

CHAPTER 8

TRANSPORTATION

The transportation network within Farmington consists of streets, sidewalks, pedestrian and equestrian trails, railroads, mass transit, highways, and freeways. Traffic flow is generally good in the central part of town but breaks down in outlying areas. The foothill areas create special challenges to circulation due to steep grades and the barriers created by the natural drainages flowing out of the mountains. Another critical problem is created by the fact that the two major highways running through the City, Interstate 15 and Highway 89, severely limit east/west circulation.

The Master Transportation Plan prepared by Horrocks Engineers dated March 4, 1998, provides for a network of collector, and arterial streets within the City. The plan identifies existing streets that should be improved to meet specified widths and standards necessary in order for these streets to function as needed. The plan also identifies recommended locations for future collector and arterial streets and designates Interstate 15 and Highway 89 for major improvements. In regards to alignments for future streets the Master Transportation Plan should be considered conceptual. Final alignments for future streets will be determined specifically at the time of construction.

Land use regulations should include access control standards for uses abutting collector and arterial streets in order to insure that the street system will continue to function as intended. These access control standards should be designed to reduce conflicts between traffic movements on designated major streets and should include, among other things, provisions limiting the number and width of driveways, restricting parking, and establishing standards for stacking space and turning movements.

In an effort to reduce noise impact to residential areas adjacent to I-15, U.S. 89, and any future major arterials, noise abatement measures shall be applied consisting of sufficient open space, with or without dense landscaping, or earthen berms, with or without a minimal decorative wall, which in combination shall achieve sound mitigation required subject to applicable law. Dense landscaping should include a mixture of deciduous and evergreen trees and plant material.

Where residential structures already exist adjoining major arterials, a combination of dense landscaping and rolling earthen berming should be encouraged—sound walls should only be considered after all other noise mitigation alternatives, including but not limited to suggestions found in this chapter, have been shown to be unfeasible as recommended by the Planning Commission and approved by the City Council.

Sound mitigation for all new developments along major arterials shall not include sound reflective material, including but not limited to concrete, masonry, and rock, etc., except when shown conclusively by the developer that no other alternative is feasible. Under no circumstance shall the wall portion of the sound mitigation exceed 8 feet in height. The use of landscaped berms should be encouraged.

I-15, U.S. 89 and LEGACY HIGHWAY

As mentioned at the beginning of this Chapter, circulation within the City is severely limited by the location of the major arterials passing through the City from north to south. These two arterials, I-15 and Highway 89, divide the City into three parts: the area east of I-15 and Highway 89 (area 1), the area between Highway 89 and I-15 north of Burke Lane (area 2), and the area west

of I-15 (area 3). Connections between these three areas are very limited. Connection between areas 1 and 2 is provided only at Shepard Lane. Connection between areas 1 and 3 is provided only at Main Street and Glover Lane. Connection between areas 2 and 3 is provided only at Shepard Lane. This situation will become more and more critical if additional access is not developed to provide for more efficient emergency services and for the convenience of the City's growing population.

In 1991-92 the Utah Department of Transportation contracted with a private consultant for an Environmental Impact Study (EIS) on the Highway 89 corridor from Burke Lane to South Ogden with the stated intent to designate the road as an expressway or limited access highway. The EIS was completed on April 8, 1997 (record of document). It recommends that UDOT eliminate existing intersections along the route in favor of grade separated interchanges, overpasses, or underpasses. As discussed more completely in Chapter 11 of this Plan, the area surrounding the intersection of Highway 89 and Shepard Lane has developed as a retail commercial area of the City. The City has taken the position that any plans to upgrade and improve Highway 89 should be aesthetically pleasing, and include elements to preserve and increase safe and convenient access between the east and west sides of Farmington and should preserve the commercial viability of the area surrounding Shepard Lane. Land uses should be planned to limit noise and other impacts associated with high traffic volume corridors.

In the past when freeways handled much less traffic than they do today, residential areas were developed adjacent to I-15 in South Davis County and other areas. Now some of these neighborhoods have successfully petitioned the State for sound walls to buffer noise and prevent other nuisances associated with the higher traffic volumes.

