

## **CHAPTER 11**

### **COMMERCIAL DEVELOPMENT**

#### **INTRODUCTION**

Following a brief overview of the community's commercial history and recent economic studies, this Chapter of the Plan identifies three community goals relating to commercial development and land uses (page 3). These goals are followed by specific policies articulating the City's commercial development priorities and areas of emphasis (page 4).

This Chapter also includes specific recommendations developed for four commercial areas within the Community. These areas are defined and identified as the Highway 89 Corridor (pages 6 and 7), the Farmington Commercial Center (pages 6 and 9), Downtown Farmington (page 11) and Lagoon (page 12).

As part of the Community's General Plan, the goals, policies and recommendations contained herein will provide a basis for Community leaders and decision-makers as they contemplate future land use proposals and development decisions. As stated, the Goals and Policies will also provide a solid basis for the City's commercial land use standards, guidelines and regulations.

#### **BACKGROUND/HISTORY**

The early development of Farmington was typical of the pattern found in most Utah communities of the 19<sup>th</sup> century. Townsites were laid out in a grid pattern with wide streets spaced uniformly from two primary axes. In Farmington's case the two axes are Main Street and State Street. Farmington was also typical in that the town's commercial center was established at or near the intersection of the two primary streets.

Farmington's commercial development began in the 1850's. Soon after the town was designated as the seat of government for Davis County. In 1854, the first courthouse was erected near the site of the present courthouse. According to a history of Farmington written by Margaret Steed Hess, rooms on the ground floor of this building were rented by merchants to use as small shops. At about this same time, the first general store was also opened.

Over the next several decades, the commercial area grew to include a series of general stores, schools, butcher shops, blacksmith shops, barbers, druggists, and milliners. These stores provided most of the basic products and services the small town needed and were within walking distance for most residents. This was the most traditional of downtowns, serving as both the economic and social center of the community.

As commercial development expanded so did the government service sector. The original courthouse was replaced by a second one (this time without commercial shops) which was then expanded to the building existing today. The Davis County School District administrative offices were also located downtown and, because of the presence of the school district and county offices, other related government and social service agencies were located in the area.

Following World War II, two factors irrevocably changed commercial development patterns in the United States. The first was increased ownership and reliance on the automobile and the second was the development of the Federal Interstate Highway System during the 1950's and 60's. The automobile made it necessary to provide better visibility to passing traffic, better vehicular accessibility to commercial sites, and increased the area needed for on-site maneuvering and parking. The highway system provided a more efficient means to get from place to place, usually by bypassing towns along the way. Traffic which had once traveled through town on the old highways, often stopping en route to contribute to the local economy, dwindled.

Due to these factors, many small towns, including Farmington, suffered a decline in their traditional downtown commercial centers because they could not expand to meet changing needs and/or could not survive on local patronage alone. The distinction of being the County seat was probably the salvation of Farmington's downtown. As the commercial sector slowly declined, the government service sector steadily increased. Today the downtown area includes a unique mix of uses including a few remaining commercial establishments, government and school district offices, and professional offices, as well as low and medium density residential.

The changes in commercial development patterns mentioned above have been recognized in previous comprehensive plans for the City and have been addressed by designating the area surrounding the intersection of Shepard Lane and Highway 89 as retail commercial. This is an ideal location in today's commercial environment because there is excellent visibility, good access, and available space. In 1993 this commercial area included the Foxglove Shopping Center on the northeast corner of the intersection; a discount department store, tire service center, and fast food restaurant on the northwest corner, and a convenience store on the south side of Shepard Lane west of the intersection.

In 2000, the City experienced a down turn in tax revenue. At the same time, Kmart closed their store located at Shepard Lane and U.S. 89. It was recognized anew that commercial development is necessary to provide for the needs of the City's growing residential population and to generate additional revenue to extend and maintain public facilities and services.

Reconstruction of the new Park Lane interchange began in 2001. When completed, this interchange will connect I-15 and U.S. 89 to the proposed Legacy Highway and create an arterial bridge linking west and east Farmington. For the first time, direct freeway access will be provided to hundreds of acres of undeveloped land west of the interchange. In addition, UTA has announced plans to construct a commuter rail stop north of the Davis County Justice Complex, south of Park Lane. Commuter rail service linking north Weber County to Salt Lake City is scheduled to begin in 2007.

