

COMPREHENSIVE GENERAL PLAN

FARMINGTON CITY, UTAH

Amended June 16, 1993

Amended December 12, 2001

Chapter 11 Amended and Adopted July 7, 2004

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ACKNOWLEDGEMENTS

The process to amend Farmington's Comprehensive General Plan was initiated in June of 1991 with a series of neighborhood meetings. Since then, many long hours have been spent by scores of dedicated citizens, City Staff, the Planning Commission, and City Council in developing, refining, and updating the concepts and recommendations of this Plan.

Special appreciation is expressed to former Council members Marda Dillree and Art Maxwell as well as former Planning Commissioners Frank Frodsham, Wes Holmes, and Milo Kirkham.

Thanks also to Doug Hattery, Wasatch Front Regional Council, for his review and comments, and to John Janson, West Valley City Community Development Department, for all his contributions.

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CHAPTER 1

INTRODUCTION

Planning is an activity that we engage in every day. We plan our day at work, our day at home, or, during vacations, we may even plan not to plan at all. Each of us also plan for the future by setting goals for next month, next year, and beyond. Our goals may appear to be simple, but the events that must take place in order to attain them may be complex.

Planning for a City is not unlike our individual planning process, but instead of planning for individuals or families we must plan for all citizens of the City, both present and future. The number of individuals, the area of jurisdiction, and the multiplicity of concerns further complicates the process. This planning process can achieve some semblance of order and stabilization in the community as the majority work toward common goals. These goals, often difficult to define, are expressed in the City's General Plan.

The General Plan is an official written statement which describes overall goals and policies for the desirable future physical development of the City. T. J. Kent, one of the fathers of City planning theory, described the purpose of the general plan as follows:

1. **To improve the physical environment of the community as a setting for human activities.** A community's Plan should have the primary goal of making the City more functional, beautiful, decent, healthful, interesting, and efficient. This purpose is in accord with the broad objective of local government to promote the health, safety, order, convenience, prosperity, and general welfare of the community. The intent is to enhance what already exists in the City.
2. **To promote the public interest, the interest of the community at large, rather than the interests of individuals or special interest groups within the community.** The comprehensive nature of the Plan contributes to this purpose by evaluating the relationships between the many elements which affect the physical development of the entire community. The Plan is based on information that attempts to be thorough and impartial. It helps to prevent arbitrary, capricious, and biased actions. The contributions of the Plan to democratic, responsible government help to safeguard the public interest.
3. **To facilitate the democratic determination and implementation of community policies on physical development.** The Plan is primarily a policy instrument. The Plan constitutes a declaration of long range goals and provides policies and recommendations to serve as a basis for accomplishing these goals. By providing an opportunity for citizen participation and then placing the responsibility for determining policies on elected officials, the Plan facilitates the democratic process.
4. **To effect political and technical coordination in community development.** Political coordination signifies that a majority within the community is working toward the same ends. Technical coordination is achieved by establishing a logical relationship between the physical elements

dealt with in the Plan and the most efficient planning and scheduling of actual improvements so as to avoid conflict, duplication, and waste.

5. **To inject long range considerations into the determination of short range actions.** This purpose is intended to achieve coordination through time; to attempt to make sure that today's decisions will lead toward tomorrow's goals. The establishment of long range goals is perhaps the most significant feature of the General Plan.
6. **To bring professional and technical knowledge to bear on the making of political decisions concerning the physical development of the community.** This purpose is intended to promote wiser decision making, to achieve informed, constructive government. Through the General Plan, the special knowledge of the professional planner is brought into play in the democratic political process.

The importance of the General plan as a policy document to guide future development in the City should be emphasized. The Plan sets the direction which the City should take but should be flexible enough to adapt to changing conditions. It should be understood that, once adopted, the Plan is not static but should evolve as the community evolves. The economy, new administrations, and unforeseen events may affect the Plan. For this reason it should be reevaluated from time to time to insure its relevancy.

Another emphasis of the General Plan is on implementation. Much of what is discussed in the Plan should result in a specific action or series of actions. The Plan contains many policy statements and recommendations for these actions. All of these policies and recommendations should eventually find a means of being implemented. The recommendations of the Plan are generally implemented through specific programs, the Zoning Ordinance, the Subdivision Ordinance, and/or the Capital Improvements Plan.

