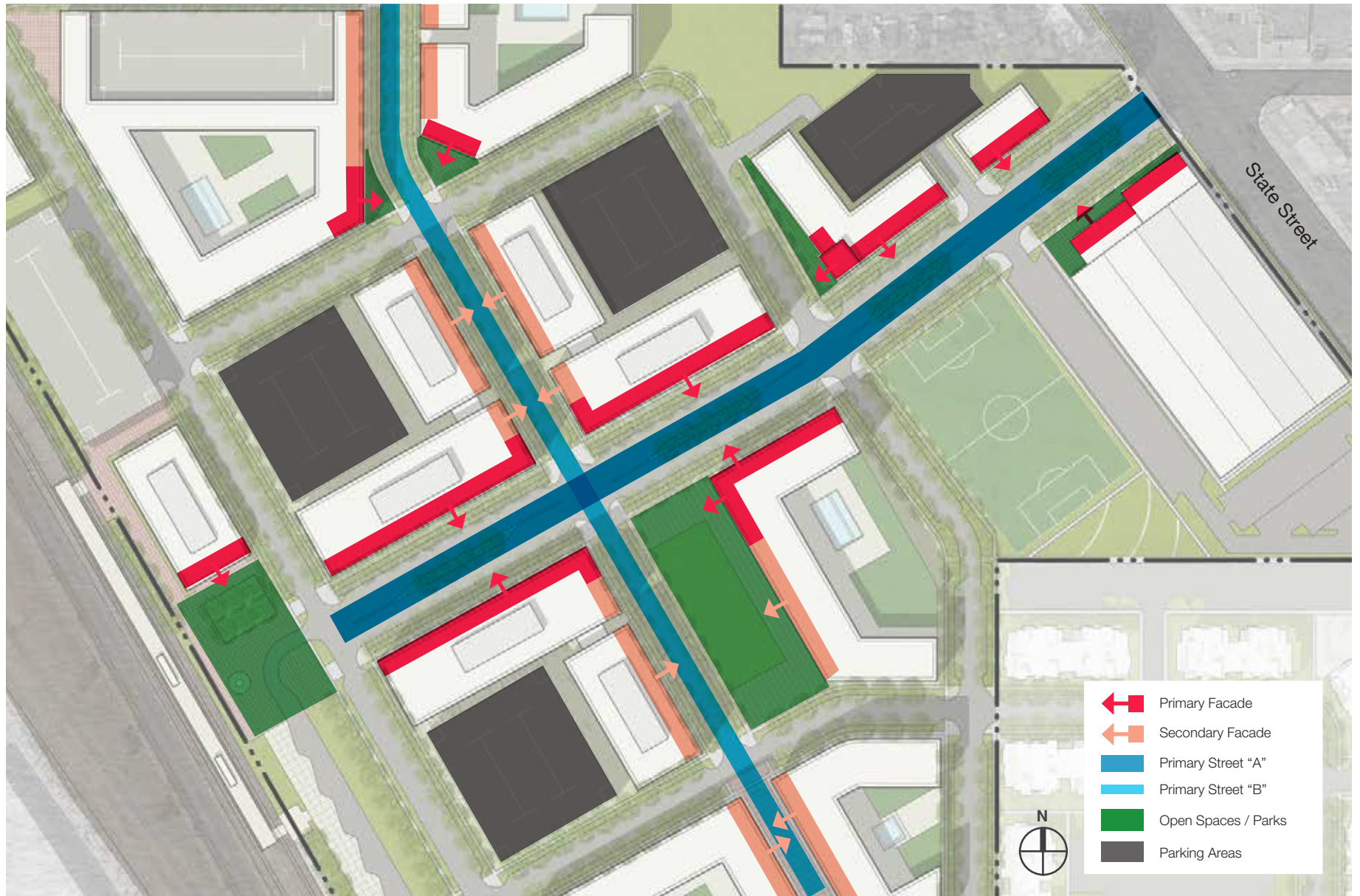
Buildings should wrap and screen parking areas from the street where possible and/or applicable.

OPEN SPACE

Open spaces should be located throughout the neighborhood in various sizes and provide various user experiences.

Open spaces should be located in prominent areas.

Open space design and programming should respond to the surrounding uses and buildings.



Architectural Style

INTENT

To establish a specific “look and feel” throughout the study area to unify the area and create a design theme that is appropriate for the Clearfield Station Site.

DESIGN THEME - “CONTEMPORARY INDUSTRIAL”

The design theme for Clearfield Station will be a contemporary industrial style that is modern, yet is rooted in the industrial character that surrounds the site. This industrial character helps to create a brand for the site and provides a common theme that ties the neighborhood together.

While the industrial character plays an important role on the site, there are no historic buildings on or directly adjacent to the site that new development needs to respond to. Therefore, this presents an opportunity to create a new and unique, industrial inspired architectural style.

The design guidelines section will provide detailed design guidelines that should be followed to achieve a consistent and coherent architectural style as outlined above.

HISTORICAL PRECEDENTS

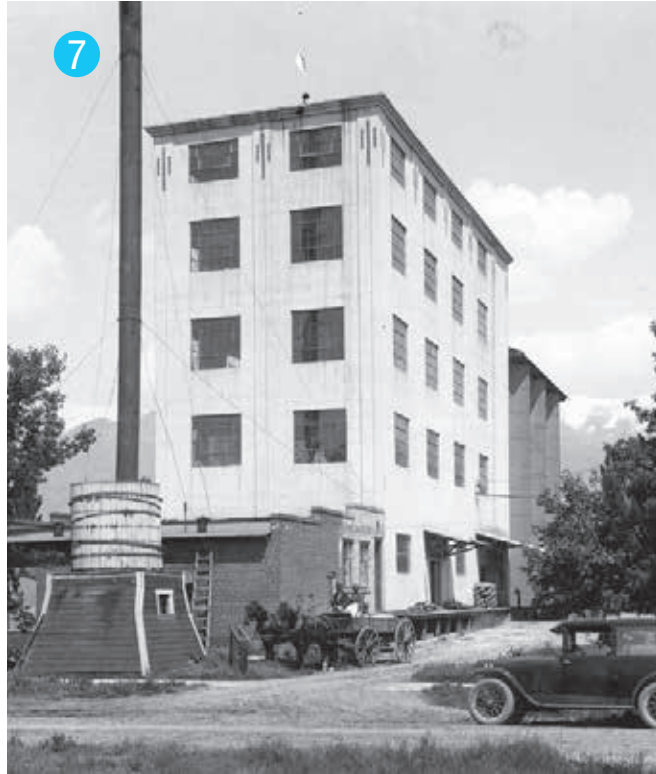
There are no historic buildings on currently existing on the site, and therefore, historic precedents should be considered from around Northern Utah. Precedents should be based on traditional industrial architecture from the early to mid 20th Century that are/ were found in Northern Utah.

The images to the right display images found in Clearfield, as well as nearby cities such as Ogden, Layton, and Kaysville. These are just a few examples of existing and former buildings from the area that should provide inspiration for architects and designers.

PRECEDENT IMAGES

- 1 Administration building at the Clearfield Naval Supply Depot (now Freeport Center)
- 2 Layton Sugar Company
- 3 American Can Company (Ogden)
- 4 DaVinci Academy (Ogden)
- 5 Pillsbury Company (Ogden)
- 6 Warehouse (Ogden)
- 7 Kaysville Flour Mill
- 8 American Can Company (Ogden)





Architectural Style

CONTEMPORARY PRECEDENTS

The images on the following page demonstrate images found throughout the country that achieve the goal of creating a contemporary, modern building that is also rooted in historic industrial architecture. They reflect the character and level of detailing envisioned for the Clearfield Station site.

These examples show a range of examples, from more abstract interpretations, to more traditional recreations. These images should be used for reference and inspiration for new development on the Clearfield Station site.

Elements often associated with industrial architecture include, but are not limited to:

- Large volumes that house large-scale industrial activities such as a mill, factory, foundry, refinery or power plant.
- Predominantly brick and steel buildings.
- Specialized building elements and apparatus such as tall chimney

stacks, exposed materials circulation apparatus, hoists and chutes.

- Exposed structural elements.
- High interior spaces with exposed brick, steel and timber.
- Divided light windows.





Materials + Colors

INTENT

To ensure a consistent application of complementary and high quality materials throughout the neighborhood that will reinforce the unique identity and a sense of place.

DESIGN GUIDELINES

- Building materials should reinforce the industrial theme by using brick, steel, timber, and concrete.
- Building materials should be durable, high quality, and authentic materials that have a long life, age well, and reflect a high level of craftsmanship.
- Building materials should add texture, depth, and visual interest to the building's facade.
- Materials should turn corners and incorporate thoughtful transitions between facades, spaces, uses, and structures.
- Materials should generally be limited to one or two predominant materials and one or two accent materials in order to keep buildings visually coherent and uncluttered.
- EIFS stucco and corrugated steel should be limited to no greater than 30% of the building's facade.

COLOR

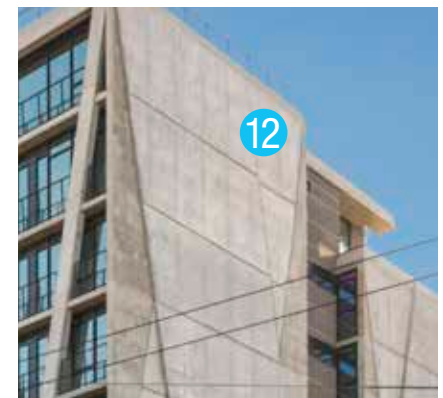
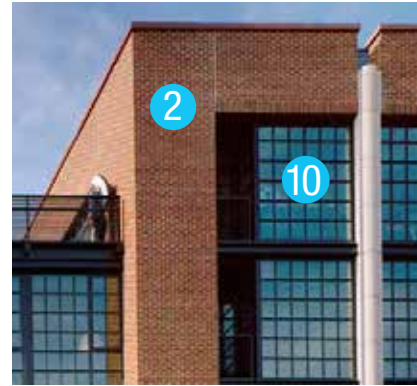
Industrial buildings typically are defined by dark, heavy colors, such as red brick, black steel and dark concrete.

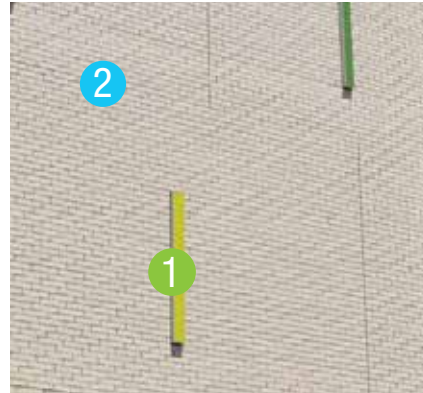
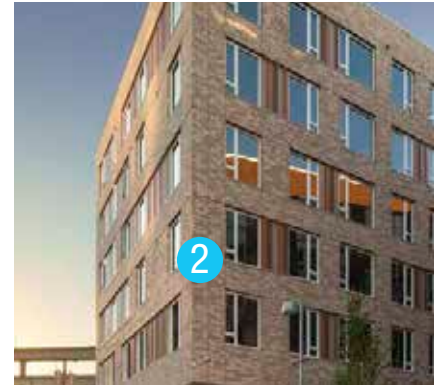
While those colors and materials are appropriate, lighter colors are highly encouraged in order to give the district a more fresh, contemporary look. Pops of color are also encouraged to accent and bring a feeling of excitement and uniqueness to the neighborhood.

- 1 Pop of Color as an Accent

ACCEPTABLE MATERIALS

- 2 Brick
- 3 Tumbled Brick
- 4 Black Steel
- 5 Colored Pre-Finished Metal Panels
- 6 Corrugated or Corten Steel
- 7 Stone
- 8 Wood / Timber
- 9 Curtain Walls Glazing System
- 10 Industrial Sash / Divided Light Windows
- 11 EIFS Stucco
- 12 Concrete





Architectural Massing

INTENT

To facilitate building shapes that fit comfortably within their surroundings, are friendly and unobtrusive to pedestrians, achieve an attractive urban form, and are visually interesting.

The guidelines on pages 56-67 regulate specific elements of architectural massing. This section provides an overview.

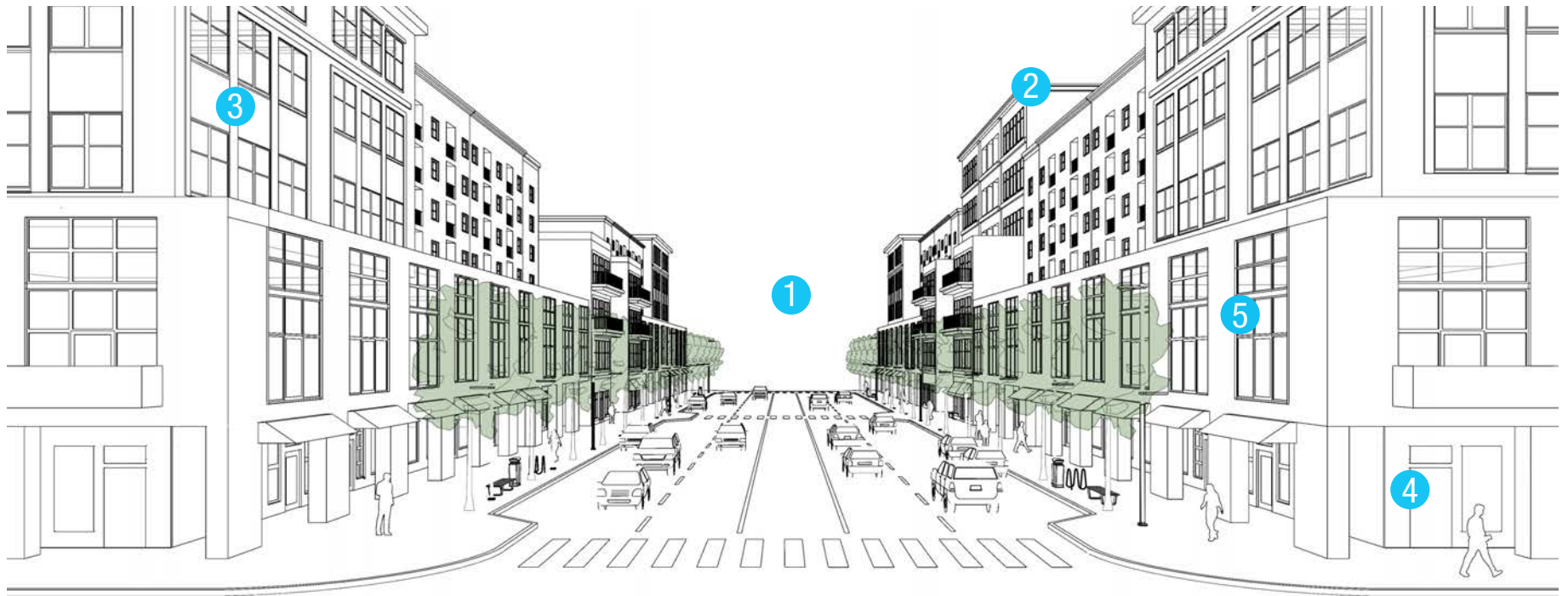
DESIGN GUIDELINES

- The most dense uses and tallest building heights should be located in the neighborhood core district (see district framework on page 37).
- Buildings should be designed to a human scale, with particular attention on the ground floor
- Floorplates should generally be less than 30,000 sf per building, with no minimum floor plate size.
- Buildings should create a consistent streetwall on both sides of the street to create “enclosure.”
- Gaps in the streetwall should be limited as much as possible

PRECEDENTS

- 1 Building has clearly defined top, middle, and base.
- 2 Multiple buildings combine to create a good, pedestrian-scaled streetwall. The buildings also demonstrate a clearly defined top, middle, and base.





ARCHITECTURAL MASSING

Architectural massing is key in creating an inviting pedestrian environment. Care should be taken to understand the form of buildings and their impact on the public realm.

This graphic demonstrates how careful architectural massing creates an interesting and pedestrian friendly urban environment.

- 1 A consistent streetwall on both sides of street, as well as vertical elements such as trees, create a sense of enclosure.
- 2 A variety in building height, scale and bulk creates a dynamic and visually interesting experience.
- 3 Buildings include stepbacks on upper stories in the building facade to ensure pedestrian scale and increase sunlight and air on the street.
- 4 The ground floor of buildings address the street and have a high level of transparency.
- 5 Windows, podium decks and balconies overlook the street.

Facade Articulation

INTENT

To purposefully articulate building facades in order to make the various building functions legible through the massing of the buildings, as well as to reduce the building's apparent mass.

HORIZONTAL ARTICULATION

The first 20 feet of height of building faces should have a rhythm of modules that serve to break down the scale of the building face. A module is defined as a portion of the facade that is differentiated from the adjacent facade by a change in the line of the face of the building, and/or a substantial change in material color or fenestration. Characteristics between modules should relate to one another to achieve a unified composition.

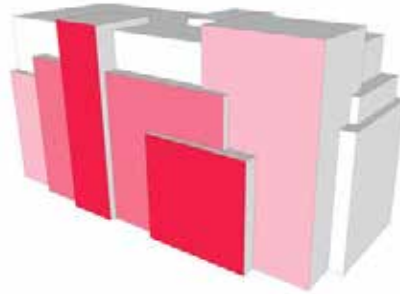
DESIGN GUIDELINES

Modules should generally be no longer than 40 feet.

Building facades should avoid being long, monotonous, and repetitive.

Articulation should be used to create interest and help establish a strong sense of design and identity.

Massing, building details, and entries should be proportionately scaled.



Vertical planes are articulated through massing and add interest to the building



VERTICAL ARTICULATION

The three segments of the building - the base, middle and top - should be articulated by such elements as cornices, string courses, stepbacks, recesses and projections, changes in floor height, and changes in color and material.

DESIGN GUIDELINES

Base Section

- Should relate directly with the street.
- Should “ground” the building.

Middle Section

- Should define the principle building facade.
- Should differentiate from the base and top sections through the use of massing, materials, and/or color.

Top Section

- Should define the roof line.
- Stepbacks are encouraged for penthouse units or to otherwise break up the mass and define the building top.
- Incorporate green roofs and other usable roof space where possible.

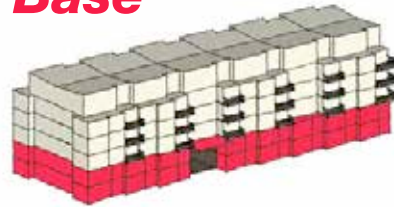
Top



Middle



Base



Setbacks

INTENT

To ensure all buildings consider their relationship with the public right-of-way with the appropriate setback distance for each unique use, and to create a human-scaled, defined streetwall.