The Park Lane interchange reconstruction and Commuter Rail Project dictate that property in this general vicinity should be utilized as mixed commercial/residential with complementary office uses. This area is uniquely suited for commercial uses which include a combination of local and regional retail, office buildings, hotels, restaurants, technology users, master planned single-family and multi-family, services, office/warehouse and light high-end manufacturing.

The developable area is buffered from most existing and future residential housing by major arterial roadways, the D&RGW tracks and natural features. Care should be taken to assume that an integrated plan for the entire area is developed, allowing for generous mix of uses.

## **DEVELOPMENT GOALS, POLICIES AND RECOMMENDATIONS**

As noted in the Chapter introduction, this section of Chapter 11 identifies the City's Goals, Policies and Recommendations relating to commercial development. This section begins with three overarching statements referred to as Community Goals. These statements articulate the City's general approach to commercial land use and development. These statements are followed by specific policies outlining how the City would like this development to occur or recommending a process that should be followed as development proposals are considered.

This Chapter also includes specific recommendations for four commercial areas within the Community. These areas are defined and identified as the 89 Corridor (pages 6 and 7), the Farmington Commercial Center (pages 6 and 9), Downtown Farmington (page 11) and Lagoon (page 12).

It is anticipated that the goals, policies and recommendations contained herein will provide a basis for Community leaders and decision-makers as they contemplate future land use proposals and development decisions. As stated, the Goals and Policies also provide a solid basis for the City's commercial land use standards, guidelines and regulations.

### **Subdistrict Planning Opportunities**

The recommendations of this Chapter, as designated on the Future Land Use Plan Map and incorporated as part of the text, are intended to provide general guiding principles for commercial land use development. More detailed plans, such as the Downtown Master Plan referenced herein, may be prepared to further define goals and policies for any given area. These more specific subdistrict plans may be prepared by the City, developers and/or property owners. All such plans will be reviewed by the City and may be adopted as an element to the Farmington City General Plan pursuant to the City's laws.

### **Transfer of Development Rights (TDR) Program**

As determined appropriate and consistent with the City's land use and development objectives, the planning office may, under the direction of the Planning Commission and City Council, explore the applicability, preparation, adoption and implementation of a Transfer of Development Rights (TDR) program. If pursued, these efforts would be coordinated with, and under the umbrella of, the Davis County-administered TDR program. Relevant activities for Farmington City include identifying specific Community objectives to be pursued and/or accomplished through any proposed program, designating appropriate sending and receiving areas, and determining equitable density bonuses and increased floor/area ratios (if applicable)."

Community-adopted commercial land use and development goals and policies include the following:

1. **COMMUNITY GOAL: Encourage orderly growth and development, including appropriate commercial development, in a manner that:**
  - promotes the Community in a positive, progressive manner;
  - complements Farmington’s existing character and lifestyle including such things as family-friendly neighborhoods, historic character, open space, parks and trails;
  - supports other Community-identified goals and objectives;
  - provides a compatible and complementary arrangement and mix of land uses;
  - enhances economic development opportunities and fosters the creation of family-supporting, higher-than-average paying employment opportunities;
  - promotes a stable and diverse tax base;
  - promotes the efficient and cost-effective delivery of services and utilities; and
  - considers the protection of sensitive areas and unique natural features.
  
2. **COMMUNITY GOAL: Maintain Community land use plans, policies and regulations that encourage and support commercial development in a manner that balances private property rights and values with the general health, safety and welfare interests of all Farmington residents.**
  
3. **COMMUNITY GOAL: Maintain Community land use plans, policies and regulations that encourage and support a variety of commercial development opportunities and land uses. Within the context of broader Community goals and objectives, the City supports the development of project/area-specific commercial development and land use plans tailored to the unique characteristics of a site or location.**

The following policies will be applied to commercial land uses and development on a “community-wide” basis:

### **Commercial Land Use and Development Policies and Approach**

- a. **Community Policy:** Farmington City encourages and supports commercial land uses and development patterns consistent with the goals and policies of adopted Community land use plans and studies. Commercial development will be encouraged to locate within areas identified for commercial-type land uses.
  