The General Plan's format includes both a policy approach to planning as well as a mapping approach. The goals and policies are presented in Chapter 4 of this document and are supported in succeeding chapters by information that pertains to specific elements of the Plan. Each element contains more specific recommendations intended to serve as the basis for initiating a plan of action to achieve the established goals. The map titled *Future Land Use Plan* graphically displays the recommendations of the Plan which should be considered in making land use decisions. This map, and others which are prepared to illustrate recommendations of the General Plan, are generally the most often used portions of the Plan but it should be remembered that the future land use recommendations are only the end result of a lengthy decision making process. Any inconsistencies that may exist between the text and maps should be resolved in favor of the text. The goals, policies, and recommendations tie the Plan together and the map helps to display their findings.

The General Plan should be used as a framework for land use decisions, as the primary reference in developing amendments to the City Code, and should be put to everyday use by the administrative and political bodies within Farmington City.

CHAPTER 2

HISTORY

(The following brief history of Farmington is excerpted from an article appearing in the *Davis County Clipper* newspaper, August 21, 1991.)

A hundred years in the making and with a cast numbering in the thousands, Farmington is a city proud of its past and cautiously optimistic about its future.

Nestled snugly within the looming shadow of the majestic Wasatch Range about 16 miles north of Salt Lake City, Farmington is a community of just under 10,000 residents - a place known for its pastoral setting and a history that is as fixed as the stone used in the construction of so many of the pioneer homes built by the City's founding fathers.

Years before the Mormon pioneers came, the area was discovered and explored by Spanish Catholic priests and fur traders. The first white man to inhabit the area was Hector Caleb Haight who, with his wife Julia and two sons Horton and William, crossed the plains with the Mormon pioneers and erected a log cabin in 1847 at Haight's Bench where the family herded livestock in the surrounding foothills.

In 1848, the Hights were joined by the Burke, Davis, Grover, Miller, and William Smith families, and the City of North Cottonwood was born. The following year North Cottonwood expanded even further with the arrival of the Hess, Clark, J. Smith, Robinson, Secrist, and Richard families. What had been a sparsely populated collection of homesteads began to take shape as a recognizable community.

That same year the Mormon North Cottonwood Ward was organized and two years later settlers hauled timber from Weber Canyon to build the first schoolhouse. In 1855, an adobe schoolhouse was constructed just west of 4th North and Main.

By 1853 the population totaled 413 and the town became known as "Farmington", in part due to the richness of the soil and also because Wilford Woodruff (Mormon church president) came from a town in Connecticut that bore the same name.

The years passed, 100 mph winds blew and floods, drought, and grasshoppers periodically wreaked havoc with the City, but settlers refused to be dislodged and Farmington continued to grow.

Builders, masons, midwives, doctors, schoolteachers, farmers, lawyers, blacksmiths, millers, and dozens of other craftsmen and women combined to build an aesthetically beautiful City that would stand the test of time and weather the elements.

Stone was hauled out of nearby canyons and fields and log cabins were replaced by stone masonry homes. Buildings, bridges, dams, fences, and roads were constructed. Soon the streets were lined with stately Cottonwood, Poplar, and Sycamore trees which, combined with the pioneer homes cast in stone, have become Farmington's trademark to this very day.

The territorial legislature designated Farmington as the seat of government for newly formed Davis County, and the first courthouse in Utah was built in November 1854 at a cost of \$6,000. In 1855, the first co-op store was opened by John Wood. Other businesses opened shortly thereafter,

including a molasses mill and a flour mill owned by Willard Richards that is still standing today at the mouth of Farmington Canyon.

Farmington was incorporated December 15, 1892, with James H. Wilcox serving as the first mayor. The population was 1,180. By 1980, that number had increased to 4,700 and in the ensuing 10 years the population almost doubled to 9,028.

Accommodating the increasing number of newcomers who want to make Farmington their home has been a challenge to City officials who have had to scramble to provide adequate facilities and services to meet an ever increasing demand. The explosive growth also has citizens seeking solutions for preserving a past that has made Farmington unique.

CHAPTER 3

DEMOGRAPHICS

According to the 1990 Census, in cities with a population over 5,000, Farmington is the third fastest growing city in Utah. The Census also revealed that the population of Farmington is generally young, prosperous, and well educated. The population of the City in 1990 was 9,028, up from 4,700 in 1980. Of that number, 98.4% are white and 1.6% are non-white.