DEFINITION

The setback refers to the space between the building facade and the public right-of-way line.

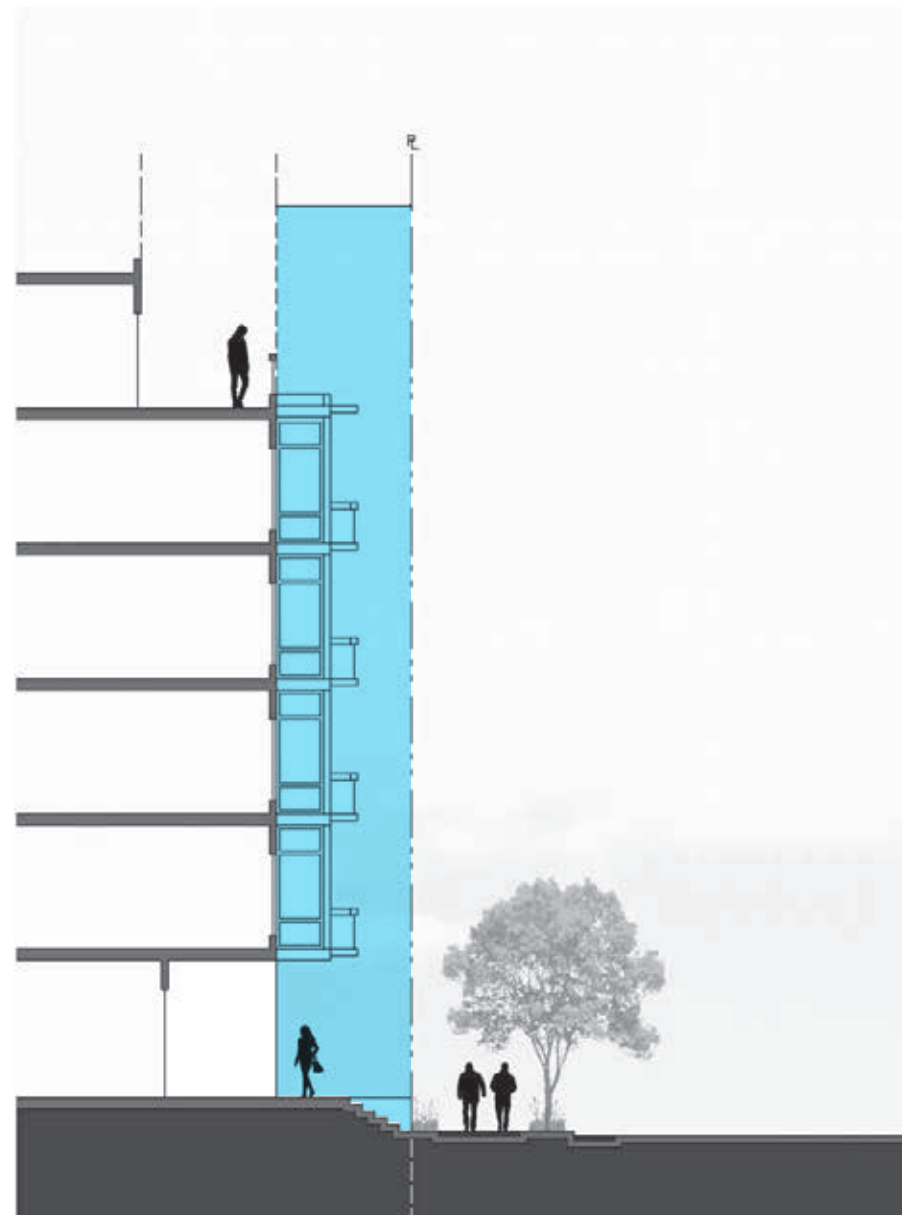
DESIGN GUIDELINES

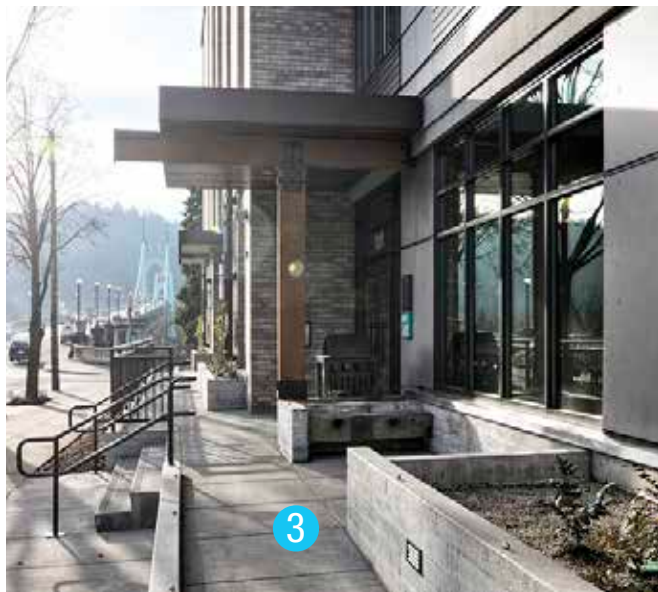
- Maximum setback distance is 15 feet.
- There is no minimum setback distance.
- Generally, setbacks should be no more than 5 feet.
- Setbacks, when used, should enhance the ground level environment and pedestrian experience. Examples include:
 - To create a space for outdoor dining in front of retail/restaurant spaces.
 - To provide landscape and/or a patio/stoop in front of ground level residential entrances.

- To enhance the architectural character of the building facade at street level.
- Entrance courts for office or residential building lobbies.
- To add interest and bring nature into the streetscape through planters and landscape. In-ground planters are only allowed in front of ground-floor residential units.
- Setback may be raised above sidewalk level to create feeling of semi-private space.
- See pages 62 - 65 for ground floor - base activation design guidelines.

PRECEDENTS

- 1 Setback is used for outdoor dining.
- 2 Setback along ground floor residential units contains stoops and landscape.
- 3 Setback is raised to create sense of semi-private space.
- 4 A strongly defined streetwall is created, despite having some setbacks in the building face and at the ground floor.





Projections

INTENT

To encourage facade articulation through habitable and non-habitable projections.

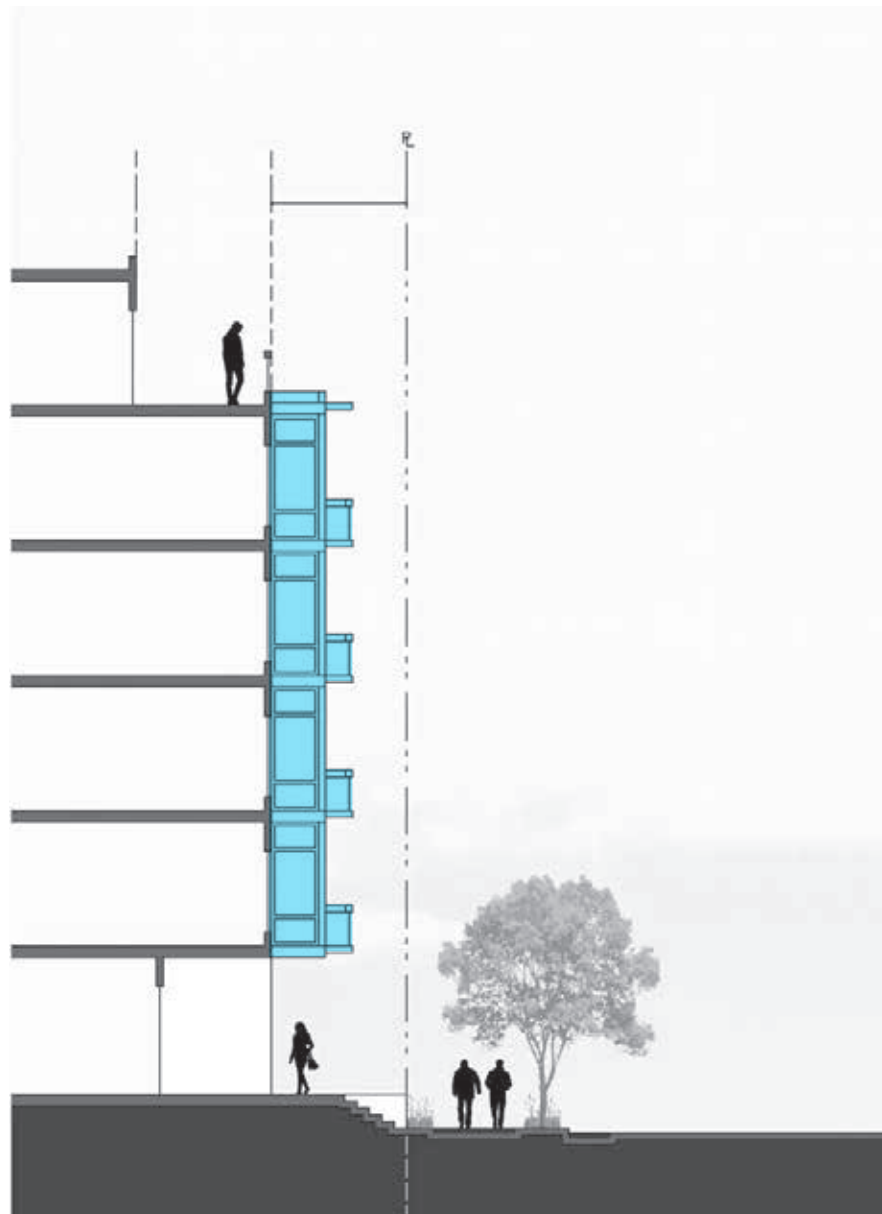
DEFINITION

Habitable projection - a portion of the building enclosed by walls and a roof, such as a bay window, corner element, or other extended bay.

Non-Habitable projection - spaces utilized by residents but not enclosed by walls and a roof, such as balconies.

DESIGN GUIDELINES

- Projections are encouraged to add visual interest to the facade, as well as to add usable balconies as residential amenities.
- Balconies should be at least 3 feet deep.
- Projections should not extend more than 6 feet into setback or common space.
- Projections should not extend more than 3 feet into public right-of-way.
- Decorative elements such as belt courses, cornices, sills and eaves are also encouraged.



Stepback

INTENT

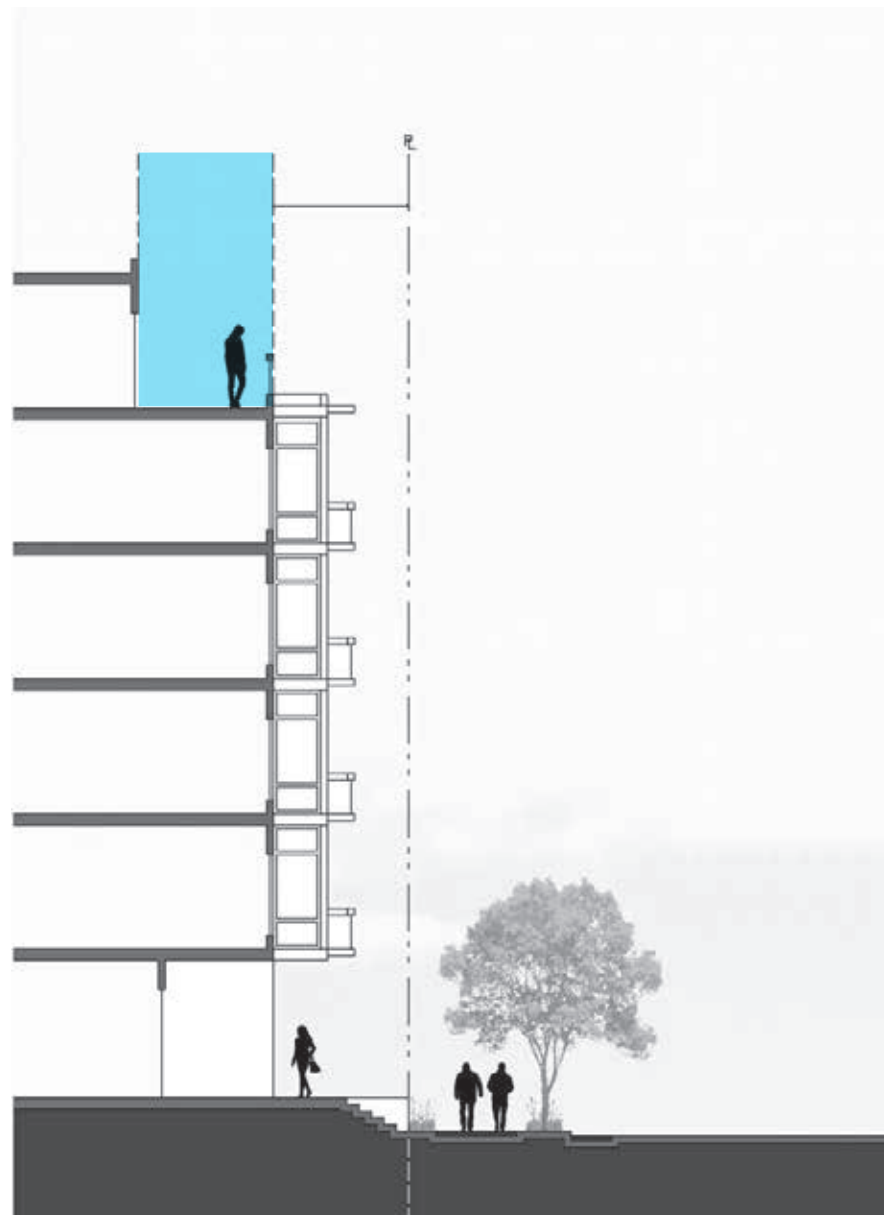
To encourage facade articulation and the creation of usable outdoor space by stepping back the upper floor(s) of a building.

DEFINITION

Stepback is the portion of the building

DESIGN GUIDELINES

- Stepbacks are encouraged to help break down the mass of the building by creating a defined “top,” as well as to add usable green space as residential amenities.
- Roof space created by stepbacks should be designed as usable outdoor space.



Ground Floor - Base Activation

INTENT

To ensure the important interaction between the ground floor of a building and the sidewalk is carefully designed to enhance the pedestrian experience and the overall vitality of the neighborhood.

OVERVIEW

One of the most important aspects of a walkable urban neighborhood is the street level interaction between the building and the street. For a streetscape to facilitate active public life, it is essential buildings address the street on the ground floor.

This page contains general ground floor design guidelines, while the following pages contain specific guidelines for residential and commercial uses.

DESIGN GUIDELINES

- The base of the building should be designed to foster positive activity by orienting and integrating courts, lobbies, entries, and large windows to face streets, public parks, and open spaces to provide more opportunity for interaction and safety.

- Avoid or minimize expansive blank walls at the ground floor.
- Include operable windows, roll up doors, and other features to activate and animate a building.
- Maximize transparency of ground floor commercial facades with windows and doors with visibility into active uses, such as retail spaces, lobbies, etc.
- Highlight entrances to commercial buildings through integrated signage, changes in materials and colors, and/or through changes to the buildings massing.
- Ground Floor heights should be at least 14 feet tall.
- Active uses should have a depth of at least 25 feet from the street frontage.

PRIMARY STREETS

The primary streets, as defined in the Street Hierarchy Section on page 91, are the most important streets where active ground floor uses should address the street. “Primary Street A” (the boulevard) is designed to be the primary retail and walking street in the neighborhood.

“Primary Street B” should also have active uses fronting the street. Retail is encouraged, if it is supported by the market. However, it is anticipated that this street will more likely be lined with active uses such as residential units, lobby spaces, meeting spaces, etc.

Active uses are encouraged on all other streets in the neighborhood to the extent feasible.

ACTIVE USES

Active uses are defined as any use that provides some level of interaction with the public realm. This could include uses such as residential, retail goods establishments, retail service establishments, public service portions of businesses, restaurants, taverns/ brewpubs, bar establishments, art galleries, theaters, performing art facilities and more. Uses must also be allowed by City Ordinance.

PARKING STRUCTURES

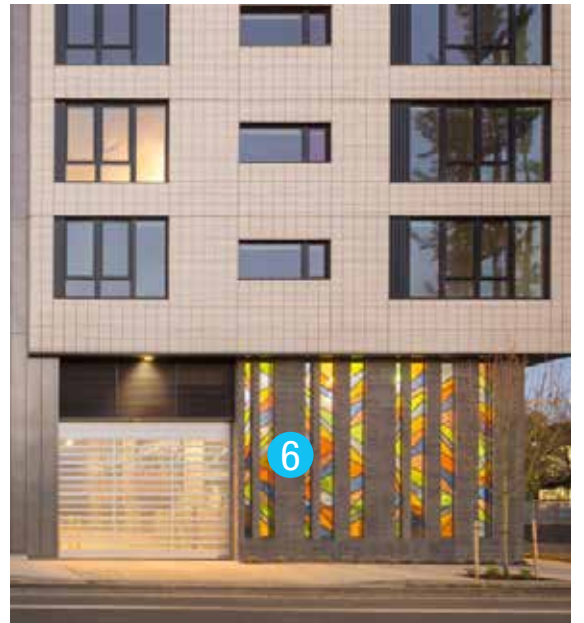
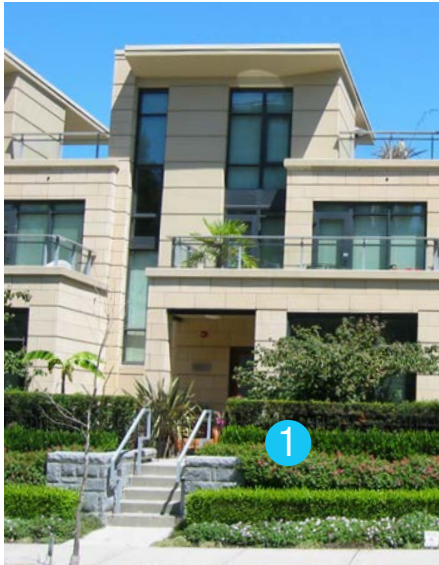
No parking structures are allowed to face “Primary Street A” and any parking structure facing “Primary Street B” should have an active ground floor use.

SCREENING METHODS FOR BLANK WALLS

Where blank walls occur, creative methods should be used to create interest on the streetscape. This could include solutions such as murals, green walls (plants growing on walls), faux windows, and more.

PRECEDENTS

- 1 Entrances at street level combined with high quality landscape buffer activates the street.
- 2 Storefront with high transparency on ground floor, along with outdoor dining, activates the street.
- 3 Roll up doors on ground level blend the indoor/outdoor space and activate the street.
- 4 Faux windows and landscape add visual interest to create feeling of activity on a facade without an active use.
- 5 Planters along blank street wall add interest to an otherwise blank wall.
- 6 Colorful glass adds interest and life to an otherwise blank wall.