In Farmington, large tracts of undeveloped land still exist along I-15 and U.S. 89. Proper planning now, may reduce land-use/traffic noise conflicts in the future. The Utah Department of Transportation (UDOT) encourages communities to plan and will assist local government agencies by providing information that will help them recognize incompatible land uses near state highways. The non-developed area in Area 3 west of the I-15 corridor shall be developed as outlined other chapters contained herein to promote mixed use development (and its resulting tax base to the City) and to buffer residential developments to the west and north.

Traffic projections seem to indicate that there is a long-term need to provide an alternative north/south highway to take some of the pressure off of I-15. Since the mid-1990s UDOT officials have studied several options for a proposed West Davis or Legacy Highway from North Salt Lake City to Kaysville City. Farmington City has been heavily involved in the planning process for this highway.

Recommendations:

1. The Master Transportation Plan prepared by Horrocks Engineers dated March 4, 1998, shall be an element of the General Plan, and the recommendations in particular, including but not limited to the recommendations contained in this document, shall be used for planning transportation improvements in the City. Farmington City adopted a transportation plan for the southeast area of the community in January of 1997. Where the recommendations in this plan conflict with Master Transportation Plan prepared by Horrocks Engineers the later shall apply;

2. The following policies should govern in evaluating design alternatives for improvements to U.S. Highway 89:

- a. UDOT should be requested to allow the continued operation of the at-grade signalized intersection as the level of service (LOS), and capacity remain favorable. Interim TSM improvements, including additional lanes for high demand movements, should be programmed to assure an acceptable LOS for the immediate future and the next 10 to 20 years. If, in the future, UDOT desires to design and install an interchange, the following elements should be considered:
 - i. Safe pedestrian access from the west side of U.S. 89 across the interchange to existing commercial and residential activities on the east side.
 - ii Consider design alternatives producing the lowest associated impacts to abutting property including, but not limited to, minimizing the height of the structure by some minimal lowering of Shepard Lane, alternate treatments and analysis of which road should actually be elevated, and noise mitigation strategies for elevated structures/highways.
 - iii The northbound off-ramp at Shepard Lane should be provided with "stop" control for eastbound motorists proceeding past Knowlton Elementary School.
- b. The City of Farmington is negatively impacted by improved development of U.S. 89 if the project development does not include improvements through the Shepard Lane intersection to I-15 along with the construction of the improved U.S. 89/I-15/Legacy Highway interchange at Burke Lane. The improved U.S. 89 and Legacy Highway Interchange will exacerbate the existing problems at the current signalized Shepard Lane intersection if improvements are not made to this intersection concurrently with the construction of the Legacy Highway. Reestablishment of Burke Lane with improvements to the intersection of three major highways when the Legacy Highway is constructed by UDOT is necessary to mitigate the impact of this project and should be included in the proposed project scope instead of delaying this portion of the U.S. 89 improvements. Separation of community areas created by limited access highway construction could also be mitigated with this approach.
- c. UDOT should carefully assess the drainage and wetland mitigation measures associated with the EIS process. The entire area from Farmington Junction to I-15/Burke Lane should be included. The design mitigation alternatives analysis should include a detention/retention basin near the I-15/Burke Lane interchange. (Small pockets of wetlands should be traded for one large enhanced wetland area.)
- d. Noise abatement alternatives should be examined through the entire area from I-15 at the Kaysville border and Farmington Junction to Burke Lane. U.S. 89 improvements combined with the increased traffic projected on these road systems will significantly increase noise (above current allowable Federal regulated levels) in the northwest portion of Farmington. This area

currently exceeds allowable levels due to the past construction of I-15 without any noise abatement facilities, anticipated road elevation increases between Cherry Hill and Burke Lane will also increase this problem. Maintaining the commercial viability of this area, the low density residential character, and rural environment, would dictate that construction of sound walls through this area may not be acceptable to the community to mitigate noise pollution. Since a significant portion of the residential development in the community is sandwiched between I-15 and U.S. 89, the increased noise level combined with the unacceptable levels generated by I-15 would have a significant negative environmental impact on the existing homeowners in this location. Mitigation of this problem could be accomplished providing dense landscaping and rolling earthen berms along I-15 to significantly decrease existing background noise. For future residential and other noise sensitive land uses projected by the General Plan for the U.S. 89 corridor and for areas adjacent to I-15 north of the Burke Lane interchange, acceptable noise abatement alternatives include distance, landscaping, and/or earth berms. Sound walls should not be considered for new residential development. Farmington believes that this approach should be included in the proposed project scope. The negative visual impacts of this project could also be reduced with this approach.