At an average size of 4.05 persons, Farmington has one of the largest average household sizes in Davis County, and one of the youngest. The average age in the City is 21.3 years. Median income for each household is \$32,296.00.

Indications are that the growth that has been experienced over the last 10 years will continue through the coming decade. This prospect brings with it many challenges, not the least of which is to develop policies to manage this growth in such a way that it will not irreparably alter the unique character that has been developed in Farmington over the last 100 years.

CHAPTER 4

GOALS AND POLICIES

In conjunction with development of the previous General Plan, the City established citizen committees to evaluate and define a set of policies (identified as "value statements") and recommendations to provide direction for the City in dealing with future growth and development. Following is a summary of those policies:

1. Maintain Farmington as a peaceful, family-oriented, pastoral community through enforcing strict Zoning Ordinances and covenants, architectural standards, and density restrictions.
2. Recognize and preserve Farmington's heritage of pioneer buildings and traditions for the enrichment of its present and future citizens.
3. Plan growth carefully to preserve an open, uncongested City whose buildings blend with and enhance the historical buildings and the natural beauty of the land and Lake.
4. Promote public safety and community security.
5. Improve and broaden the City's economic base, reducing to some extent the heavy dependency on property taxes while preserving fiscal integrity, avoiding waste, and supporting the non-economic values of the community.
6. Attract quality commercial and light manufacturing enterprises to pre-selected sites to maximize the economic benefits possible while minimizing congestion, noise, and unsightliness.
7. Broaden recreational opportunities and programs for all citizens.
8. Foster cooperation and mutual understanding between citizens, business/commercial, and other entities in the City.
9. Spur citizen participation in City government and on City committees, encouraging principled volunteer leadership and service and maintaining and improving a dedicated municipal staff.

The Values Committee also established specific goals with recommendations for various courses of action to achieve these goals. Since 1986 these goals have been further revised and supplemented by input from citizens received at public hearings and through public opinion surveys and have been further refined through many hours of study by the Farmington Planning Commission and City Council.

The General Plan's statement of goals is intended to be a comprehensive policy-setting document. It attempts to form a clear picture of what the City should look like in the future and suggests methods which might be used to attain the goals identified. The intent is to continue the work done by the Values Committee to set a direction for the City. These goals should be reviewed on a periodic basis to evaluate any changes in economic conditions or public opinion as

they may affect priorities or problems.

GENERAL GOALS

1. The Farmington City General Plan is based on the overall goal of creating within the community a healthy, attractive, and pleasant living environment for its residents. This goal is the most significant element underlying the General Plan.
2. Maintain Farmington as a community with a rural atmosphere, preserving its historic heritage, and the beauty of the surrounding countryside.
3. Provide for harmonious, coordinated, and controlled development within the City so as to avoid undue impact on public facilities, public services, and the physical environment.
4. Maintain Farmington as a cohesive community.
5. Recognizing that with growth, there is an inherent increase in challenges to the public order and personal security, the City should be prepared to strengthen each of those agencies charged with the responsibilities of assuring public safety and encourage public safety education and prevention programs to involve the public.

PUBLIC FACILITIES AND SERVICES GOALS AND POLICIES

1. Continue to develop and refine the City's Storm Drainage Master Plan.
 - a. Correct existing problem areas to protect public and private property.
 - b. Determine the feasibility of using small detention ponds in subdivisions as neighborhood parks after assessing health and safety concerns.
 - c. Encourage the use of large detention ponds, incorporated into park designs, to eliminate the need for numerous small ponds.
2. Continue to upgrade equipment and monitor manpower needs of the public safety departments to keep pace with development and population growth.
3. Develop an Emergency Management Plan for the City to be used during National, regional, or local emergencies. This plan should address all natural and man-made disasters including earthquake, flood, fire, chemical spills, power outages, etc.
4. Participate in County-wide solid waste disposal plans.
 - a. Support cost effective power generation from garbage to reduce landfill needs and increase potential for long term reclamation.
 - b. Continue to encourage evaluation of a City-wide recycling program.
5. Develop energy conserving management techniques for public buildings, City vehicles, and street lights.
 - a. Make all new public facilities as energy efficient as possible using renewable energy design principles.

- b. Evaluate all street lighting, traffic signals, and security lighting for conservation and efficiency.

6. Take advantage of Federal and State funding sources, in the form of grants and subsidies, to help offset the cost of public improvements.