Ground Floor Residential

INTENT

Residential buildings without retail or other active uses on the ground floor should activate the ground floor by putting residential units with individual entries that address the street on the ground floor.

GROUND FLOOR DESIGN ELEMENTS

1 LANDSCAPED SETBACK

Buildings with residential units on the ground floor should provide a setback, typically 10' or less, to provide space for entry steps/stoops and landscape in order to provide adequate space for the public/private transition. The landscape/plants should also be used to screen views from the street into residences (also see diagram on bottom right of this page).

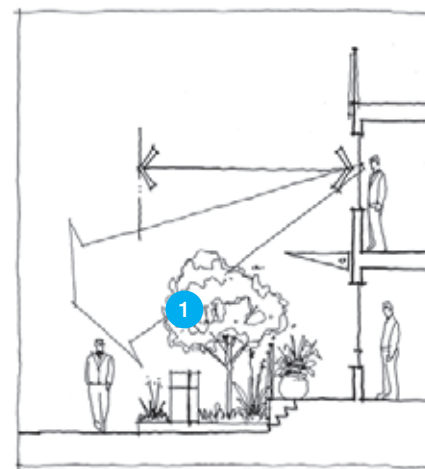
2 RESIDENTIAL ENTRY

Residential units on the ground level should generally be located at least three feet above grade, so that the unit's habitable space is above the eye level of pedestrians for increased privacy.



3 FACADE MODULATION

Buildings are vertically modulated at regular intervals of no greater than 30 feet to express individual ground floor residential units.



Ground Floor Commercial

INTENT

Commercial buildings should activate the ground floor through using retail or other active uses on the ground floor.

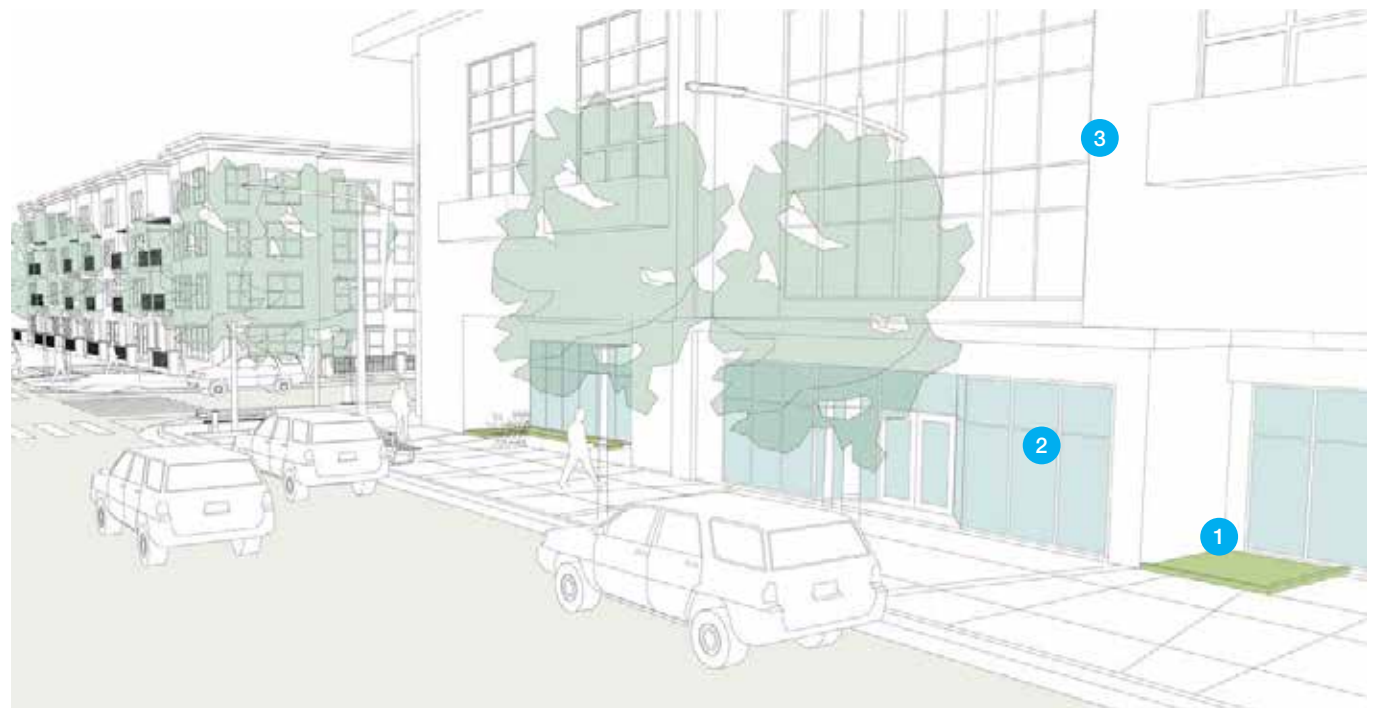
GROUND FLOOR DESIGN ELEMENTS

1 SETBACKS + LANDSCAPE

Commercial buildings should not have a consistent setback, but should have articulation zones as specified. Where setbacks do occur, landscape is encouraged to soften the streetscape, add visual interest, and increase the opportunities for experiences with nature in an urban environment. Outdoor Dining or other functional uses that enhance the ground floor use are also encouraged.

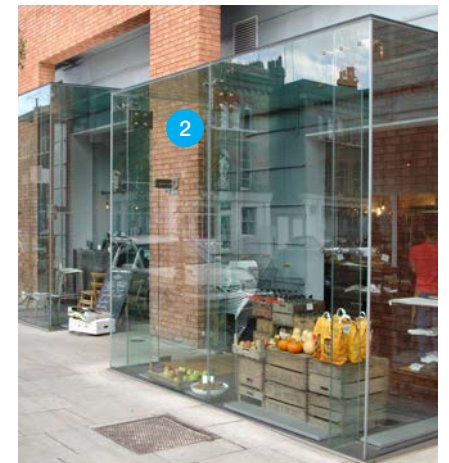
2 TRANSPARENCY

The ground floor of commercial buildings should be primarily composed of transparent materials in order to reveal activity of the building, as well as to add interest and security to the pedestrians.



3 FACADE MODULATION

Buildings are vertically modulated at intervals that align with the specific ground floor use, generally no greater than 80 feet. For retail uses, intervals should generally be no greater than 50 feet.



Roofs

INTENT

To emphasize the architectural style and to minimize visual impacts.

DESIGN GUIDELINES

- Roofs should be flat or appear flat from street level.
- Building heights and roof lines should modulate to create a visually appealing skyline and add interest to the skyline.
- Mechanical equipment on roofs should be screened from the street view.
- Green roofs are encouraged
- Usable roof terraces are encouraged
- Roof should use high albedo, non-reflective materials to minimize heat island effect



Corners

INTENT

To emphasize important intersections and corners by including special architectural features on buildings that are located in these key locations.

DESIGN GUIDELINES

- Incorporate special design details and architectural treatments that reinforce the corner's importance as a public realm element
- Corners in key locations should be emphasized by utilizing a combination of these measures:
 - A change in the building's massing and/or height
 - A contrasting facade finish
 - Transparency
- Designers/Architects are encouraged to find creative and artful solutions.



Entrances

INTENT

To emphasize the relationship between buildings and their adjacent streets by prominently featuring major entrances.

DESIGN GUIDELINES

- The main entrance to the building should provide the most important interaction between the pedestrian and building and should be emphasized through design.
- Buildings that front primary streets (as defined on page 91) should have a main entrance facing that street. A building may have an additional main entrance that faces the main parking area or drop-off zone, if applicable.
- Use lighting to highlight entrances.
- Provide canopies, awnings, or other overhead elements to protect users from weather conditions.
- The use of continuous “docks” within the build-to line is permitted to provide a semi-private space for outdoor dining or other uses that activate the streetscape. This mimics the re-purposing of loading docks that is often done on historic industrial buildings.



Fenestration

INTENT

To create a pedestrian friendly and engaging relationship between buildings and streets.

DESIGN GUIDELINES

- The ground floor of commercial buildings should have a high percentage of transparent materials where buildings front streets.
- Buildings maximize windows on upper floors that overlook streets or open spaces to increase “eyes on the street,” which discourages undesirable public behavior.
- Windows should be strategically used next to entrances and open spaces to create prominent indoor/outdoor relationships.
- Industrial sash windows are strongly encouraged to promote the industrial character.
- Mullions and frames are encouraged to project beyond the plane of the glass in windows to create strong shadow lines.



Building Signage

INTENT

To identify the commercial or non-commercial uses within the building with signage that promotes wayfinding, adds interest that fits with the architectural character of the building, and enhances the pedestrian experience.

DESIGN GUIDELINES

- All signs should be scaled appropriately to the size of the building.
- Signs shall be constructed of high quality and durable materials that are consistent with and complement the building materials.
- Building identification signage should be placed on facades that face the primary street(s).
- Signs should be artful and creative and work with a building's architecture to add interest.

RESTRICTIONS

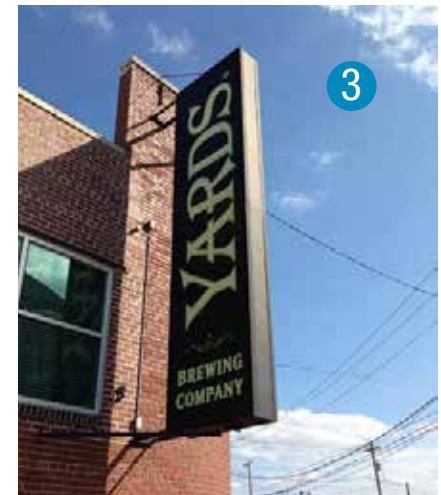
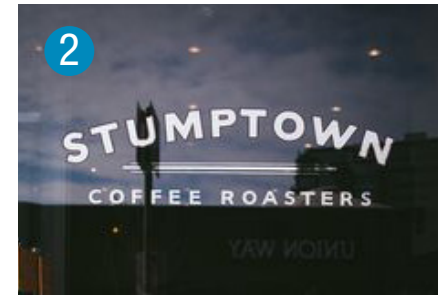
Internally illuminated box signs with more than 30% of the internal area illuminated are not permitted.

Animated, blinking, or flashing signs are not permitted.

ACCEPTABLE SIGN TYPES

The following sign types are acceptable for attached building signs:

- 1 Wall signs** - Wall signs include signs that are attached to the face of a building wall. They should be mounted on the wall facing the public realm.
- 2 Window Signs** - Window signs are painted, placed, or affixed in or on the interior of a window, and intended to be viewed from the outside. Window signs should not obscure views into store or business.
- 3 Projecting Signs + Hanging Signs** - Projecting signs are attached to the building face and project out perpendicular to the building. Hanging signs are similar to projecting signs, except that they are suspended from a marquee or other overhead canopy.
- 4 Awning Signs** - Awning signs are signs that are mounted, printed on, painted on, or otherwise attached to an awning or canopy above a business door or window.
- 5 Mural** - Sign that is painted onto a wall that is visible to the public realm.



Building Lighting

INTENT

To integrate lighting on buildings into the architectural design to creatively illuminate pedestrian areas and highlight building elements.

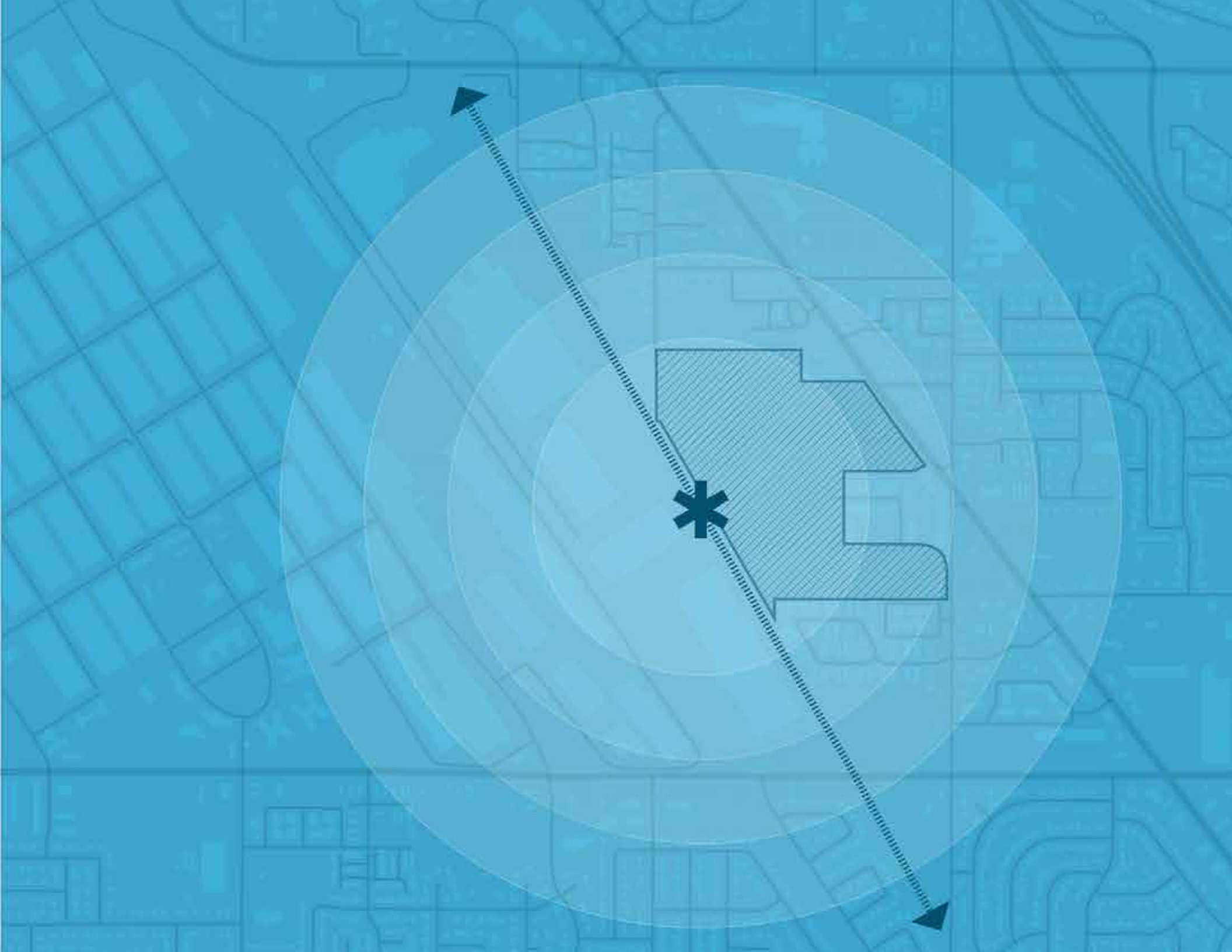
DESIGN GUIDELINES

- Pedestrian areas should have adequate illumination for safety.
- Lighting should be sensitive to residential development limiting glare, minimizing spill light, and minimizing light on upper stories of residential buildings.
- Retail buildings should integrate lighting with retail signage, storefront windows, and other building elements to enhance visibility and visual interest.
- Use creative lighting solutions to illuminate outdoor areas and add interest and life to outdoor spaces.

PRECEDENTS

- 1 Ground floor transparency allows internal lighting to illuminate the street and creates a “glow.”
- 2 Lights on building exterior highlight the ground floor retail space and illuminate the street.
- 3 Light illuminates steps to promote pedestrian safety.
- 4 Lights used on canopy and sign add visual interest, as well as highlight the building entrance.
- 5 Overhead lights used to help create an interesting and exciting “place.”





06

OPEN SPACE + PUBLIC REALM

FRAMEWORK + DESIGN GUIDELINES





Open Space Network

OVERVIEW

In order to create a livable urban neighborhood, a high-quality, comprehensive open space network is essential. Clearfield Station will provide a variety of open space types to ensure there are spaces that will meet the needs of the various residents and visitors of the neighborhood. Open spaces will be developed in a variety of sizes and scales. Most will be public, while some will be private, and they will all provide a unique and specific experience that complement one another.

INTENT

To create a comprehensive open space network that provides a number of unique, yet complementary open spaces throughout the neighborhood.

OPEN SPACE TYPES

The open spaces shown in the Concept Master Plan on the following page are conceptual, but the intent for each open space type shown is discussed on pages 74-81. The site currently contains a large drainage basin in the southwest corner that will remain. Also, the plan calls for a school site, which will include an open space element as part of its program. The following open space types are outlined in this document and should be incorporated into the development:

- Village Square
- Transit Plaza
- Pocket Park/Plaza
- Private Courtyard/ Rooftop Deck
- Park
- Paseo
- Enhanced Streetscape
- Recreation

DESIGN GUIDELINES

- The open space network should provide a variety of open space types that complement one another.
- The open spaces should be integrated into the urban form of the neighborhood.
- Buildings should frame open spaces in a deliberate manner, rather than open spaces just being developed in the “left over” spaces.
- The design and programming of each open space should reflect the latest trends in open space design to provide an experience and aesthetic that fits the wants and needs of the current day.
- Streets should be considered part of the open space network and should be designed in a pedestrian friendly manner that promotes comfort, safety, and provides places to stop and linger.
- Green infrastructure systems and ideas should be incorporated into the open space system.
- Buildings and respective land-uses should work together with adjacent open space to provide uses that complement each other.



Village Square

INTENT

To provide a central open space of approximately 1 acre that is located in a highly visible area in the heart of the neighborhood. It should also become the primary gathering place for civic and social purposes, and should function as the living room for the neighborhood. This should become an iconic regional destination.

DESIGN GUIDELINES

The *Village Square* open space type should include:

- A strong image and identity that helps define the image of Clearfield Station.
- Framed by buildings with active ground floor uses that promote activity on the square.
- Iconic landscape features
- Flexible open gathering space for events
- Public art



Transit Plaza

INTENT

To provide an open space adjacent to the commuter rail platform and bus loading zone that is specifically designed to enhance the experience of using public transportation by providing amenities that are geared toward transit users.

DESIGN GUIDELINES

The *Transit Plaza* open space type should include:

- Cafe, restaurant, or other convenient food options
- Public art
- Seating
- Shade
- Landscape features that reinforce the industrial theme for the neighborhood.



Park

INTENT

To provide a public park space that is geared specifically toward residents in the neighborhood and functions like the backyard of the neighborhood where residents can relax and play in an informal environment.

FEATURES + ELEMENTS

The **Park** open space type should include:

- Children's playground and other play elements
- All ages play elements such as ping pong, tennis, bocce, etc.
- Flexible lawn areas for informal active and passive recreation
- Pathway loops for exercise



Pocket Park / Plaza

INTENT

To provide a series of smaller parks and plazas that are typically located on small, irregular parcels, and are dispersed throughout the neighborhood. These spaces can serve as extensions of both the streetscape and the building.