- b. **Community Policy:** Commercial development proposals will be evaluated for short- *and* long-term benefits and impacts to the Community as a whole.
  
- c. **Community Policy:** Farmington City will promote and encourage commercial development that is functionally and attractively designed and well maintained. As necessary, the City will adopt development and architectural standards and guidelines to assure that development is consistent with the City’s lifestyle and character.

- d. **Community Policy:** Farmington City may cooperate/coordinate with the State of Utah, Davis County and neighboring communities to identify and pursue mutually beneficial land use planning and economic/commercial development programs and activities.
- e. **Community Policy:** As determined appropriate, and consistent with other Community planning and economic development goals and objectives, the City will work with land owners and development interests to identify and pursue economic development tools and funding strategies that support, encourage and assist in the development of infrastructure and other improvements. These strategies may include, but are not limited to, the designation of Economic Development Areas (EDAs) and/or Redevelopment Areas (RDAs), and/or applying for Community Development Block Grants (CDBGs).”
- f. **Community Policy:** Where not in conflict with other Community goals and policies, commercial development will be encouraged at major intersections and along major thoroughfares. However, commercial development will not be allowed to spread indiscriminately along major streets. In addition, primary access to commercial development will not be through residential streets or neighborhoods.
- g. **Community Policy:** Expansion of commercial areas will occur in a careful and controlled manner in order to minimize its impact on residential development and maintain the rural residential character of the Community.
- h. **Community Policy:** Farmington City will encourage commercial growth and development to occur in visually appealing, well-designed nodes.
- i. **Community Policy:** The Community’s commercial land use plans and development regulations will include clearly stated objectives. The City’s development application review and approval processes will be executed in an efficient and timely manner.
- j. **Community Policy:** All commercial development will be designed to minimize visual, traffic, and noise impacts on adjacent land uses. As necessary, these potential effects will be addressed through Community land use and development regulations. In this regard, the City encourages the use of ‘natural’ barriers, such as berms and vegetation rather than structures.
- k. **Community Policy:** Primary considerations in reviewing commercial development proposals and applications include, but are not limited to, the following:
  - (1) the development’s compatibility with identified commercial development priorities and objectives as set forth in this General Plan, and adopted subdistrict plans, maps and regulations;
  - (2) the development’s compatibility with current and anticipated land use and development patterns;

- (3) the development's compliance/consistency with the City's Master Transportation Plan (As deemed necessary by the City, developers will be required to provide a project-specific transportation and access management plan.);
- (4) the natural characteristics of the site (including topography, soils, drainage patterns, water table, vegetation, cultural and historical resources, etc.), and development-related impacts and considerations;
- (5) the availability of necessary infrastructure and utility services (water, sewer, power, etc.);
- (6) the anticipated demand for municipal services (police, fire protection, solid waste management, etc.);
- (7) access to local, regional road networks and transportation facilities;
- (8) site/development-specific vehicular and pedestrian traffic management and parking provisions including, but not limited to, ingress and egress, private and public parking, pedestrian-friendly design, etc.;
- (9) visual and sound screening and buffering for adjacent land uses; and
- (10) development siting and facility design.

1. **Community Policy:** The City will work with the U.S. Army Corp of Engineers and affected property owners to develop Special Area Management Plans (SAMP). These plans should identify appropriate areas for development and provide appropriate development guidelines/standards addressing wetlands and other sensitive areas.

## **SITE/AREA-SPECIFIC ANALYSIS AND RECOMMENDATIONS**

### **Highway 89 Corridor and Farmington Commercial Center Areas**

Two major commercial areas in Farmington are the Highway 89 corridor (the "89 Corridor") passing through the Community and the undeveloped parcels on the west side of I-15 directly adjacent to the I-15/Highway 89 interchange (referred to as the "Farmington Commercial Center"). According to a recent commercial use and development study prepared by the Ross Consulting Group (November 18, 2003), these two areas are characterized by strong commercial potential that is complementary, not necessarily competitive in nature.