PARKS, RECREATION, AND OPEN SPACE GOALS AND POLICIES

1. Continue to develop a park system and coordinated recreation program for the City based on recognized National standards. The park system may include:

- a. neighborhood parks, 1/2 to 5 acres in size, provided at the ratio of two acres per 1000 people with a service area consisting of a 1/4 to 1/2 mile radius;
- b. community parks, 5 to 25 acres in size, provided at the ratio of six acres per 1000 people with a service area of 1 to 2 miles.
- c. special use parks, provided at a ratio of two acres per 1000 people, which may be combined with neighborhood and community parks, such as golf courses, swimming pools, etc., which would be fiscally self-sufficient.

2. Parks should be designed for low maintenance and vandal resistance.

3. Develop a trails system in the City which includes bike paths, jogging/hiking trails, and equestrian trails which will provide links between parks, service centers, and foothill access points. Where possible, utilize existing utility corridors, natural drainage corridors, and other non-vehicular rights-of-way for the trail system.

4. Provide cultural activities at defined activity centers on a regular basis that would be financially self-supporting.

5. Encourage cooperation with the school district to use public school playgrounds as neighborhood parks.

6. Explore the potential of preserving open space and greenbelt areas for recreation purposes and for use as buffer zones in developed areas where appropriate and cost efficient.

- a. Encourage the maintenance of farmland and other open lands if they are historically or environmentally unique.
- b. Encourage park land donations.
- c. Consider planned unit development concepts to preserve open space.
- d. Establish, by ordinance, requirements for payment in lieu of, or outright dedication of park property in new developments.

7. The acquisition and development of open space and park property should be a priority of the Capital Improvement Program.

8. In order to preserve the ecological balance of the foothills maintain their natural beauty, designate the foothills as open space and establish an elevation above which only limited development will be permitted.

9. Continue to conserve conservation and open space land including those areas containing unique or natural features such as meadows, grasslands, tree stands, streams, streams corridors, flood walls, berms, watercourses, farmland, wildlife corridors and/or habitat, historical buildings and/or archeological sites, and green space by setting them aside from development.

10. Continue a cooperative effort with Lagoon to develop public recreation facilities and preservation of open space in the vicinity of Farmington Creek on the east side of the amusement park to act as a buffer between the park and residences near Main Street.

11. Develop a city-wide Street Tree Ordinance for the City in order to preserve and expand the City's urban forest through standards for planting, maintenance, and removal of trees in the public streets, parkways, and other municipal-owned property;

TRANSPORTATION GOALS AND POLICIES

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 shall be used for planning transportation improvements in the City.

2. Improve the availability, condition, and appearance of streets within the City by:

- a. increasing sidewalks along major streets and primary pedestrian routes;
- b. considering an annual program for improving pavement conditions, based on pavement needs;
- c. establishing a street tree planting program throughout the City as discussed in the residential goals section;
- d. encouraging UDOT to keep State roads within the City maintained and in good repair;
- e. working with and encouraging UDOT to landscape and maintain in an attractive manner state right-of-way and state owned property encompassing or adjacent to state transportation facilities including but not limited to freeway and major arterial interchanges and overpasses.

3. Improve the safety of streets by removing obstructions to sight distances at intersection, reducing speed limits where appropriate, and evaluating intersection design.

4. Assess the traffic impacts of major developments in the City prior to approval in order to minimize interfering traffic on major streets and minimize increased traffic on local streets in residential areas.

5. Coordinate with the Utah Transit Authority (UTA) to provide more extensive service to Farmington. Explore with UTA the possibility of establishing "park and ride" lots in Farmington.

6. Continue an open dialogue with UDOT in an effort to select an alternative for the

development of Highway 89 which minimizes impacts on adjacent land uses and preserves the integrity of commercial development at Shepard Lane.

7. Encourage noise buffering along the major arterials in the City.
8. Encourage UDOT to construct and maintain east/west collectors over I-15, Legacy Highway, and Highway 89.
9. The Master Transportation Plan and all goals and policies listed in this plan, shall be reviewed periodically and updated and amended where appropriate.
10. Establish an internal transportation system within the City to service the commercial centers, make access to Lagoon and the commercial centers over the freeway systems more convenient, and minimize future congestion.
11. Locate an area that will accommodate light manufacturing and related uses yet minimize truck, employee, vendor, and customer traffic through adjacent residential neighborhoods.
12. Establish, by ordinance, truck routes for heavy vehicles to best implement the goals and policies of the General Plan.