FEATURES + ELEMENTS

The *Pocket Park/Plaza* open space type should include:

- Seating
- Interesting landscape design elements such as paving, planting, or other features
- Landscape features that reinforce the industrial theme for the neighborhood
- Outdoor dining seating (if applicable)
- Green space/planting to soften the urban environment



Paseo

INTENT

To provide pedestrian passageways and connections through buildings, while also providing open space amenities for both passerby's and adjacent residents.

FEATURES + ELEMENTS

The **Paseo** open space type should include:

- Pathways for pedestrian connections
- Green space and trees
- Seating
- Small recreational activities
- Dedicated space for dogs and/or other pets

Paseo's provide important pedestrian connections, and are therefore also considered part of the transportation network. See Paseo street type guidelines on pages 108-109 for more detail.



Enhanced Streetscape

INTENT

To provide streets that are first and foremost designed to create a friendly pedestrian experience, in part by providing the appropriate pedestrian amenities.

FEATURES + ELEMENTS

The *Enhanced Streetscape* open space type should include:

- Seating
- Outdoor dining seating (where applicable)
- Landscape plantings
- Unique/Interesting paving
- Pedestrian lighting
- Public art integrated into functional streetscapes
- Street furniture such as trash/recycling receptacles, bollards, and more

See streetscape guidelines on pages 98-99 for more detail.



Private Courtyard / Rooftop Deck

INTENT

To provide private open spaces for residents and/or employees of a building.

FEATURES + ELEMENTS

The **Private Courtyard / Rooftop Deck** open space type should include:

- Lounge and relaxation spaces
- Pools and hot tubs
- Outdoor cooking facilities
- Fire places
- Green space and trees
- Seating
- Small recreational activities
- Small private event gathering spaces



Recreation

INTENT

To provide recreation facilities that offer formal recreational opportunities for residents and visitors.

FEATURES + ELEMENTS

The **Recreation** open space type should include:

- Sports fields
- Seating for spectators



Landscape Design Theme

INTENT

To establish a specific “look and feel” throughout the study area to unify the area by developing a landscape “language” that will help brand the neighborhood with a unique aesthetic that also works with the architectural design.

DESIGN THEME - “CONTEMPORARY INDUSTRIAL”

The landscape design theme for Clearfield Station will mirror the architectural design theme with a contemporary industrial style that is modern, yet is rooted in the industrial character that surrounds the site. This industrial character helps to create a brand for the site and provides a common theme that ties the neighborhood together.

LAWN AREAS

Lawn areas should be used strategically in areas that will become functional gathering places. Lawn areas should be minimized in other areas, and replaced with more water efficient landscape planting.





Materials + Colors

INTENT

To ensure a consistent application of complementary and high quality materials throughout the neighborhood that will reinforce the unique identity and a sense of place.

DESIGN GUIDELINES

- Landscape materials should reinforce the industrial theme by using concrete, steel, timber, brick and stone. See materials images for specific application of these materials.
- Utilize historic industrial remnants from the adjacent railroad, industrial area, and/or the historic navy depot, by integrating them into the landscape, if available.
- Materials are encouraged to have a weathered, industrial feeling. This could be done in various ways, such as using rough cut stone or concrete, or by using tumbled stone or brick. The weathered look should help create a feeling of “authenticity”

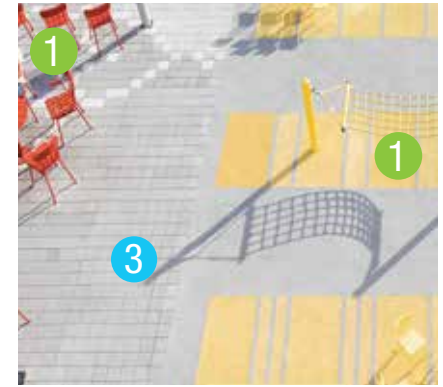
COLOR

The most prominent color associated with industrial areas is gray, with reds and blacks also playing a large role. These colors should remain as a base for landscape material colors, but should also be supplemented with more modern and interesting colors. Specifically, brighter colors should be strategically added in minimal, but visually prominent ways, to contrast the muted gray tones.

- 1 Pop of Color as an Accent

ACCEPTABLE MATERIALS

- 2 Stone Pavers
- 3 Concrete Pavers
- 4 Broken Industrial Concrete
- 5 Abstract Industrial Broken Concrete
- 6 Decomposed Granite / Crusher Fines
- 7 Rough Cut Stone
- 8 Wood / Timber
- 9 Industrial Remnants (New + Old)
- 10 Steel / Railroad Track
- 11 Asphalt Pavers
- 12 Concrete / Board Form Concrete





Planting

INTENT

To reinforce the unique look and feel of Clearfield Station by utilizing planting in a way that is complementary to the contemporary industrial theme.

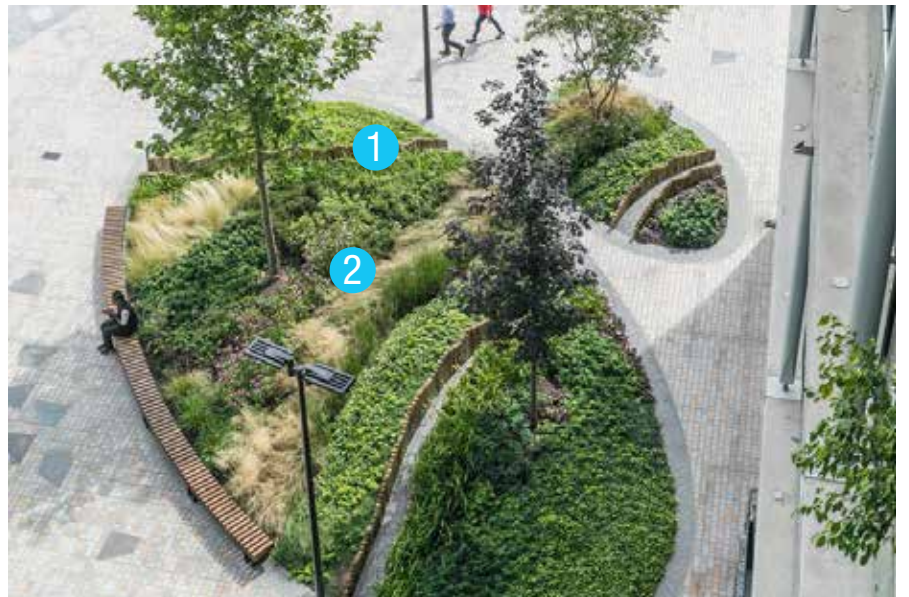
DESIGN GUIDELINES

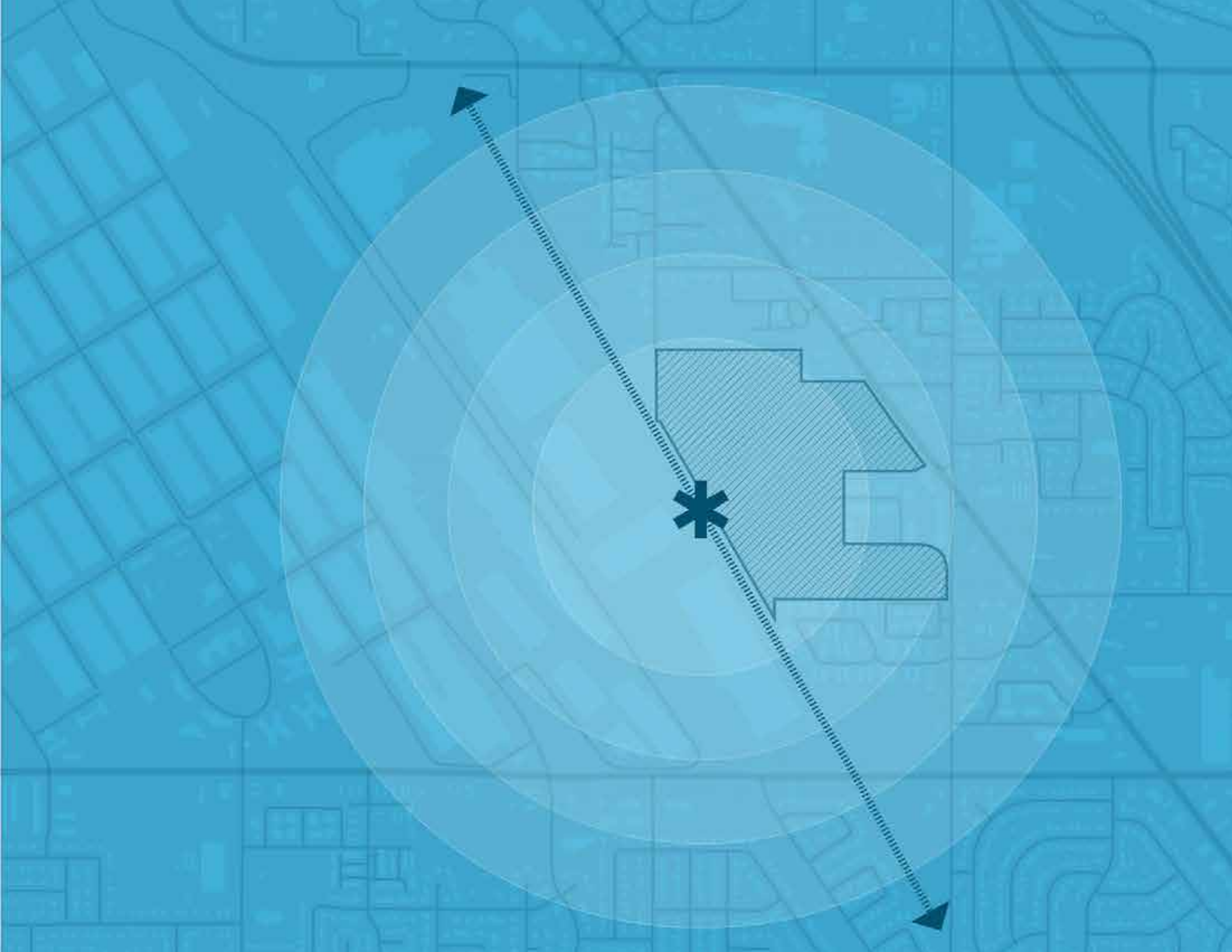
- Planting areas should generally have an organic feel.
- Planting in groups to create attractive massings is encouraged.
- Lawn areas should be used strategically in areas that will become functional gathering places. Lawn areas should be minimized in other areas, and replaced with more water efficient landscape planting.
- Use perennials, bulbs, and wildflowers to add color to the landscape.
- Choose plants that minimize long-term maintenance costs.

PRECEDENT

- 1 Organic Planting
- 2 Groups of Plants create organized massing
- 3 Wildflowers and perennials add color to the landscape.
- 4 Lawn area appropriately sized for gathering space.
- 5 Trees provide shade







07

TRANSPORTATION + MOBILITY

FRAMEWORK + DESIGN GUIDELINES

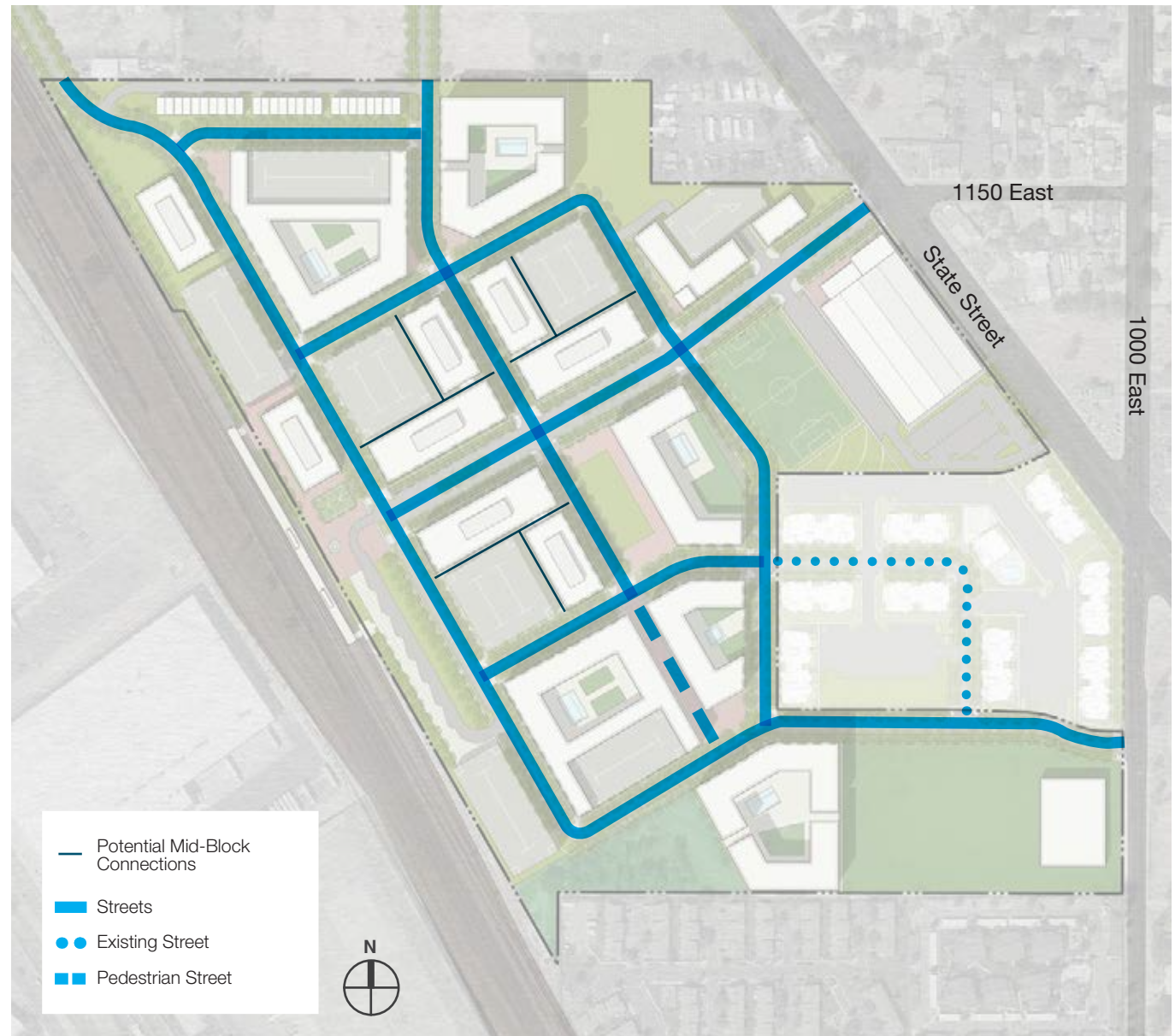


Streets + Blocks

The street layout of Clearfield Station will provide the foundation for the urban form of the area, which will help define the character and performance of the neighborhood. Once established, the street pattern will remain in place as the long-term structure and framework for the area, even as buildings and land-uses may change and evolve over time.

This layout incorporates the following:

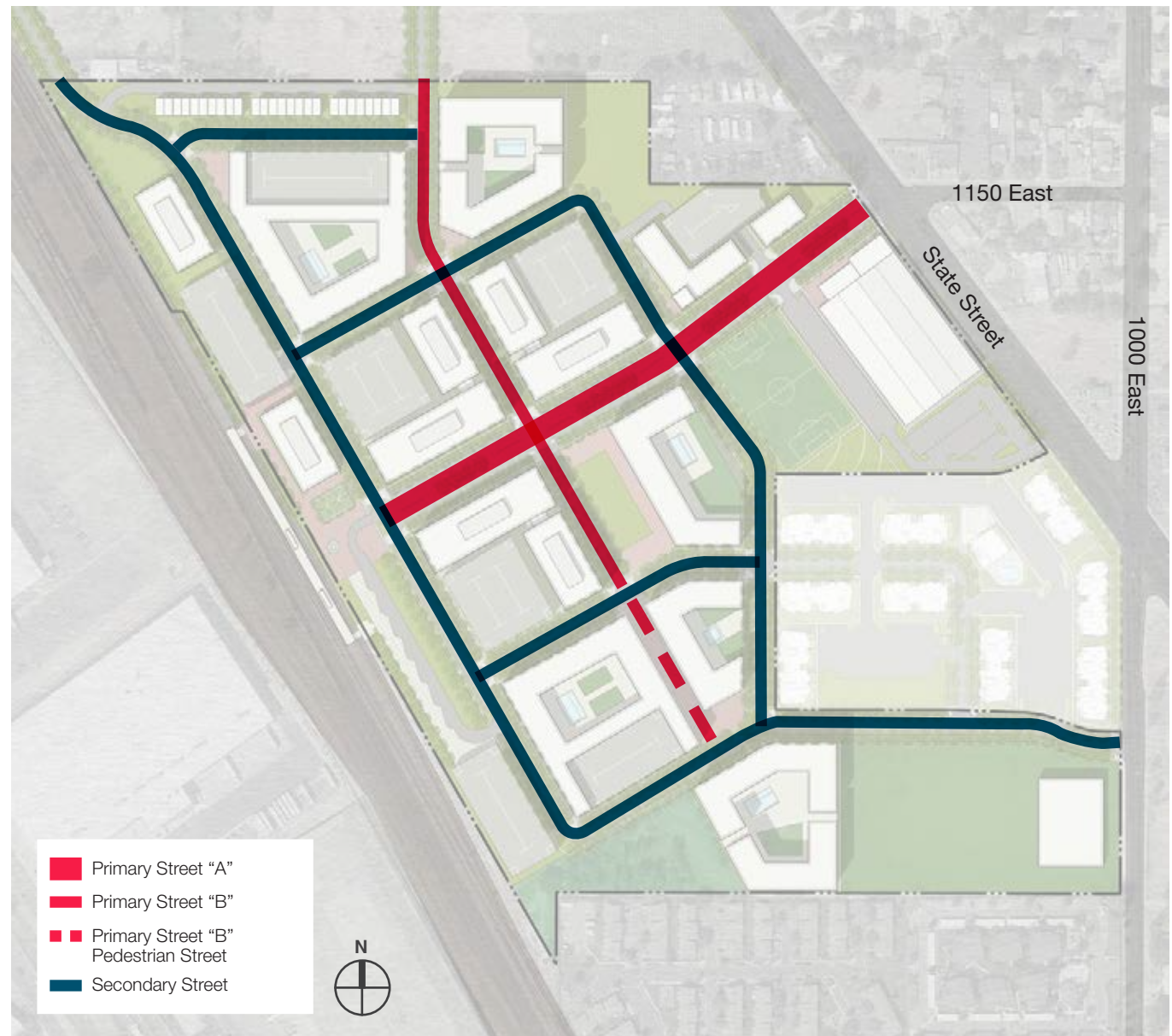
- New streets connect into the existing street pattern to increase connectivity into the site.
- Blocks are between 300' and 350' which is consistent with block sizes in successful, walkable downtowns throughout the country.
- The block size provides a good balance of ensuring good connectivity throughout the site, as well as providing a large enough block that it will allow for a variety of development options.
- Mid-block connections are encouraged to be designed into the site layout of each block, if feasible, to further increase connectivity.