Over the years, the 89 Corridor has developed with a "community" orientation. Although the corridor may be attractive to some regional commercial uses due to the presence of Lagoon, close proximity of I-15, and direct access to Weber County, it is likely that development within the corridor will continue to primarily serve the local, community needs of Farmington, Fruit Heights, Kaysville and northeastern Davis County.

As an additional opportunity, the Farmington Commercial Center is poised to leverage regional influence and draw along the I-15 corridor because of its convenient freeway and [soon] commuter rail access.

Appropriate development in both areas will benefit Farmington residents and the Community overall. It is important that this development is carefully planned in an integrated and comprehensive manner so that development complements the City's economic and commercial objectives in a manner consistent with Farmington's unique residential character and lifestyle. Relevant topics to consider include, but are not limited to, property and sales tax revenues, compatible land uses, and transportation/traffic patterns and volumes.

### **Highway 89 Corridor-specific Analysis and Recommendations**

The 89 Corridor is considered an important community and regional transportation corridor running through the heart of Farmington. Although some of the corridor is already developed, many opportunities for infill and redevelopment remain. Consistent with existing development patterns and character, the potential exists for various retail and commercial uses including, but not limited to, upscale grocers, dining and family entertainment.

In addition, Park Lane and Shepard Lane are local crossroads. From these points, motorists can access I-15, US 89, west Farmington and the proposed Legacy Highway. In 2003, UDOT began changing the Park Lane "clover leaf" style interchange into a more modern "free-flow" interchange. When completed, these improvements will give area residents, businesses, and commuters more direct, efficient and safe highway access.

By late 2004, the Shepard Lane overpass and US 89 improvements along this section will be completed. Local traffic can then utilize one-way frontage roads on either side of US 89 (east side frontage road will be two lanes northbound, west side frontage road will be two lanes southbound). Subject to UDOT approval, these frontage roads will provide vehicular access to adjacent parcels through right-in, right-out access openings. This arrangement will allow access to these properties without traveling on and/or impacting neighborhood streets.

Recommendations/considerations for the 89 Corridor include the following:

1. The primary attributes making the Shepard Lane/Highway 89 corridor attractive to professional office and commercial development are visibility and access. Plans to upgrade and improve Highway 89 include elements to provide adequate, safe and convenient access between the east and west sides of Farmington and preserve the commercial viability of the area. This is considered critical to the continued success of the City's commercial core at that location.
2. While the Highway 89 commercial corridor runs approximately two miles, further retail development of the corridor should progress in a more concentrated manner. If development (or redevelopment) spreads too long and thin along this corridor without a critical mass, each development may suffer. This approach is particularly important with regard to retail

development. It will help to develop a critical mass for retailers that will allow the corridor's tenants to complement one another's efforts to attract customers. This will encourage the corridor's growth and success as a commercial sector.

3. The City may develop and adopt standards/guidelines to accommodate higher densities within development incorporating open space and landscape plans as part of their design. Consideration (and appropriate credit) may be given where nearby lands will be maintained in perpetual open space due to wetlands, drainage, the constraints of topography, public or private parks, and conservation easements.
4. To further emphasize the importance of a concentrated commercial sector along the 89 corridor, the City will encourage the development of mixed commercial, professional office and residential areas in specific locations as identified on the Future Land Use Plan Map. This concept will be supported through the development of appropriate zoning regulations and reflected in area-specific planning efforts.

In regard to the Future Land Use Plan Map, it is recommended that properties immediately adjacent to/along Park Lane be planned for non-residential uses within the guidelines of mixed use zones. In addition, it is recommended that O/BP (office/business park) development be encouraged on the west side of Main Street at the Main Street/Park Lane intersection.

In order to preserve the residential character of Main Street and protect residential uses within and adjacent to Neighborhood Mixed Use (NMU) zones, the following conditions will apply within NMU zones:

- a) Low-to-medium density residential, open space, and agricultural land uses and development will be permitted. All other allowed uses will be conditional.
- b) Only residential, open space and agricultural land uses and development will be permitted adjacent to/along Main Street.
- c) Neighborhood Mixed Use (NMU) zone residential components should be utilized to buffer adjacent non-NMU residential land uses and development.
- d) To maintain Main Street as a viable transportation corridor, additional access points will be limited to specific locations/areas as identified on the Master Transportation Plan or as approved by the City.
- e) Development standards and guidelines will be developed for such elements as site design, architecture and landscaping in a manner consistent with the low impact **commercial and neighborhood residential characteristics of the NMU zone.**