3. There is no doubt that provision needs to be made for diverging highways in the vicinity of the Cherry Hill/North Farmington junction. However, the design solution should provide for adequate access between east and west Farmington by providing a connection between Main Street and 1875 North and should be sensitive to the unique character of the area.

4. UDOT has informed Farmington City that the viability of the Legacy Highway project is contingent on a direct connection to U.S. 89. Thus, Farmington City favors and supports alternative routes adjacent to I-15. Farmington City is opposed to an alignment further west because this will further geographically and psychologically divide the community, jeopardize open space and wildlife resource areas, and bring greater noise, pollution, and negative environmental impacts to this area.

5. Long range recommendations of the "I-15 Corridor Study" (March 1991), prepared by the Wasatch Front Regional Council for the Utah Department of Transportation, include redesign of the Burke Lane interchange. This redesign should include an overpass or underpass to provide access into West Farmington, reestablishing the traditional alignment of Burke Lane, and accommodate any future Legacy Highway and frontage (or minor arterial) extensions north of Burke Lane to Kaysville City.

The City should encourage UDOT to include the reconstruction of the Burke Lane Interchange to occur concurrently with the Shepard Lane Interchange and other improvements planned for Highway 89 and vice versa for the following reasons:

- a. The existing traffic light cannot adequately control the "free-way speed" traffic at the U.S. 89/Shepard Lane intersection. Accidents at this intersection are often fatal due to the high speeds and the large average daily traffic count along this section of the U.S. 89 Corridor. UDOT is now implementing or planning major interchange improvements at Cherry Hill and Burke Lane.

Safety problems may increase between these two major interchanges if UDOT solely relies on a traffic light to control traffic at Shepard Lane.

- b. UDOT often takes two to four years to complete major interchange improvements. Local traffic impacts which result from the proposed interchange construction may linger for much longer if the Burke Lane and Shepard Lane interchanges and other U.S. 89 improvements in Farmington are not constructed at the same time.

6. The development of I-15 and the Burke Lane Interchange eliminated or impaired access to many existing parcels of property. In order to help mitigate this impact a system of frontage roads is needed to provide the necessary access to east/west minor arterials, the Interstate system, and/or crossing points between east and West Farmington. The frontage road system should be designed, funded, and installed by UDOT;

7. The I-15 Corridor Study also recommends that a new interchange be constructed in the vicinity of Glover Lane. If UDOT implements this recommendation it should be accomplished by either a redesign of the existing South Farmington interchange or a new interchange located far enough north of Glover Lane to minimize potential impacts on existing residential development in that area. Any new interchange, or redesigned interchange, should provide for access to West Farmington;

8. The Zoning Ordinance should be amended to more fully address and establish access control standards and development standards.

9. Interstate 15 from the Kaysville City Limits to Lund Lane and U.S. 89 from Fruit Heights to the Burke Lane Interchange are designated for major improvements.

10. Noise abatement policy as established by UDOT should be adhered to for all land uses prescribed in the General Plan next to freeways (high speed highways with full access control such as I-15), expressways (high speed highways with limited access control such as U.S. 89), the Legacy Highway, and any major retrofit projects along these or similar corridors. In an effort to reduce noise impact to residential areas adjacent to I-15, U.S. 89, and any future major arterials, noise abatement measures shall be applied consisting of sufficient open space, with or without dense landscaping, or earthen berms, with or without a minimal decorative wall, which in combination shall achieve sound mitigation required subject to applicable law. Dense landscaping should include a mixture of deciduous and evergreen trees and plant material.