Street Hierarchy

A hierarchy of streets has been established in order to define the most prominent and important streets in the neighborhood. It helps to define the various roles that different streets will play in regards to traffic volumes, modal choices, and pedestrian experience.

The street hierarchy specifically relates to the ground floor treatment of buildings, which is covered in Section 05 Buildings + Architecture of this document.

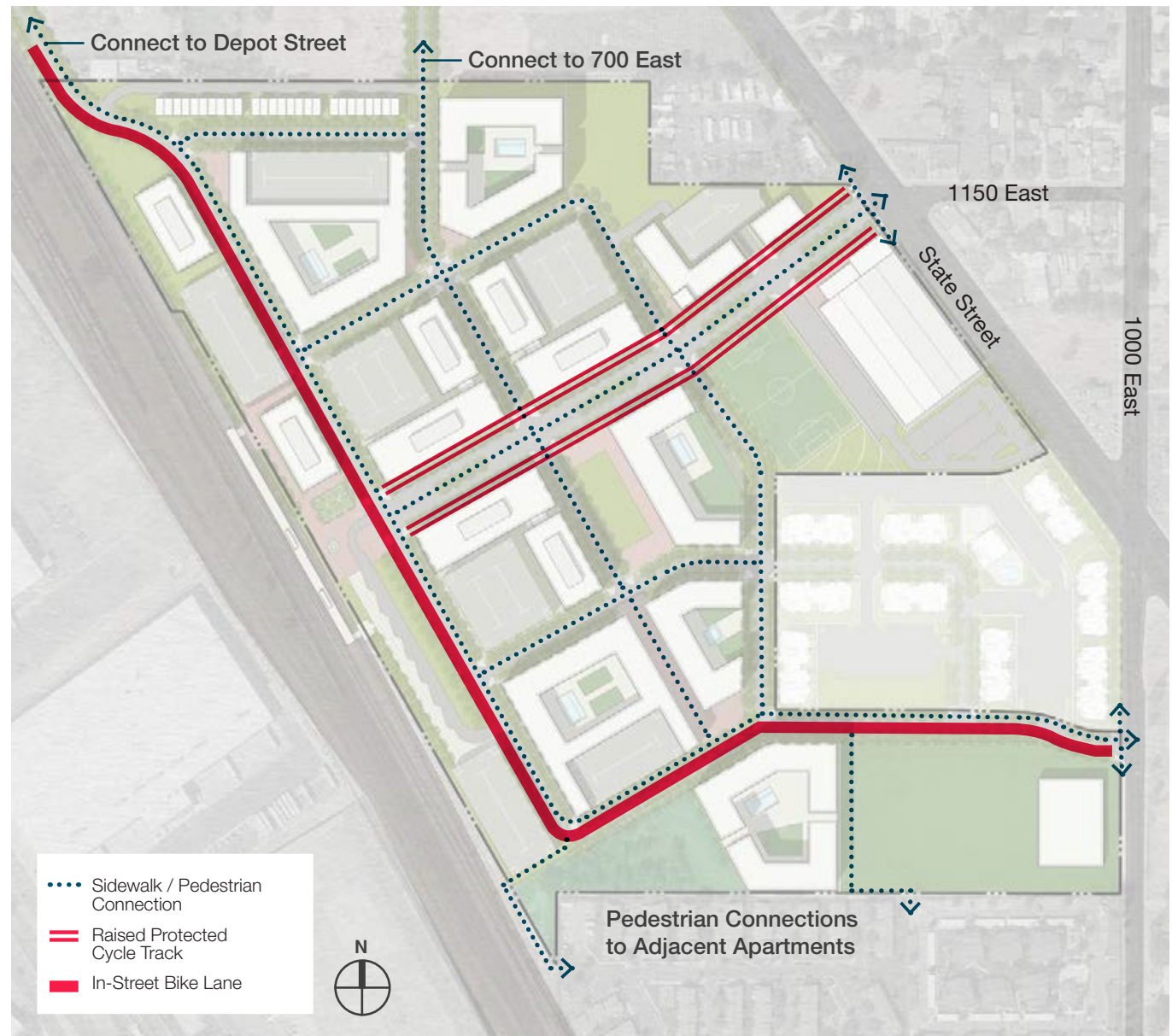


Active Transportation

Active transportation is defined as modes of travel that require physical effort. In Clearfield Station, this is specifically manifested as pedestrian and bicycle transportation.

Active transportation is an essential component of a transit-oriented development, as strong pedestrian and bicycle facilities allow transit users to connect from the train/bus to their destination with relative comfort and safety.

Quality active transportation facilities are also important for encouraging healthy lifestyles and reducing vehicle travel and congestion.



PEDESTRIAN FACILITIES

Clearfield Station will specifically focus on providing pedestrian friendly streets throughout the neighborhood. See street design guidelines on page 102-109.

Special attention should be paid to ensuring highly visible and safe street crossings. Crosswalks should be located at all intersections within the site to enhance pedestrian connectivity.

Bulb-outs (or curb extensions) should also be used throughout the neighborhood to calm vehicular traffic and shorten pedestrian crossings. Street trees should also be used to increase pedestrian comfort and calm traffic.

CYCLING FACILITIES

Cycling facilities are provided on the major streets that connect to existing streets outside of the site. A protected cycle track will be provided on the boulevard that connects State Street to the transit station. An in-street bike lane will run along Depot Street, through the site, and connecting to 1000 East. All other streets in the neighborhood will be designed to allow for a safe mix of cyclists and vehicles in vehicular travel lanes.

PRECEDENTS

- 1 Sidewalk with many elements that add to a comfortable, safe, and interesting pedestrian experience including street trees, planters, brick pavers, ground floor transparency, pedestrian lighting, bike parking, seating, and outdoor dining.
- 2 Bulb-out helps to calm vehicular traffic and shortens pedestrian crossing lengths.
- 3 Highly visible crosswalk with median refuge and signage.
- 4 In-street bike lane with a painted buffer to increase safety.
- 5 Raised Cycle track separates bikes (and other users, such as scooters, skateboarders, etc.) from vehicular traffic lanes. It also separates these users from the pedestrian sidewalk space.



Transit

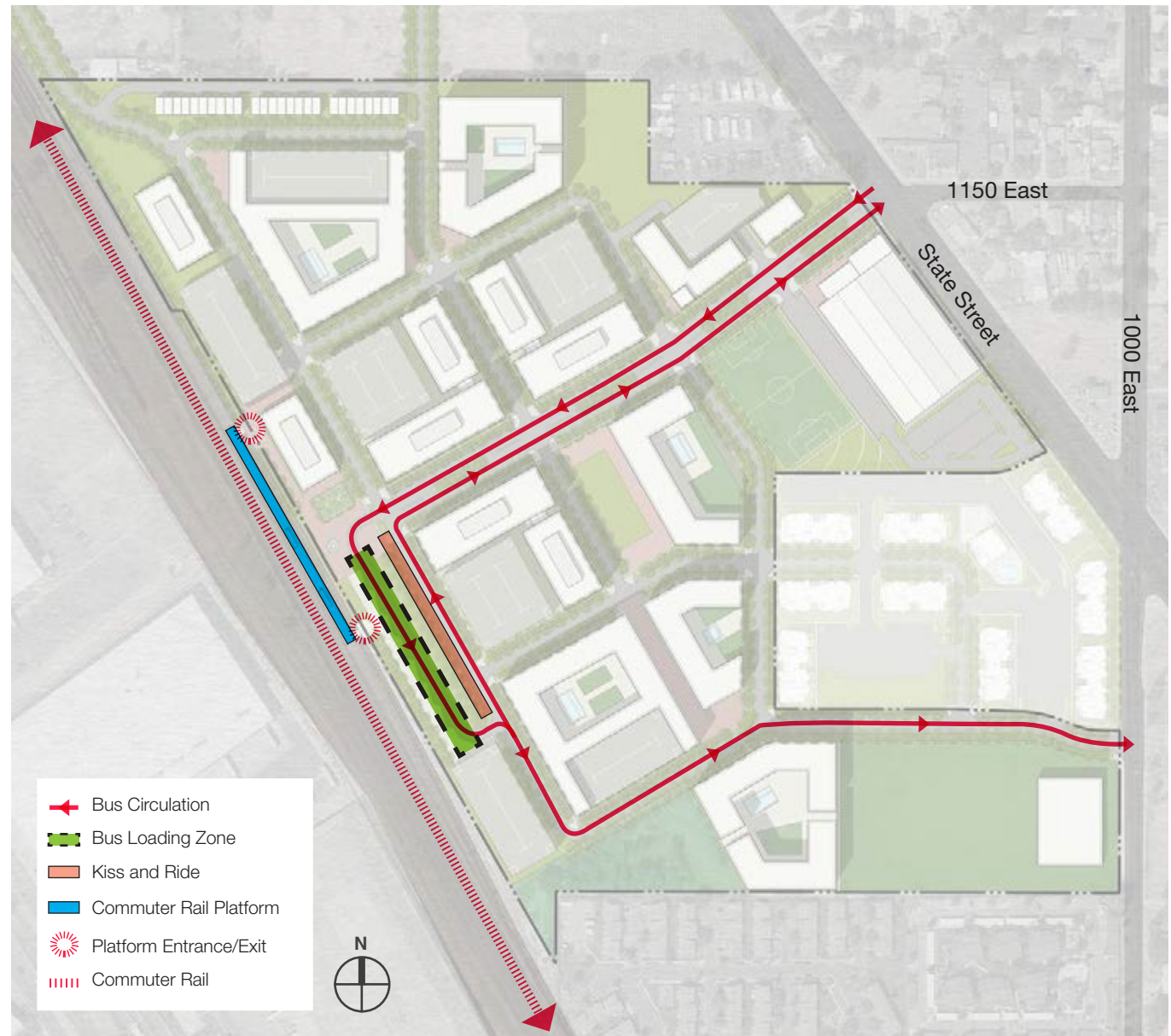
The commuter rail is the central feature of the Clearfield Station site, and the plan for the site is arranged to maximize its use as a method for transporting people to and from the site, which reduces the need for vehicular trips.

The commuter rail platform and entrances will remain as existing. The bus loading zone will mostly remain as existing, but will be expanded to the north to line up better with the new boulevard that connects State Street to the transit station.

Bus traffic will be largely be routed along the boulevard, with an option to exit at 1000 East if applicable.

A kiss and ride area will be established, as shown, to provide transit users from outside the neighborhood with convenient access in close proximity to the commuter rail platform.

Transit facilities shall conform to UTA's design standards.



Vehicular Transportation

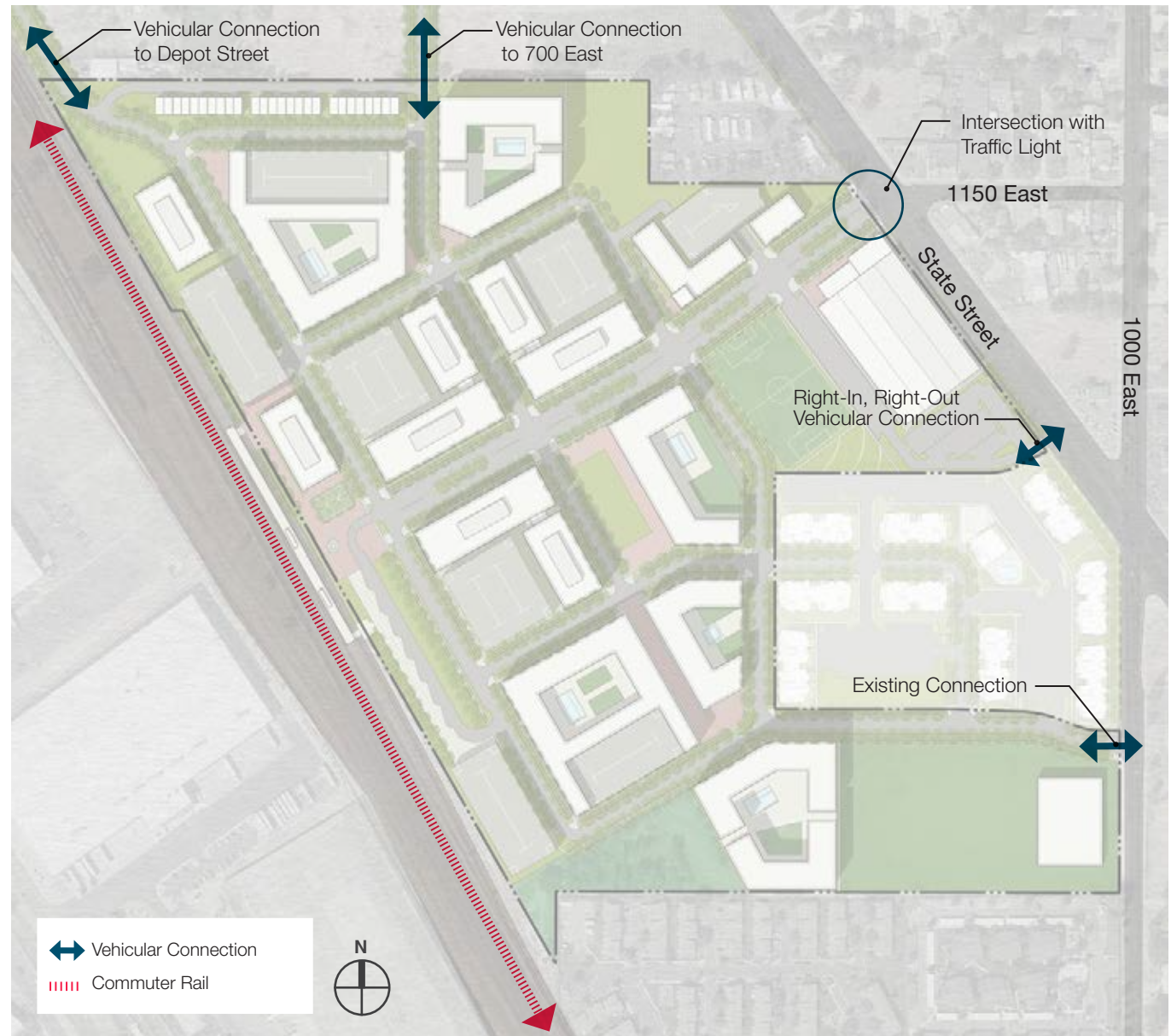
Clearfield Station is intended to be a multi-modal transportation system, with priority given to pedestrians and cyclists. However, vehicular transportation will still be a fundamental element that must be carefully planned to minimize traffic issues. The increase in development, as outlined in this plan, will have significant impacts on traffic, and traffic mitigation efforts must be carefully considered.

New streets should connect into existing streets to increase connections and to disperse traffic flows in and out of the site as much as possible. A connection to Depot Street should be prioritized. A connection to 700 East is also encouraged.

The existing intersection should be relocated to align with 1150 East, at the site's furthest point north on State Street.

This new intersection will likely need a traffic light eventually, and therefore, increasing the distance between the new and existing light at 1000 East is important.

See the Traffic Analysis Section on pages 96-97, as well as in *10 Appendix B: Traffic Analysis* for more information.



Traffic Analysis

A traffic impact analysis for the Clearfield Station Area Plan was done to identify the traffic impacts that the proposed land use scenario for the station will have in the surrounding intersections. For full Traffic Analysis Report, see Appendix B: Traffic Analysis, which is a separate document.

Trip generation for the project was computed using trip generation rates published in the Institute of Transportation Engineers (ITE) Trip Generation, 10th Edition, 2017, and Fehr & Peers' mixed-use development (MXD) methodology via MainStreet, a Fehr & Peers web application that captures the traffic benefits of developments by looking at interactions among the mixture of land uses and patron usage of alternative modes (i.e. transit, bicycling, and/or walking). The MXD trip generation methodology accurately captures the trip-reducing benefits of mixed-use development projects and is used throughout the United States to help developers, agencies, and the public to quantify these trip reductions.

The net external vehicle trips expected to be generated by the Clearfield Station TOD and the percent reductions due to trips that start and end within the development and trips that are done by transit, biking, or walking are shown in Table 1.

The Clearfield Station Area TOD will generate significant traffic to the surrounding intersections and mitigations will be needed to accommodate for the new traffic. This analysis focused on the analysis of four intersections close to the Clearfield Station Area:

- State Street/2000 North
- State Street/1000 East
- State Street/UTA Park-and-Ride Driveway
- State Street/700 South

The operating performance of these intersections is described by the Level of Service (LOS). LOS is measured quantitatively and reported on a scale from A to F, with A representing the best performance and F the worst. See Appendix B: Traffic Analysis for descriptions of each LOS designation.

Using the traffic modeling software Synchro and the HCM 2010 delay thresholds introduced above, the existing and existing plus project AM and PM peak hour LOS were computed for each study intersection. The preliminary results of this analysis are reported in Table 2.

Table 1: MXD Trip Generation and Reduction Estimates

| Time Period | Project Gross Trips | Net External Vehicle Trips | Vehicle Trip Reduction |
|--------------|---------------------|----------------------------|------------------------|
| Daily | 21,375 | 18,469 | 13.5% |
| AM Peak Hour | 1,733 | 1,399 | 19.3% |
| PM Peak Hour | 2,256 | 1,736 | 23.1% |

Table 2: Level of Service Summary

| Intersection | | | Existing | Existing Plus Project | Existing Plus Project Mitigated |
|--------------|---|--------|----------------------------|----------------------------|---------------------------------|
| ID | Location | Period | LOS & Sec/Veh ¹ | LOS & Sec/Veh ¹ | LOS & Sec/Veh ¹ |
| 1 | Main Street / 2000 North | AM | C / 23 | C / 30 | C / 29 |
| | | PM | D / 43 | E / 57 | D / 44 |
| 2 | State Street / 1000 East | AM | C / 24 | C / 32 | C / 29 |
| | | PM | E / 59 | E / 75 | E / 57 |
| 3 | State Street / UTA Park-and-Ride Driveway | AM | B / 12 | F / 88 | F / 88 |
| | | PM | C / 18 | F / <300 | F / <300 |
| 4 | State Street / 700 South | AM | D ² / 55 | D ² / 55 | D / 45 |
| | | PM | F / 87 | F / 137 | E / 55 |

1. Overall intersection LOS and average delay (seconds/vehicle) for the signalized intersections and worst movement LOS and average delay for the unsignalized intersections.