Objectives/conditions to be considered within Commercial Mixed Use (CMU) zones include the following:

- a) Encouraging medium-to-high density residential and community-oriented retail and professional offices. Some development/land uses with regional draw may also occur.
- b) Preparing development standards and guidelines for such elements as site design, architecture and landscaping in a manner consistent with the anticipated mixed use characteristics of the zone.
- c) Utilizing Commercial Mixed Use (CMU) zone residential components to buffer adjacent non-CMU residential land uses and development.

Specific to the designation of Commercial Mixed Use (CMU) land uses north of Park Lane and east of Highway 89, the following recommendations will be considered:

- a) Protecting the low-density residential character of/along Main Street.
  - b) Encouraging non-residential land uses and development immediately north of Park Lane.
  - c) Allowing CMU-type land uses along both sides of the Lagoon Drive northern extension. (The final alignment of this road is still pending. Following identification of a final corridor, the Future Land Use Plan Map will be amended accordingly.)
5. As the area continues to grow, the highway corridor will continue to see an increase in traffic. As a result, single-family residential development directly adjacent to this high-traffic artery may not be particularly desirable unless appropriate mitigation measures are taken to address potential noise and traffic issues. The appropriateness of multi-unit residential development, which often relies on location, convenience and visibility to be successful, will be evaluated and appropriate standards and guidelines developed.

### **Farmington Commercial Center-specific Analysis and Recommendations**

The Farmington Commercial Center is generally identified as the area located north of the Justice Complex, west of I-15, and east of the old D&RGW rail road tracks. The approximate northern boundary is the stream/wetland corridor northwest of 1525 West Street (see Future Land Use Plan Map).

As described in the recommendations below, the City will encourage development of this area in a planned and orderly manner. The Farmington Commercial Center will contain a series of mixed-use districts that together form a transit-oriented development area. This zone classification is intended to encourage and allow a broad range of uses with the intent of creating diverse, yet balanced, neighborhoods that promote a pedestrian-friendly environment. The use of mixed-use districts is an approach that will best allow property owners and the City to achieve the goals of the General Plan for this area. As deemed appropriate and consistent with Community-identified economic development interests and

objectives, land uses will include an integrated mix of commercial and higher density residential, as well as exclusive Class A, employment centers and professional offices. Specifically, it is the City's vision to develop the Farmington Commercial Center area, and the associated transit-oriented, mixed-use facilities and surrounding professional offices and employment centers, as world class facilities. It is anticipated that the area will emerge as a showpiece for the Community and an economic hub for Davis County.

Due to its location and largely undeveloped condition, the Farmington Commercial Center area holds tremendous development potential. However, as this area is planned and developed, considerations must be made to address several unique natural features. These include a high water table, stream/drainage channels, and wetlands. Viewed as an asset, these features may be incorporated as part of development design and increase the attractiveness of the area. Additionally, the City will work with Davis County and the sewer district to ensure that capital facilities planning mechanisms are updated and established to effectively anticipate the level of infrastructure needed for this type of development. This will help to ensure that costs for needed infrastructure improvements are appropriately delegated as development in this area occurs.

Recommendations for the Farmington Commercial Center area include the following:

1. Development of this area will require careful planning to ensure that: 1) traffic is properly managed, 2) an overall consistency in the built environment is created that will be in compliance with the standards set for overall TOD District and complement the image of the Farmington community's historic image, and 3) properties are properly maintained. To address these community interests, appropriate standards and guidelines will be developed and implemented through design review at the land use application stages to cover such elements as design and maintenance, building form, site envelope, orientation of buildings and their relationship to the street as well as landscape. These standards and guidelines should enhance the integration of existing and proposed residential and commercial uses. Once adopted, these standards and design guidelines should be applied area-wide as a guide for consistent and compatible growth and development.