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9. A typical street standards should be implemented in West Farmington to better preserve and enhance the rural character of this area. Specific recommendations include the following (see Figures One through Four):

West Farmington Street Standards			
	Minor Arterial	Major Collector **	Minor Collector
South and West Park Strip *	10' Multi-use Trail and 7.5' planting strip/with trees	11.5' Multi-use Trail	11' Multi-use Trail
North and East Park Strip	6' sidewalk, 11.5' (or flexible width) planting strip/with trees	5' sidewalk, 6.5' planting strip/with trees	5' sidewalk, 6' planting strip/with trees
* NOTE: On Clark Lane, the equestrian path shall be on the north side of the R.O.W. east of 1100 West and on the south side of the R.O.W. west of 1100 West.			

12. The collector system for west Farmington shall be designed to funnel traffic from the west Farmington area to the Burke Lane intersection with direct connection to the freeways. As part of this, the Clark Lane/1100 West Intersection should be realigned to provide a direct route to I-15 for areas in west Farmington west of the D&RGW railroad tracks. Traffic flow through the State Street or Shepard Lane overpasses should be minimized. Access off of Burke lane and Clark Lane west of I-15 should be limited to a controlled master development plan and at signaled intersections only.

13. Traffic generated from light-manufacturing areas planned south of Glovers Lane should be directed away from residential areas and should be guided on to I-15 and/or Legacy Highway frontage roads north and south of the site. The City should consider road weight limit standards and official truck routes designated by ordinance to further discourage truck traffic through residential neighborhoods.

LOCAL ACCESS

Another topic of discussion during the 1991-92 review of the City's General Plan has been that of local access, particularly in the east Foothills. There are unique problems in these areas due to the grades encountered and the fact that barriers exist in the form of canyons and streams coming out of the mountains.

In the past, several subdivisions have been developed in the foothills in which all circulation was self-contained, making no provision for connection to adjacent properties. This is potentially a very dangerous situation. Time and again throughout this Plan life/safety concerns have been discussed. These concerns are perhaps more important in relation to residential development than anywhere else. In the event of any emergency, it is critical that adequate and alternative access be provided. "Adequate" in this sense means roads that are improved to minimum standards in terms of width, grade, and paving surface and for which there is assurance that they will be maintained year around to provide safe passage. "Alternative" means that there will be a sufficient number of access

points into an area so that if an unforeseen event makes one point impassable, another point will be available.

Recommendations:

1. Farmington City should continue the development of adequate major and minor collectors to carry traffic to and from the major arterial system.

2. A neighborhood specific transportation plan for new development should conform with the Master Transportation Plan for the most advantageous development of adjoining areas and the entire neighborhood or district. In the event a neighborhood specific transportation plan does not exist, the subdivider shall prepare such a plan for review and approval by the Planning Commission and City Council to help insure that adequate circulation and street connections will be made as vacant property develops. Isolated subdivisions which do not tie into adjacent subdivisions should not be allowed.

3. As development occurs, developers should be required to dedicate and improve all streets which are necessary to serve their projects. The City should also consider ordinance provisions requiring developers to contribute to the improvement of streets which are directly impacted by their projects.

4. All development in Farmington should include curb, gutter, and sidewalk (except where bicycle, pedestrian, or equestrian trails are approved in lieu of sidewalks) on streets, whether the street is pre-existing or not.

5. Noise levels along the I-15 corridor currently exceed Federal Standards. UDOT should be encouraged to mitigate this problem for both existing residential development and for new residential development as it occurs.

PUBLIC TRANSPORTATION

Recommendations:

1. Farmington City should continue to work with the Utah Transit Authority (UTA), in establishing, and maintaining adequate service to a majority of the City's residents.

2. UTA should provide a stop for express bus service to Salt Lake City, and Ogden from Farmington.

3. Farmington City officials should work with UDOT, and UTA to establish "Park and Ride" lots in Farmington. Such facilities would serve the needs of City residents who must commute to major employment centers. Possible locations for "Park and Ride" lots may include the vacant property just west of the State Highway Patrol and Drivers License Building on the Frontage Road near Burke Lane.

4. A local Trolley or shuttle bus system should be planned that connects the west Farmington freeway commercial area, the future rapid transit system, the downtown area, the Shepard Lane retail area, and Lagoon.

5. UTA should provide a commuter rail stop and at least one or more light rail stops in Farmington as these services become available to Davis County. Farmington City should work closely with UTA to implement this recommendation. The City and UTA should also plan for Inter-modal connectivity between these two modes of travel.