2. The threshold for LOS E is 55 sec/veh

ANALYSIS RESULTS

All intersections in the existing conditions operate at acceptable levels during the AM peak hour (LOS D or better); however, the State Street / 1000 East and State Street / 700 South intersections operate at a LOS E and LOS F, respectively, during the PM peak hour. With the addition of the proposed land use scenario for the Clearfield Station Area, the development access onto State Street fails during the AM peak hour, and all intersections operate at a LOS E or F during the PM peak hour. The existing plus project scenario was also mitigated, i.e., the signals were optimized to provide better results. This scenario shows significant improvements for all signalized intersection included in this study, especially State Street / 1000 East and State Street / 700 South intersection during the PM peak hour. Therefore, it is recommended that the signals are optimized when the Clearfield Station Area is developed.

MITIGATION STRATEGIES

Other potential mitigations to alleviate the impact of the development on the surrounding area are:

- **Signalize the development access onto State Street.**

State Street is a road under the jurisdiction of the Utah Department of Transportation (UDOT) and as such, UDOT access management guidelines must be followed. According to the UDOT Access Category Identification Map, State Street requires a signal spacing of 2,640 feet. The proposed access would not meet the signal spacing since it is approximately 930 feet from the nearest signal. In order to signalize the development access unto State Street, the developers will need to negotiate a variance with UDOT.

- **Distribute internal traffic to all development accesses.** The main access to the development will be through State Street. However, three other accesses are proposed for this development: a south access onto 1000 East, and two north accesses, one onto 700 South and one onto 1000 South (a neighborhood

street). Encouraging the use of all development accesses could alleviate the high traffic impact on State Street. However, a signalized access onto State Street might still be needed.

- **Signalize a secondary major access onto 1000 East.** 1000 East is a local road owned by Clearfield City. Adding a secondary major access onto this road will alleviate the traffic using access onto State Street.

- **Follow TOD best practices on parking supply.** Research conducted by the Utah Transit Authority and the University of Utah's Metropolitan Research Center indicates that mixed-use developments at transit stations generally require significantly less parking than similar developments that lack good transit access. The Utah Transit Authority also released Transit Oriented Development guidelines in 2014 that provide standards for parking, although these guidelines provide a greater level of parking than the University of Utah research suggests to be necessary.

- **Establish a Transportation Demand Management (TDM) coordinator.** Having a TDM coordinator for the site would help employees and residents find other means of transportation to/from the TOD beyond driving alone. Examples for TDM measures are incentivizing the use of transit, biking, and walking; having various office hours within the development; etc.

Streetscape

INTENT

To create a cohesive, functional, and safe network of streets and walkways that support a variety of travel modes and connects, attracts, and activates the neighborhood.

DEFINITION

The streetscape is defined in this document as the part of the street between the curb and the building.

DESIGN GUIDELINES

- The streetscape should be considered an important part of the neighborhood open space system, and should provide safe, comfortable travel, as well as provide interesting places that are desirable to spend time.
- Streets should be designed as outdoor rooms with attractive places to sit, stop, gather, and play.
- Streets should provide opportunities for neighbors and visitors to meet one another and create a vibrant community-oriented neighborhood experience.

- Paving materials and patterns should provide interest and excitement, while also being durable, functional, and easy to maintain.
- Changes in paving should be used to differentiate between streetscape zones.
- Curb radii should be minimized on street corners to slow vehicles making turning movements and maximize pedestrian safety.
- Bulb outs should be used at all intersections and mid-block street crossings to calm traffic and minimize the length of pedestrian crossings.
- Green infrastructure may be incorporated into the streetscape in the street zone with stormwater retention systems or other innovative green systems.

BUILDING ZONE

The building zone is the space between the travel zone and the building facade. This zone can be used to display merchandise, enhance entryways, or provide outdoor seating and dining. It should generally be thought of as an extension of the building into the public realm. This space will typically need to require some space from a building setback to provide enough usable space.

TRAVEL ZONE

The travel zone is reserved for unobstructed pedestrian travel. It is located between the building zone and the street zone. This space must remain at least five feet wide.

STREET ZONE

The street zone is the space between the travel zone and the street. This area can be landscape or hardscape, and is where trees and street furniture should be located.

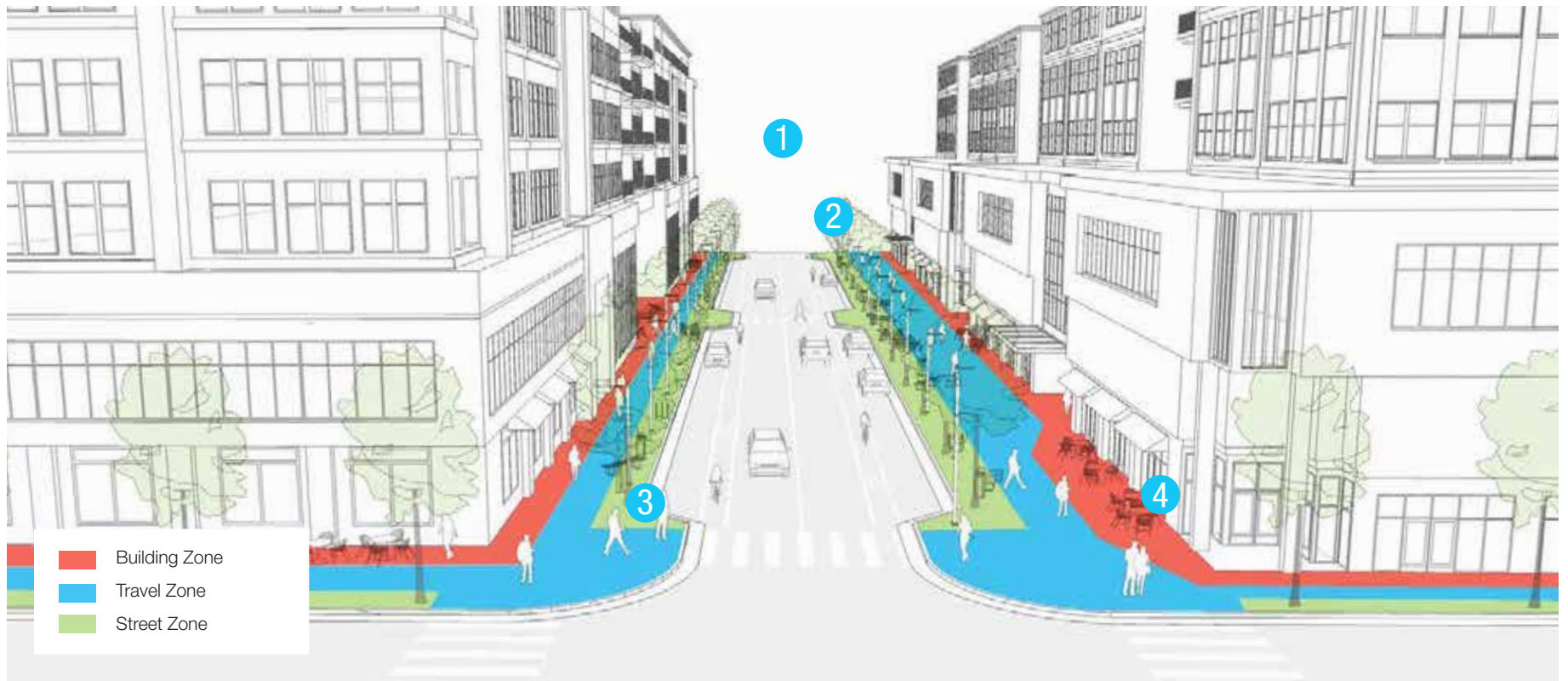
STREET TREES

Street trees are required in regular intervals on all streets in the neighborhood. They should at least be located 30 feet apart.

STREET FURNITURE

Street furniture should be provided as part of the general streetscape design for all streets in the neighborhood. The following list includes street furniture that should be included within the Clearfield Station site. However, not all streets will require all street furniture elements.

- Street Lighting
- Pedestrian Lighting
- Seating / Benches
- Trash / Recycling Receptacles
- Bike Racks
- Wayfinding Signage
- Raised Planters
- Bollards



GENERAL STREETScape ELEMENTS

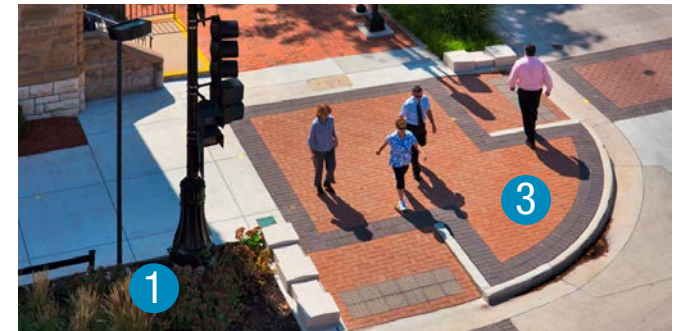
Streetscape design is key in creating an inviting pedestrian environment and a walkable neighborhood.

This graphic demonstrates how the three streetscape zones are broken down, and the simple fundamentals behind effective street design.

- 1 A consistent streetwall on both sides of street, as well as vertical elements such as trees, create a sense of enclosure.
- 2 A consistent row of trees provides a sense of enclosure, protects pedestrians from vehicles, provides shade, and brings nature into the urban environment.
- 3 Street furniture such as lighting, seating, trash receptacles, and bike racks are included in the street zone as pedestrian amenities.
- 4 Seating and outdoor dining is provided in the building zone as an extension of the indoor dining area.

STREETSCAPE PRECEDENTS

- 1 Street zone contains trees, plantings and street furniture.
- 2 Building zone contains pedestrian amenities such as outdoor dining.
- 3 Interesting paving pattern brings excitement and refinement to the street
- 4 Bioretention strip is built in to the street zone of the streetscape to filter stormwater.
- 5 Seating is designed into interesting streetscape planters.



Street Types

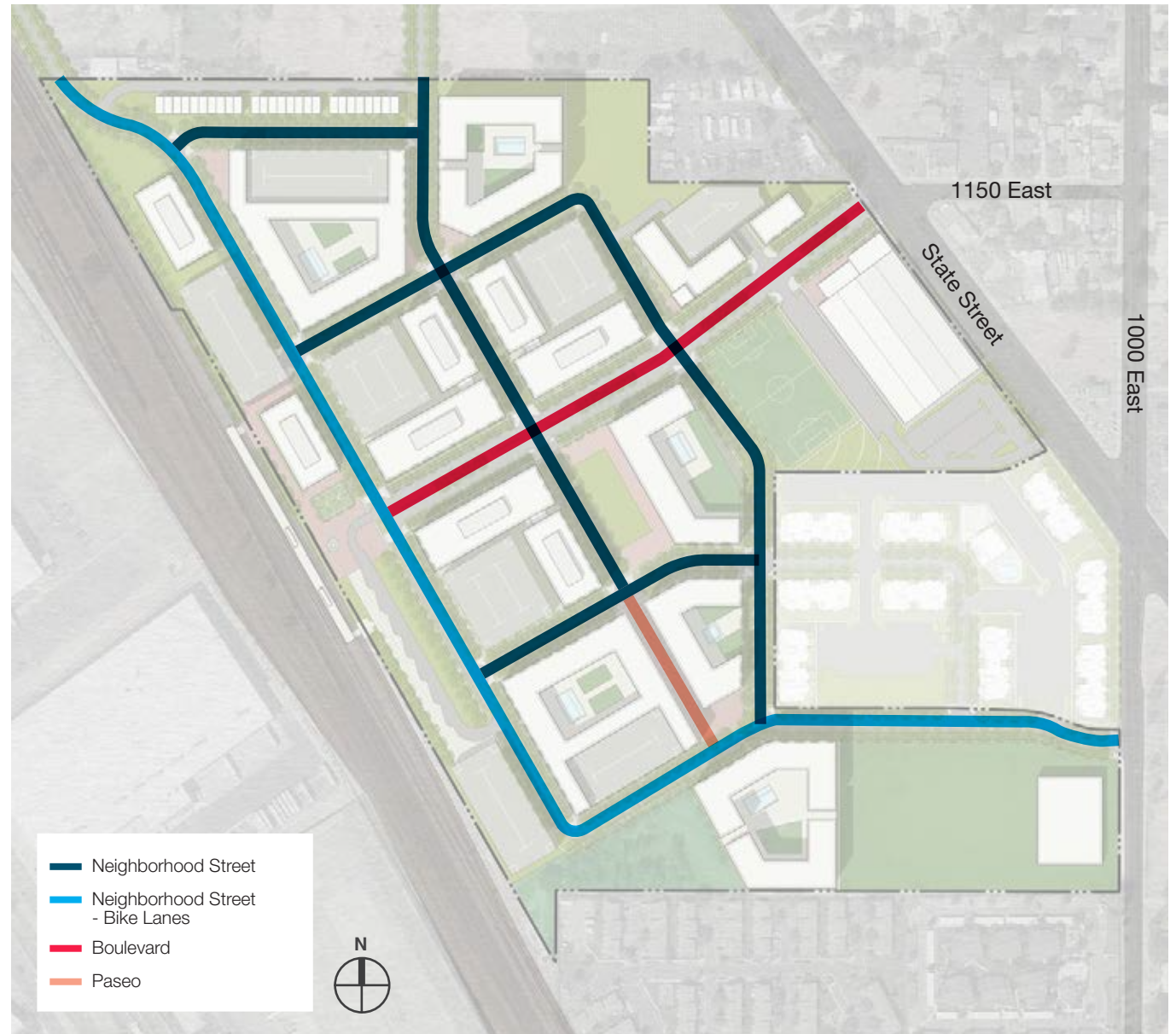
Four street types have been established for the Clearfield Station site.

The *Neighborhood Street* is the default street design, and the most common street in the neighborhood.

The *Neighborhood Street - Bike Lanes* street type is identical to the "Neighborhood Street," but has dedicated in-street bike lanes.

The *Paseo* street type is a pedestrian only street that breaks up a large block with a pedestrian connection, while also providing an inviting space for adjacent residents.

The *Boulevard* street type is established as the primary street in the neighborhood, which connects State Street to the transit station.



Neighborhood Street Type

The *Neighborhood Street* type is the default street type that will be used at Clearfield Station and will make up the majority of streets in the neighborhood. It is intended to provide access for neighborhoods and function as a livable outdoor space. The design and layout of the street is a simple, time-tested solution that creates safe, walkable, and livable streets.

The neighborhood street type includes on-street parallel parking, street trees, plantings, lighting, benches, and sidewalks.

This street section is designed for a slow speed, which allows bicycles to safely and comfortably share the vehicular lanes.





Neighborhood Street - Bike Lanes Street Type

The *Neighborhood Street - Bike Lanes* street type is identical to the *Neighborhood Street* type, with the exception of adding on-street dedicated bike lanes.

The buffered bike lanes on these streets will provide safe and convenient access for bicycles on the streets that connect Clearfield Station to the rest of the City.



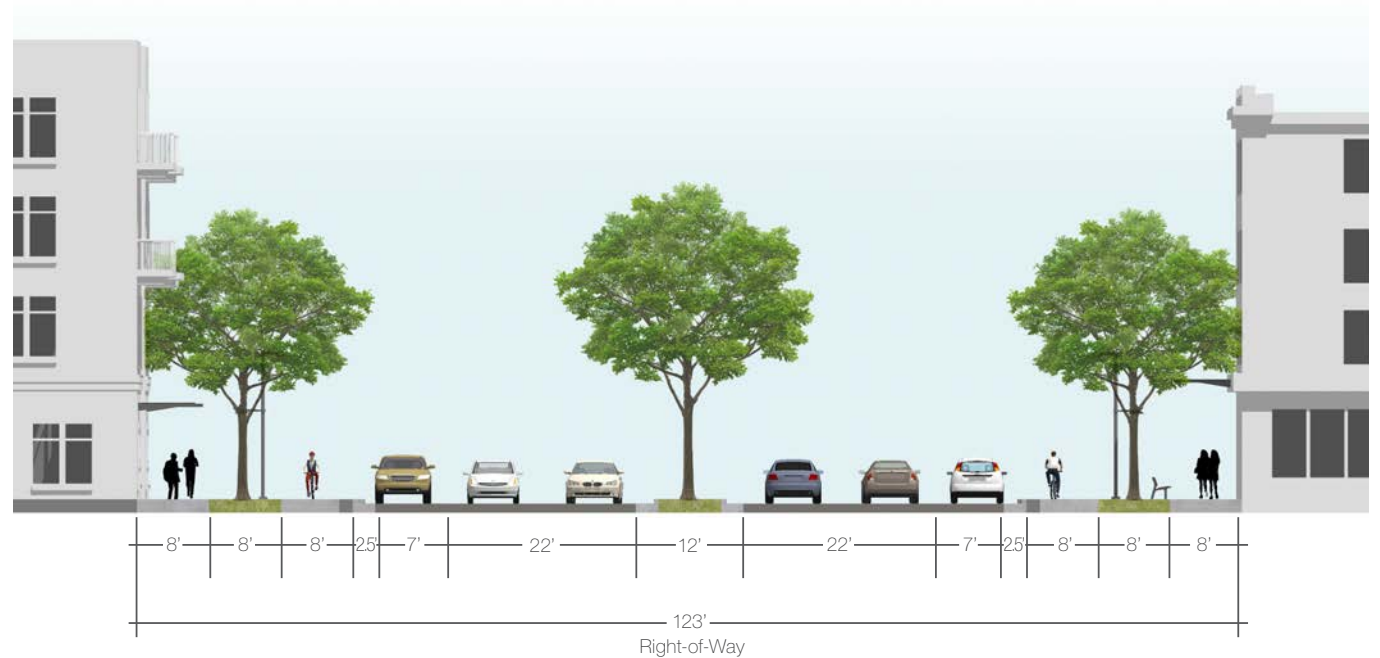


Boulevard Street Type

The *Boulevard* street type is intended to be the primary street in Clearfield Station, connecting State Street to the Transit Station.

The Boulevard should be designed to have a grand, iconic appearance, as it is the main entrance to the neighborhood and the heart of Clearfield Station. It should be designed to be functional, safe, and convenient for multiple modes of travel, including vehicles, bus, bicycles, and pedestrians.

The Boulevard street type includes on-street parallel parking, street trees, plantings, a planted median, sidewalks, lighting, benches, and other street furniture.





Paseo Street Type

The *Paseo* street type is intended to allow public pedestrian access through a large block.

The right-of-way should be developed with a passageway of at least 10 feet and provide a strong, obvious pedestrian connection.