Farmington Commercial Center area. A street network forms the backbone of an area. Although uses and buildings may change over time, the street network remains in place. As such, the street network design needs to guide development patterns, rather than having development drive the street network pattern. The street network shall be designed to promote mobility and connectivity. Connectivity is a measure of how well a street network connects destinations. A well-connected network of smaller block sizes effectively accommodates all forms of mobility. Other critical elements include access points on Park Lane

2. A master street network plan will be developed for the and Clark Lane and an interior road network designed to promote connectivity and mobility but also handle traffic, directing it through the area to the freeway system and Park Lane overpass. Special

attention must be given to maintaining a safe, comfortable traffic volume through the residential neighborhoods and school zones along State Street and 200 West.

3. The use of mixed-use districts and a street network plan will allow the greater Farmington Commercial Center area to evolve and function as a master planned area and accommodate a variety of without the need for it to happen as one large-scale development project. Mixed-use districts are identified and generally located on the Future Land Use Plan Map. Anticipated land uses include upscale, Class A professional offices and employment centers; retail commercial and services; hotels, restaurants, and entertainment; recreation; institutional (including research and technology); and varying types of residential, ranging from compact single-family units to multi-family dwellings. While each mixed-use district has a different focus, considerable overlap of uses will allow for flexibility and response to current market situations and will minimize the need for the rezoning of property in this area. Special consideration will be given to height limitations to ensure that the mixed-use districts in this area are well-integrated with one another and that a transition is provided to the surrounding low-density residential areas.
4. More specifically,- appropriate uses surrounding the commuter rail stop should include features, characteristics and design components that will encourage pedestrian travel and will discourage the need for large, open parking areas. Associated land use and development guidelines and standards should be developed and adopted by the City.

These guidelines and standards should (among other things):

- a) Encourage mass transit, walking, bicycling, car pooling and van pooling;
- b) Consider and encourage flexibility and efficiency in land use and development planning and design while retaining some consistency in the form of buildings.  
and
- c) Consider area-specific transportation-oriented land use/development approaches and patterns as recommended by UTA and other Transportation-Oriented Development (TOD) experts.

Consistent with the Community's transit-oriented-development objectives, higher density, multi-unit residential uses and professional office space will be encouraged adjacent to the commuter rail station, although residential uses shall be located a sufficient distance from the freeway corridor in order to minimize health risks that are associated with freeway-related pollution.

As a commuter rail stop, the Commercial Center area nearest the station must be planned carefully, taking into consideration the complex needs and opportunities of a transit stop. Elements to consider include structured parking that can accommodate both park-and-ride rail patrons and the needs of the adjacent mixed use development. These features will enhance development of the area and help link rail and mixed uses. Locating some commercial development close to the commuter rail station is crucial to enhancing the

success of the area as a TOD. However, such commercial development is not likely to be of a “big-box” nature, but may be a large use that is predisposed to catalyze retail development in a given area and encourages complementary uses within the Commercial Center. This is viewed as a critical element and the primary land use-planning challenge in developing the Farmington Commercial Center area. As appropriate, the City will work with UTA and UDOT transportation experts in the design and functionality of the commuter rail station area.

In an effort to increase the cohesiveness of the Commercial Center area and connect this development with complementary land uses east of the freeway (i.e., additional commercial development and the Lagoon Amusement Park), it may be in the City’s interest to explore the feasibility of an integrated public transportation system serving both areas.

5. Farmington City will also encourage the development of up-scale, Class A, professional office and employment centers, campus and educational facilities, and medical uses through the establishment of an office mixed-use district. A higher intensity of commercial with good access to multiple modes of transportation will be the focus of this district. Higher density housing may be integrated with the commercial uses in this area, however, single-unit dwellings are not considered appropriate.
6. The Farmington Commercial Center Area contains several unique natural features that require appropriate consideration before and as development occurs. In this regard, the City will work with the U.S. Army Corp of Engineers and effected property owners to develop a Special Area Management Plan (SAMP). This Plan will identify appropriate areas for development and provide adequate development guidelines and standards, particularly addressing wetland areas.

### **Downtown Area-specific Analysis and Recommendations**

In the fall of 1995, Civitas, Inc., Urban Design and Planning, assisted the City Council, Planning Commission, and an ad hoc Downtown Farmington Master Plan Committee in preparing the Downtown Master Plan. This plan contains a number of transportation, land use, zoning, open space, recreation and trails, economic, character and identity, and maintenance recommendations for the downtown area. The plan was adopted by the Planning Commission and City Council and became an official amendment to the Farmington Comprehensive General Plan on March 6, 1996. This document thus became the legal plan for the downtown area.