Paseos should also be treated as an outdoor amenity space for adjacent residents. See the *Paseo* open space type on page 78 for more detail.





Parking

OVERVIEW

A comprehensive strategy to deal with parking is one of the most important aspects of creating a successful, walkable, TOD environment. Nearly all parking at Clearfield Station is intended to eventually be provided in structures or on-street, with the possible exception of parcels near State Street/1000 E that are used for recreation and/or education facilities. Townhouse uses will also be individually parked.

The traffic analysis that was completed as part of this study recommended the number of parking stalls provided to be in the 2,000 - 3,000 range. See Appendix B: Traffic Analysis for more info.

INTENT

To arrange parking in a way that promotes walkability, while still providing convenient and accessible parking.

DESIGN GUIDELINES

- Dedicated parking structures will provide parking for park and ride purposes.
- Adequate bike parking should be provided for each building in the neighborhood.

- Parking structures are not allowed on “Primary Street A” as defined on page 91.
- Parking structures facing “Primary Street B,” as defined on page 91, should have active uses on the ground floor.
- All streets in the district should include on-street parking, as defined for each street type on pages 102-107.
- Shared parking strategies are encouraged.

PARKING STRUCTURE PRECEDENTS

- 1 Parking Structure is wrapped by buildings to hide the parking structure from the street and public open spaces.
- 2 Retail uses on the ground level of parking structure activates the street.
- 3 Decorative facade treatment of parking structure adds visual interest to the street.



CONCEPT PLAN PARKING

The concept plan is drawn with a number of parking configurations and strategies that could be used to provide parking on the Clearfield Station site. Some of these include, but are not limited to:

Underground Parking Structure:

Parking structure is located under the building.

Freestanding Parking Structure:

Parking Structure is above ground and not connected to any other building.

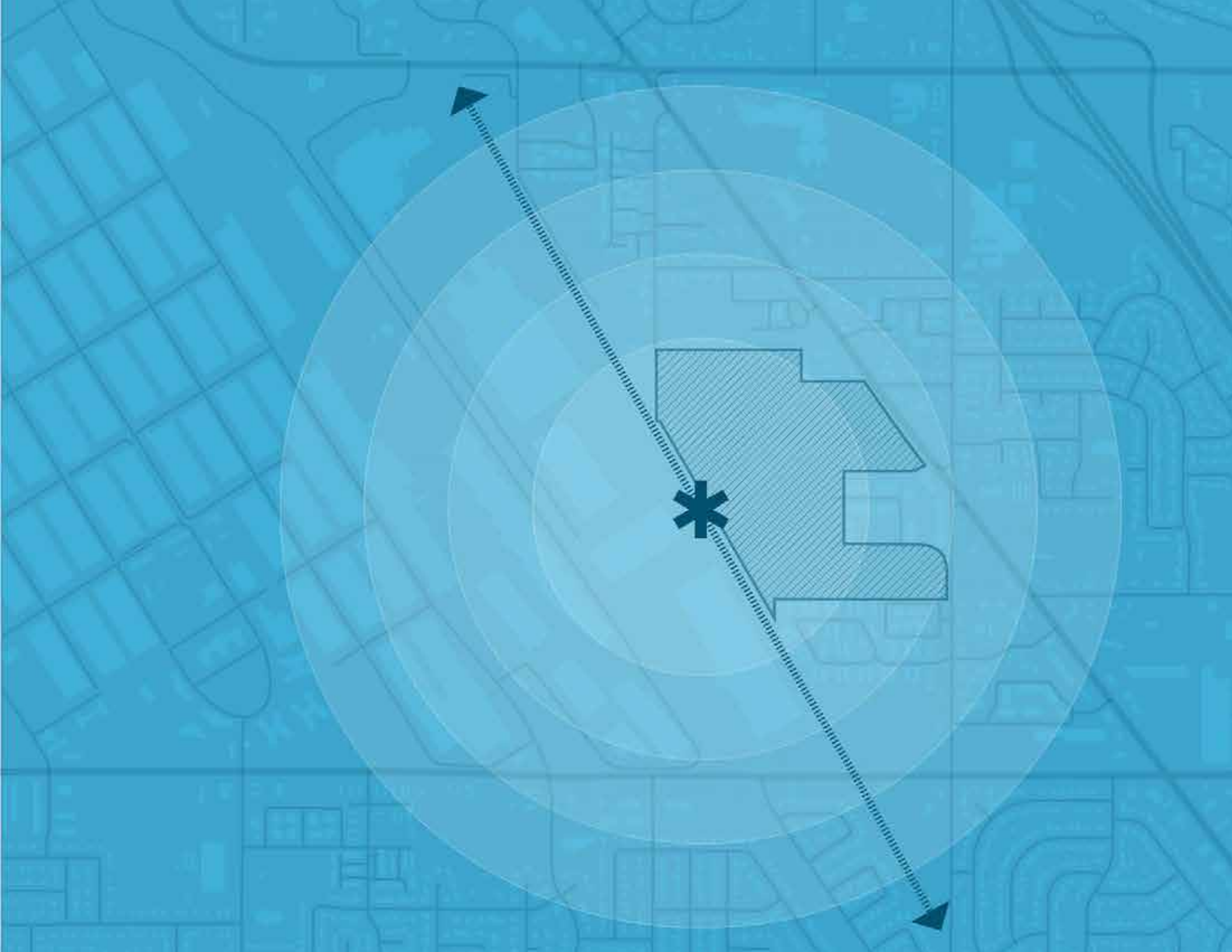
Wrapped Parking Structure:

Parking structure is “wrapped” by the building so that the structure is not visible from the street.

Podium Parking Structure:

Parking structure is contained within the building footprint, above grade.





08

STRATEGIC RECOMMENDATIONS



Implementing the Plan

For the vision and objectives laid out in this plan to be realized, it will likely be the result of a long-term process, where residents, City staff, UTA staff, and elected officials have championed the vision and ensured the development of the site that they want to see. This plan presents the vision and illustrative plan for Clearfield Station, but for the type of development this plan envisions to be built, more steps will need to be completed.

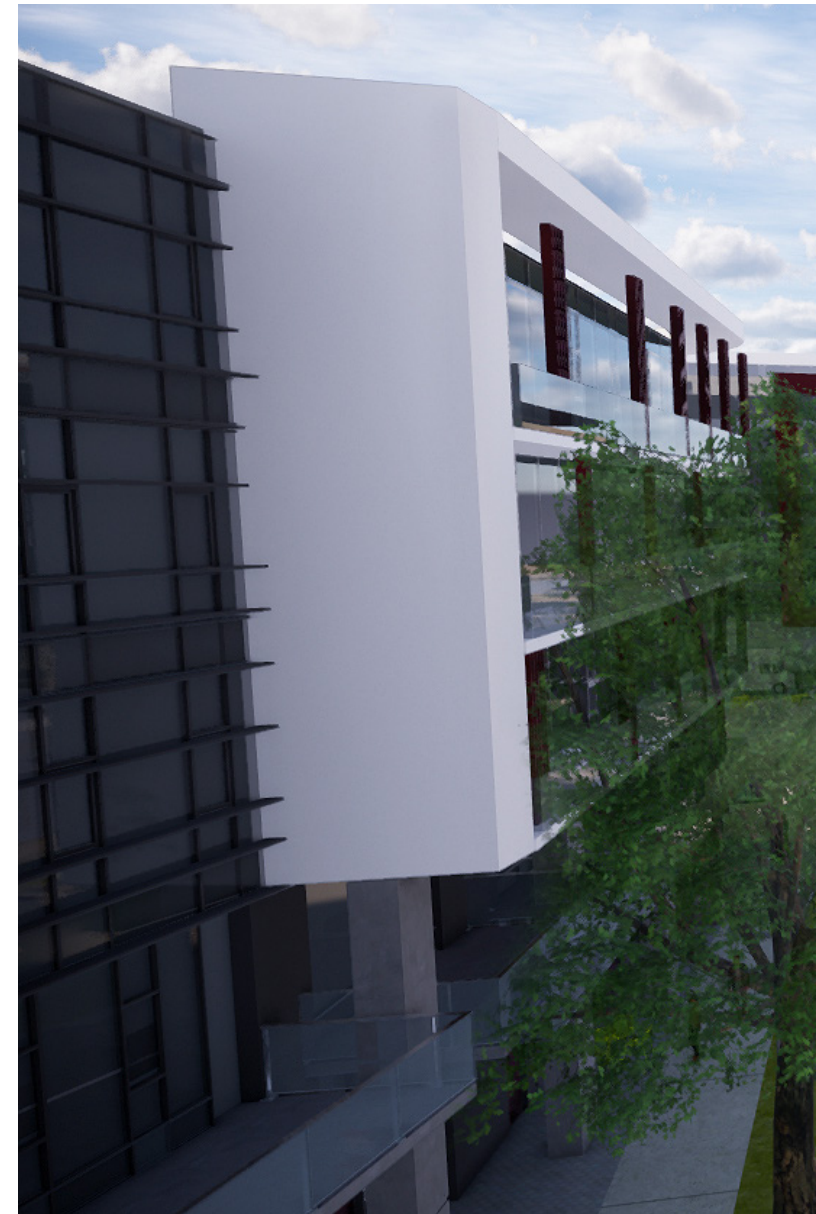
The strategic recommendations outline the next steps for Clearfield Station. They are intended to provide the action items that the City, UTA, or other stakeholders must complete in order to have the site ready for implementation. Not all steps must be completed before development on the site can begin, but each step will need to eventually be completed to ensure the site reaches its potential as outlined in this plan.

The strategic recommendations are broken down into four categories:

- Policy Updates + Plan Amendments
- Economic Development
- Transportation
- Physical Improvements

RENDERING

The image on the following page is a conceptual rendering showing the potential for this site at full buildout.





Policy Updates + Plan Amendments

- Ensure Consistency Between the Clearfield Station Area Plan and All Planning and Regulating Documents**
 - The Clearfield General Plan has been recently updated to support the Creating Downtown Clearfield Plan (2016). This plan supports the development of a TOD on the Clearfield Station site. However, if any inconsistencies are found, these documents should be amended to align with the Clearfield Station Area Plan Vision.
 - The Master Street Plan and Master Trail Plan should be updated to be consistent with the Clearfield Station Area Plan + Design Guidelines.
- Rezone Site**
 - The zoning code for the Clearfield Station Site should be consistent with the Clearfield Station Area Plan + Design Guidelines.
- Update City Transportation Policies to Include/Allow the Street and Transportation Related Design Guidelines as Outlined in this Plan.**
- Develop a Brand for the Site**
 - Create a unique brand that will help create visibility for the site and help it become more attractive to developers, future residents, and employers/employees.

Economic Development

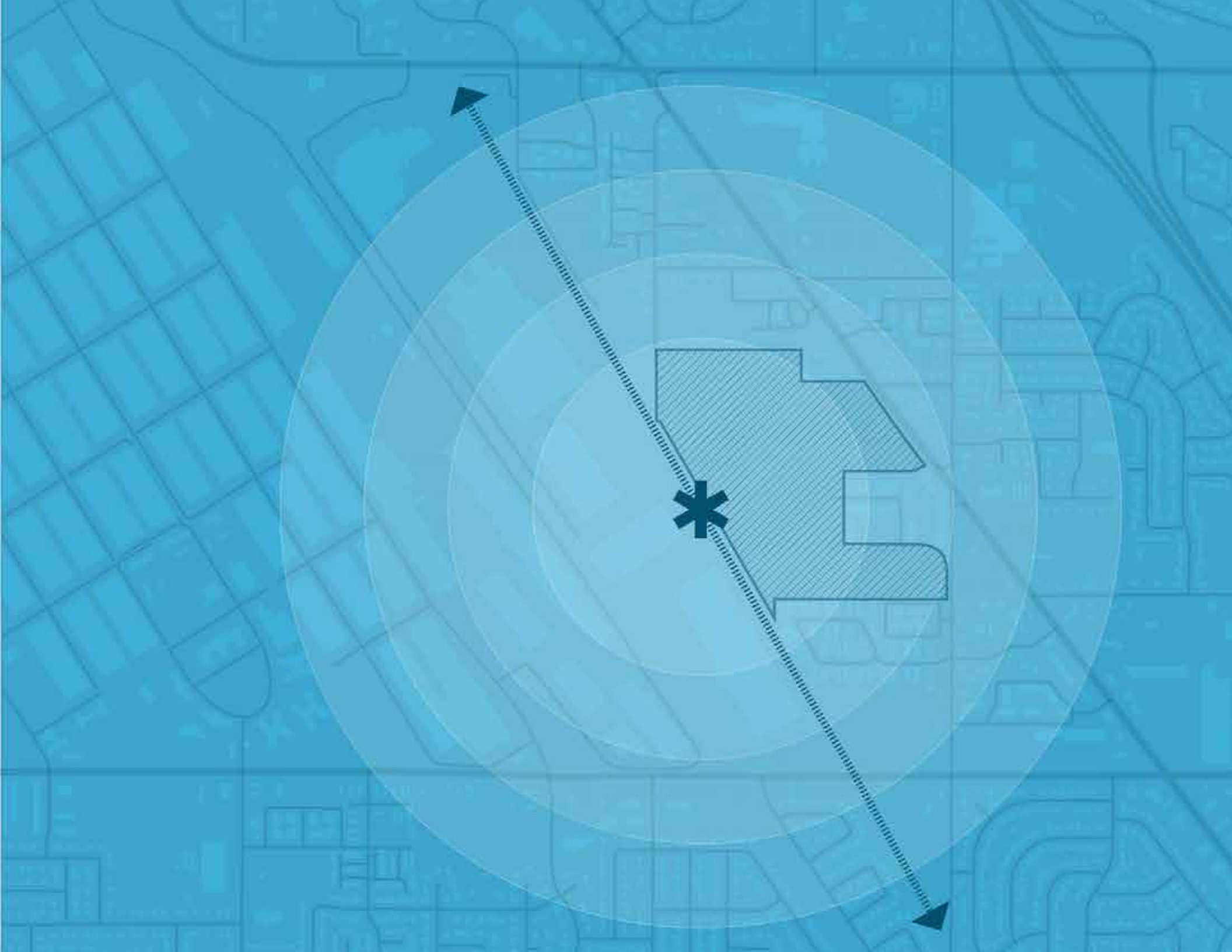
- Consider Formation of a Transportation Reinvestment Zone (TRZ)**
 - This program allows for transportation type improvements with tax increment financing, but most importantly for Clearfield, it would remove the need of setting aside ten percent of the increment for affordable housing. A TRZ would also give UTA a greater say in what happens to the site.
- Reevaluate Retail Buying Power**
 - As new residential product is introduced into the area, the City should consistently reevaluate the retail buying power potential. That actual, or even planned growth, can be translated into specific buying power in terms of real dollars. That information needs to be used in attracting new retailers to the overall site.
- Reevaluate Fiscal Impacts of Use Types**
 - The City should regularly reevaluate the fiscal impacts of use types to reconsider their municipal cost models and make changes as market conditions affect different real estate Sectors.
- Solicit Development Partners and Commercial Tenants**
 - UTA and the City should actively solicit development partners and commercial tenants who share the vision for the Clearfield Station Site.

Transportation

- Request a Transportation Impact Study (TIS) for the final development plan
 - A TIS should be completed when the land use, land use intensity, and developer are ready to build the development
- Develop a Refined Site Plan
 - Develop a site plan describing the physical location of buildings, accesses, and parking within the development. This plan should reflect the finalized design of the development for approval by Clearfield City, UTA, and UDOT once a developer is ready to develop the land.
- Complete an Operational Analysis and Circulation Plan
 - Due to the high-density development of the Clearfield Station Area, an internal operational analysis should be completed to determine the type of traffic control needed within the development (two-way stop control, four-way stop control, free, etc.).
- Obtain a variance with UDOT to build a signal at the development access and State Street
 - If from the TIS a signal is needed at the development access and State Street, a variance should be negotiated with UDOT since their Access Management guidelines do not allow a signal at this location.
- Develop Parking Strategy
 - Develop a strategy for parking on the Clearfield Station site that takes into account opportunities for shared parking, phasing, and other innovative strategies to provide parking for employees, residents, and visitors.

Physical Improvements

- Allocate Tax Increment to Construct Parking Structures Near Station Platform to Provide Park & Ride parking for Transit Users.
- Realign the main intersection on State Street to the location shown in the concept plan.
- Construct the boulevard street that connects the main intersection on State Street to the transit station.
- Extend Depot Street into site and connect to the boulevard street.
- Extend trails and make pedestrian connections into site from surrounding areas.



09

Appendix A

MARKET STUDY + ECONOMICS

ZIONS  PUBLIC FINANCE, INC.



Overall Clearfield

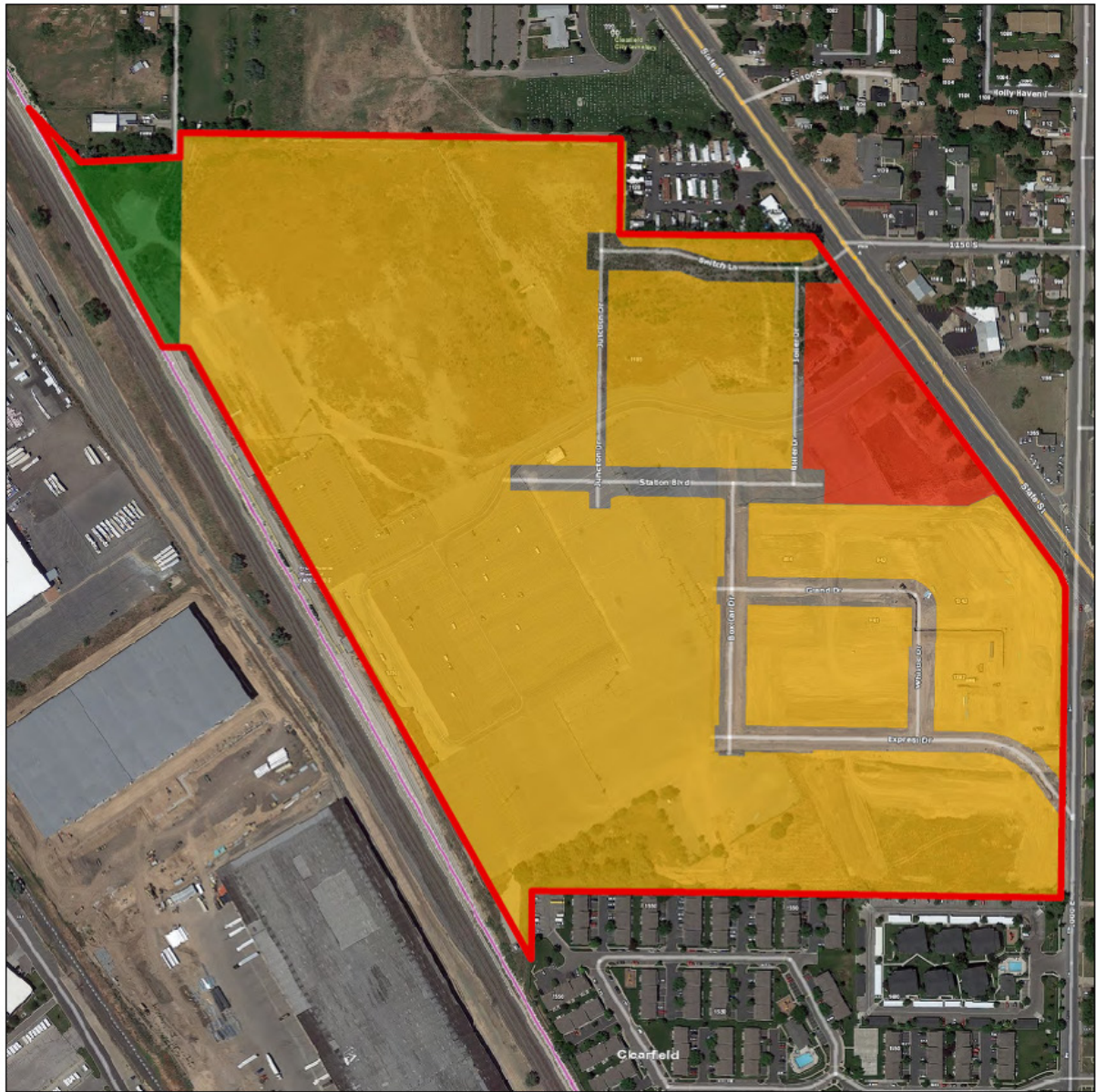
KEY MARKET CHARACTERISTICS

- Sales leakage is notable, with Clearfield only capturing approximately 40 percent of what residents spend. Major benefactor of Clearfield leakage is Layton.
- Median incomes for Clearfield are roughly 35 percent lower than the countywide average, and well below nearby Syracuse and Layton. Consequently, retail buying power is limited.
- Retail is overbuilt in certain areas, and Class B/C space that is vacant will most likely be repurposed. Current returns are insufficient to stimulate much retail use in aged centers that don't have Class A locations.
- Office is experiencing healthy demand in the region, and Clearfield offers few places that can accommodate larger users that need Class A/B space.
- Demand is moderate for flex office and warehousing/distribution/manufacturing space, with users noting that upgraded space is needed in comparison to the Freeport Center.

Clearfield Station

KEY MARKET CHARACTERISTICS

- Clearfield Station represents one of a limited few sites in Davis County with 50+ acres that can support multiple uses in an urban/suburban environment.
- Financial feasibility is greatly improved with the property's designation as an Opportunity Zone. Previously, office and notable retail would not be financially feasible. With the additional tax savings from the Opportunity Zone, those uses at Clearfield Station are now more competitive with other sites in Davis County.
- The inclusion of tax increment financing (an RDA/CRA is in place) additionally aids in making retail and office more feasible.
- Slight premiums are being achieved for properties that are located next to a major transit stop, with Clearfield Station anticipated to see some demand from office users who want proximity to Front Runner and bus options.



Clearfield Station

Total Assessed Value per Acre

- Legend**
- Clearfield Station
 - \$0 - \$45,000
 - \$45,000 - \$90,000
 - \$90,000 - \$135,000
 - \$135,000 - \$180,000

0 0.05 0.1 Miles



Market Study

WHAT ARE THE MOST FEASIBLE OPTIONS AT CLEARFIELD STATION IN THE NEXT THREE YEARS?

OFFICE

When coupled with the Opportunity Zone and CDA financing, this use type is financially feasible, is in demand in the submarket, and could be built in the near term. Pure office space would result in roughly one employee per 200 square feet, and would greatly add to the retail appeal with the additional daytime population.

Feasibility of office development is dependent on location (See chart on opposite page). Prime office locations are those with the most desirable visibility and exposure characteristics, as well as those with near access to the station and main thoroughfares. Secondary office locations may be midblock, have limited direct visibility from the main roads and/or station.

Office uses in prime locations are feasible, but the spread is more lower in nearby cities. This means UTA and the City may need to provide incentives to attract the type of desired office development.

RETAIL

Limited retail could currently be added near State Street, particularly with the planned increase in nearby rooftops (based on the ongoing residential project). If office is added, as well as additional, medium to high-density residential uses, retail could be supported at key locations within the subject area. Sites along the bus route, in close proximity to the Frontrunner station, and those which offer strong visibility characteristics will be most demanded for retail use.

APARTMENTS / TOWNHOMES

Medium to high-density apartments and townhomes will continue to be in demand as long as labor costs do not push prices to levels that are not supportable in the area. The area is well suited for high-density residential, due to the proximity of transit, and, major transportation corridors.

| Use Type (Location) | Value per Sq.Ft. | Construction Costs Per Sq.Ft. | Spread | Feasible? |
|---------------------|------------------|-------------------------------|---------------|---|
| Office - Prime | \$210.00 sq.ft. | \$200.00 sq.ft. | \$10 sq.ft. | Yes, but spread is lower than nearby cities |
| Office - Secondary | \$185.00 sq.ft. | \$200.00 sq.ft. | - \$15 sq.ft. | No, unless notable incentives provided |
| Retail - Prime | \$190.00 sq.ft. | \$180.00 sq.ft. | \$10 sq.ft. | Yes, for prime sites and smaller uses |
| Retail - Secondary | \$170.00 sq.ft. | \$180.00 sq.ft. | - \$10 sq.ft. | No, too much concern in retail market about secondary options |
| Multi-Family | \$175.00 sq.ft. | \$150.00 sq.ft. | \$25 sq.ft. | Yes, investment conditions remain desirable |

Economic Incentives

HOW COULD POTENTIAL USES BECOME MORE FEASIBLE AT CLEARFIELD STATION?

- **Opportunity Zone** – This area falls in a designated Opportunity Zone. This is a major investment incentive that creates a superior advantage to most other Front Runner Stations.
 - Significantly increases investment appeal and makes office and retail more financially feasible (investors will accept lower capitalization rates (creating higher values) due to the tax advantages).
- **Funding Incentives** – The area is part of an existing CDA. Available funding incentives should be readily marketed to attract uses the city desires.
 - Additionally, the city and UTA should consider the formation of a Transportation Reinvestment Zone (TRZ), a newly adopted economic development tool that focuses on tax increment financing for transportation specific improvements. This funding option, while very similar to an RDA/ CRA, does not require a ten percent allotment to affordable housing. It also allows for the land owner and city to have greater corroboration regarding what can be built.
- **Increase Daytime Population** – an increase in daytime population will benefit retailers. This can be accomplished by the following:
 - Entertainment draw/attraction
 - Strong office population
- **Motivated UTA Ownership** – UTA wants to see uses consistent with the regional growth vision that will promote ridership (office) and positively benefit neighboring properties. UTA has expressed its desire to be a joint venture partner in any development. The Clearfield Station site will be ranked and compared to competing sites based on its potential to achieve UTA's TOD objectives. Current restrictions result in a very limited number of projects in which UTA can participate.



What are the *Financial* Impacts to Clearfield of Different Uses?

| Use Type | Property Tax | Sales Tax (Point of Sale) | Total Property Taxes and Sales Tax |
|-----------------------------------|--------------|---------------------------|------------------------------------|
| Office - Prime - 10,000 sq.ft | \$3,665 | N/A | \$3,665 |
| Office - Secondary - 10,000 sq.ft | \$3,230 | N/A | \$3,230 |
| Retail - Prime - 10,000 sq.ft | \$3,315 | \$17,500 | \$20,815 |
| Retail - Secondary - 10,000 sq.ft | \$2,965 | \$11,250 | \$14,215 |
| Multi-Family - 10,000 sq.ft | \$1,680 | N/A | \$1,680 |

NOTE:

Also noted is that multi-family uses will incur a population distribution from State sales tax. Currently, roughly \$98.50 is distributed to the city per every resident. If 500 units are added to the Clearfield Station, and roughly 2.5 residents per unit, a total of approximately \$123,000 per year would be generated for multi-family (in addition to property taxes).

What are the *Additional* Impacts to Clearfield of Different Uses?

| Use Type | Parking | Employment Change | Population Change |
|-----------------------------|-----------|-------------------|-------------------|
| Office - 10,000 sq.ft | 45 Spaces | 45 Employees | N/A |
| Retail - 10,000 sq.ft | 30 Spaces | 20 Employees | N/A |
| Multi-Family - 10,000 sq.ft | 15 Spaces | N/A | 25 Residents |

NOTE:

The table above highlights the parking, employment, and population impacts from the various use types. City officials should prudently address the cost of providing services to these uses, thereby assessing the overall, total fiscal and neighborhood impact of each use.

Office Development at Clearfield Station

KEY POINTS

- There are limited sites in Davis County that can support large-scale office development.
 - Only Clearfield is positioned around a Front Runner Station.
 - Clearfield Station is part of an Opportunity Zone. This federal designation provides significant tax advantages over most other properties in Davis County and surrounding areas.
- Other, smaller sites along I-15 and other areas of Davis County have desirable visibility characteristics, as well as notable median incomes and retail support options.
 - For Clearfield to be competitive, incentives should be considered via tax increment financing (an CDA already exists).
 - Clearfield should adequately promote its Opportunity Zone to attract strong office development.
 - UTA's participation in joint development is critical to any office success and viability. UTA's participation can notably reduce the initial risk for a developer by "providing" the land. This alleviates initial capital requirements, and thereby decreases the required yield. For the Clearfield site to be competitive with other developments, it may need this UTA "participation" to be feasible.



Multi-Family Development at Clearfield Station

KEY POINTS

- Multi-family remains in high-demand due to solid market fundamentals
 - Returns on multi-family housing are superior to other use types. Limited, perceived risk results in higher values and greater spreads between value and costs
- Population forecasts show strong increases for Davis County over the next 20 to 30 years. According to the Governor's Office of Management and Budget, Clearfield is forecast to add approximately 4,750 residents between 2020 and 2060, representing a 16 percent change in growth during that period. This is relatively nominal for Davis County, and suggests that additional residential growth in Clearfield should be focused in order to attract the best possible results. The following page highlights why consideration should be given for some higher density uses at Clearfield Station.
- Housing affordability is a growing issue. Considering the characteristics of the Clearfield Station site, here are the benefits of providing higher-density options:
 - Limited impact on immediate neighborhoods
 - Access to a major transportation connector
 - Significant vacant land and an opportunity for planning that will address traffic and road issues
 - Proximity to I-15 that lessens traffic on circulator and neighborhood streets in Clearfield
 - Ability to provide obtainable housing in an area that should have higher property values with office and retail options
- Affordable housing may be possible with some funding from the already established CDA. This economic development tool requires ten percent of increment to be dedicated to affordable housing, often times helping to bridge the feasibility gap.



Retail Development at Clearfield Station

KEY POINTS

- Retail conditions in Davis County in 2018 saw record number of store closings, but also historically high numbers of store openings. Net absorption of retail space, however, was negative, as larger stores closed and smaller, more experiential stores, opened. While more space was vacated than leased, this does not necessarily suggest a weak market, but that consumer habits are changing and retail space is largely overbuilt in some areas.
- Currently, the following retail uses in Davis County are doing well, meaning they are expanding, seeing improving sales numbers, and are generally considered healthy market segment types.
 - Grocery stores
 - Automobile services
 - Eateries
 - Experience stores
- The following retail uses have generally fared poorly in Davis County in 2018:
 - Clothing stores
 - Toy stores
 - Jewelry stores
 - Department stores
- Overall, anything competing with online shopping has had to adjust approaches, resulting in stores attempting to provide more services and experiences that can not be replicated online.

HOW IS RETAIL CHANGING IN TODAY'S MARKET?

Retailers are adapting to changing market conditions. The following list outlines some of these adjustments. These are not necessarily encouraged at Clearfield Station, but rather show the general trends currently happening in retail.

- **Concept stores** are increasing in number. These specialized stores create opportunities for customers to have experiences that are not replicated online. The goal is to have products and services come into the hands or lives of consumers in a very interactive and tangible way.
- **Distribution stores** are growing due to delivery needs. These include stores which allow for drop-off deliveries from online services, ultimately resulting in quicker shipping times and reduced costs.
- **Eateries** are adapting to Uber Eats and other delivery services. This is leading to reduced table space and a greater need for pick-up capacities.
- **Grocery Stores** are looking at models that have less “showroom” space and more warehousing/storage area. This allows for cheaper costs and focuses on a growing need to fill pick-up and delivery orders.

RETAILERS WANT THE FOLLOWING

A few of the most significant factors that draw retail include:

- Strong traffic counts – multiple points of vehicular access.
- Growing population counts and healthy median incomes in 0.5, 1.0, 3.0-mile radii.
- Daytime populations – typically requires an office presence or strong entertainment draw.
- Near access to major transportation corridors and transit improvements (those which are heavily utilized).
- Destination locations – customer draws (parks, stadiums, multiple eateries, recreation and entertainment options, etc.).

Clearfield Station provides some of these factors. However, Clearfield does have low median incomes compared to surrounding cities. Also, daytime population near the station is limited, despite the proximity to the Freeport Center, as jobs per square foot are low in that submarket. Clearfield could improve with increasing density of population, more daytime population through offices, and increased volume on transit.



Retail Development Trends

WHAT ARE THE DEMOGRAPHIC REQUIREMENTS FOR SOME TOP RETAILERS IN THE AREA?

- **Olive Garden** – 125,000 population in 15-minute drive time. Average 8,000 square feet, 1.0-2.5 acres, parking at more than 10.0 per thousand
- **Family Dollar** – median incomes below \$60,000 in 1-mile radius, desire grocery-anchored centers, average 8,500 square feet, parking in excess of 3.5 per thousand
- **Costco** – suburb locations with minimum of 75,000 population within five miles. Will look at growing demographics within a 20-mile radius, near access to a major arterial required. Average store sizes of 145,000 square feet, parking typically required at 6.0 per thousand
- **Whole Foods** – minimum population of 200,000 within a 20-minute drive time, higher percentage of college-educated residents than most areas, median incomes above average, visibility characteristics are emphasized. Average store sizes of 25,000 to 50,000 square feet, parking at 5.5 to 6.0 per thousand
- **Jamba Juice** – population more than 45,000 within 2.0 miles – daytime employment greater than 15,000 within 2.0 miles – average age less than 38 within 2.0 miles. Average 1,200 square feet, parking in excess of 5.5 per thousand, end cap, pad, or corner
- **Cabela's** – population minimum of 250,000 in 30-mile radius, minimum 75,000 daily traffic. Minimum of 5.0 acres, parking of 6.0 spaces per thousand

What are the Differences in Sales Tax Dollars to Clearfield from Varying Retailers?

| Tenant | Avg. Sales Per Sq.Ft. |
|--------------------|-----------------------|
| Costco | \$5.25 |
| Walgreen's | \$3.80 |
| Outback Steakhouse | \$2.70 |
| Olive Garden | \$2.70 |
| Black Bear Diner | \$2.40 |
| Chili's | \$2.10 |
| Denny's | \$1.65 |
| Wendy's | \$1.40 |
| Papa John's | \$1.00 |
| Burger King | \$0.70 |
| Shopko | \$0.40 |

This table shows a significant difference in generated sales tax per square foot from the various retailers. For Clearfield, it is important to note the impact of these retailers.

If RDA/CDA funds are being used to incentivize development, the city should consider performance agreements that stipulate a base value for generated sales tax dollars. This will aid in getting the development that the city and residents want, and will create greater sales tax revenues to Clearfield.

What are the Differences in Sales Tax Dollars to Clearfield from Varying Retailers?

| Tenant | Avg. Sales Per Sq.Ft. | Avg. Store Size (sq.ft.) | Fiscal Impact to Clearfield * |
|--------------------|-----------------------|--------------------------|-------------------------------|
| Olive Garden | \$540 | 8,000 | \$21,600 |
| Denny's | \$330 | 4,200 | \$6,930 |
| Shopko | \$80 | 96,000 | \$38,400 |
| Costco | \$1,050 | 145,000 | \$761,250 |
| Burger King | \$140 | 3,200 | \$2,240 |
| Wendy's | \$280 | 3,200 | \$4,480 |
| Walgreen's | \$760 | 14,100 | \$53,580 |
| Black Bear Diner | \$480 | 5,300 | \$12,720 |
| Outback Steakhouse | \$540 | 6,200 | \$16,740 |
| Chili's | \$420 | 5,200 | \$10,920 |
| Papa John's | \$200 | 1,300 | \$1,300 |

*** NOTE:**

Sales tax revenue only. Does not include property or other taxes.

Opportunity Zones

CLEARFIELD STATION IS WITHIN A DESIGNATED OPPORTUNITY ZONE, ONE OF 46 APPROVED CENSUS TRACTS AREA IN UTAH. THIS PRESENTS A SIGNIFICANT FINANCIAL BENEFIT FOR THE PROPERTY.

DEFINITION

An economically distressed area where new investments, under select conditions, may be eligible for preferential tax treatment through an established opportunity fund – U.S. Treasury

PURPOSE + INTENT

An economic development tool – to spur economic growth and job creation in distressed communities by providing tax benefits to investors - U.S. Treasury

GENERAL TAX PROVISIONS

- **Temporary deferral** of capital gains taxes until 2026 by allowing investors to put and keep unrealized gains in an opportunity fund
- A **ten percent reduction** on deferred taxes on capital gains if the opportunity fund is held for five years, and another five percent reduction if held for seven years
- A **complete tax exemption** on capital gains on investments made through the opportunity fund as long as the investor holds the investment for ten years



Opportunity Zone - Example

OPTION 1 - OPPORTUNITY ZONE

- \$20,000,000 roll of capital gains into an opportunity fund
- Capital gains tax is not required until year 7 following rollover
 - Capital gains following 15% opportunity zone adjustment = \$3,400,000
- New investment is sold in ten years
 - New value = \$40,000,000
 - New capital gains taxes = \$0
- Total capital gains = \$3,400,000

OPTION 2 - NON-OPPORTUNITY ZONE

- \$20,000,000 roll of capital gains into a NON opportunity zone area
 - Immediate capital gains tax = \$4,000,000
- New investment is sold in ten years
 - New value = \$40,000,000
 - New capital gains taxes = \$4,000,000
- Total capital gains = \$8,000,000

Difference = \$4,600,000

Does not include the gains from debt on the property!