In implementing the Downtown Master Plan, the City identified/established a redevelopment project area and adopted a redevelopment plan on November 18, 1998.

Recommendations for the Downtown area include the following:

1. The City should continue to follow the goals, policies and recommendations of the Downtown Master Plan and the 1998 redevelopment plan as developed and adopted.
2. The Downtown area should reemerge as the City's social and cultural center. The present mix of public, residential, office and commercial uses keeps the downtown area viable, however, it is a Community priority to extend the use of the area beyond the normal business day. In order to accomplish this, the City should promote uses and activities which invite people to come downtown for social interaction and enjoyment, as well as County/City government business. Activities and businesses which draw people to the area throughout the day, into the evening and on weekends will be encouraged.
3. The City should continue to pursue creative parking solutions for this diverse mixed use downtown area in addition to the parking recommendations contained in the Downtown Master Plan.

### **Lagoon Area-specific Analysis and Recommendations**

In July 1896, the Lagoon Amusement Park (originally known as Lake Park) was moved from its original site on the shores of the Great Salt Lake to its current location. Since that time it has been a significant and important part of Farmington City. Generations of Farmington youth have worked at the Park and the Park has consistently sponsored and contributed to community events.

Over the years, Lagoon has evolved from a picnic ground to a widely known and respected amusement park. Once on the relative "outskirts" of the community, Lagoon is now located essentially in the center of the City. As Farmington continues to grow and land uses around the Park shift from primarily agriculture and low density residential to commercial and higher density residential, several unique land use compatibility issues are emerging.

Specific recommendations for the Lagoon Area include the following:

1. City officials will continue to work closely with Lagoon representatives to strengthen relationships and develop an increased understanding of each other's interests, needs and growth/development challenges.
2. A cooperative planning effort should continue among the City, Lagoon and adjacent property owners to identify existing and potential land use conflicts and to discuss strategies whereby these impacts may be effectively addressed. A key component of this effort is recognizing the interests and investments of all parties involved. Mitigation strategies developed as part of this planning exercise include continuing to establish/maintain a "buffer" around the park, and/or adopting setback, screening or other mitigation guidelines.

One identified example is the continued planning and development of the parkway and pedestrian/equestrian trail along Farmington Creek on the east side of Lagoon. This

parkway may assist in buffering the Park and existing and future residences. A similar approach may be applicable along other boundaries and in other locations.

As deemed financially feasible and mutually beneficial, the City and Lagoon may participate in the development of joint use (Park and City) recreation facilities adjacent to the Park.

3. Farmington officials will work with Lagoon representatives to update the Park's master plan. Specific elements of this activity should include identifying the Park's anticipated "build-out" area and associated Park boundaries, particularly those on the east and north sides. In addition, the Plan should identify the anticipated location of new, expanding and/or changing recreational, commercial and residential land uses/activities within the Park. The updated master plan should be "intensity/impact-based" and include, among other things, the approximate location of future structures and amusement rides, the appropriate height of such structures and rides, and be sensitive to the impacts to adjacent land uses through the utilization of plantings, berming, screening, buffering and/or setback standards/guidelines. This approach will help minimize potential impacts on adjacent properties and protect the Park's interests and investments.
4. Lagoon is currently located in a Commercial Recreation (CR) Zone. The CR standards should be evaluated from time to time to ensure that the provisions continue to meet the needs of Lagoon and adequately protect surrounding uses. Issues which should be monitored, and reevaluated if necessary, include, but are not limited to, height of rides, noise, and screening of fugitive light. Anticipating potential land use conflicts, CR regulations should include/identify appropriate and adequate mitigation measures.
5. Currently, the CR zone extends north of the current Lagoon boundary to the north side of what was originally a horse racing track and west to the I-15 frontage road. Within the CR zone there are commercial uses, such as restaurants and motels. It may be appropriate to extend the CR zone along the frontage road running south from Park Lane to Lagoon.