AGRICULTURAL GOALS AND POLICIES

1. Foster an environment within the City in which agriculture can co-exist in urbanized areas.
2. Explore alternatives for preservation of agricultural lands as open space through purchase, lease, conservation easements, or otherwise.
3. Protect agricultural lands from storm runoff generated from adjacent developed areas.

RESIDENTIAL GOALS AND POLICIES

1. Maintain Farmington as a predominately low density residential community.
 - a. Evaluate from time to time lot sizes in single family residential zones.
 - b. Protect the integrity of existing neighborhoods which have been developed as single-family residential areas (one dwelling unit per lot) but are zoned for multiple-family residential use.
2. Maintain and improve the appearance of residential areas in Farmington by:
 - a. developing a street tree planting program in subdivisions using tree selections which need minimum maintenance, will not buckle curbs or heave pavement, and will not foul utility lines;
 - b. increasing enforcement of the City's weed control ordinance through:
 - i. increasing citizen awareness and involvement;
 - ii. providing support for voluntary clean-up efforts by groups in the City;
 - iii. encouraging the planting and maintenance of grass and street trees

along property frontages.

- c. encouraging the use of underground utility lines;
- d. constructing curb, gutter, and sidewalks in areas where potential safety problems could occur or where high pedestrian traffic exists. Utilize State sidewalk funds, CDBG program funds, and/or special improvement districts wherever possible;
- e. encourage site development of new lots which does not necessitate long term parking of vehicles within the minimum setbacks from public streets;
- f. encouraging additional street lighting to be installed by developers of new subdivisions or through special improvement districts.

3. Limit multiple-family residential development to those areas where it will serve as a transition from commercial or industrial uses to low density, single-family residential uses:

- a. In evaluating multi-family proposals, give preference to condominium or planned unit development projects where owner occupied dwellings are proposed as opposed to rental units;
- b. Consider limiting the size of multiple unit dwelling structures for rental purposes in order to maintain an architectural mass and scale which is compatible with surrounding development;
- c. Continue to emphasize high quality in landscaping and architectural design for multiple family developments.

4. In general, as residential development occurs it should pay for itself and should occur in the most logical and reasonable progression:

- a. Utilize present utility infrastructure to its maximum capacity before extending additional utilities to undeveloped land;
- b. New developments should pay all costs directly attributable to the development even if distant from existing infrastructure except where regional infrastructure needs, as recommended by the City's Utility Master Plans, exceed those facilities which are necessary to serve the development. Impact fees may be used to pay a portion of these costs;
- c. Scattered developments which necessitate high service costs should be avoided;

5. Encourage proper maintenance and/or rehabilitation of existing housing through:

- a. enforcement of building codes;
- b. rehabilitation of structurally sound housing and preservation of identified historic sites;
- c. promotion of "clean it up, fix it up" campaigns in neighborhoods.

COMMERCIAL AND INDUSTRIAL GOALS AND POLICIES

1. To improve the function and desirability of the downtown area, Farmington City should work in cooperation with Davis County, the Davis County School District, and downtown business owners to plan, and redevelop the downtown.
2. Consider developing a master plan for downtown Farmington which will detail some of the alternatives for growth and expansion, improved circulation, and general improvement of that area. Downtown could serve as a focal point for the City by:
 - a. emphasizing a variety of service uses;
 - b. Integrating leisure spaces within the commercial areas;
 - c. developing a theme or image through the promotion of consistent architecture, landscaping, and/or emphasis on the City's historic heritage;
 - d. establishing the area as the center for the City's cultural and social activities;
 - e. promoting the area to attract businesses appropriate to a service/cultural center.
3. Consider other zoning designations for the downtown area which would more clearly reflect the nature of the area.
4. Promote retail commercial development at limited locations in planned, compact, and well designed centers.
5. Promote clean light industrial development in an aesthetically pleasing environment at limited locations, removed from residential development, and in close proximity to the freeway system. A light-manufacturing zone could serve as a location for a variety of light industrial, building, storage, and other uses typically found in most communities.
6. Maintain and improve the appearance of both commercial and industrial development through additional standards for landscaping along street frontages, and other buffer areas, and encouraging a high level of architectural design through master planned developments with covenants, restrictions, service agreements and governing controls of the project area.
7. Encourage appropriate buffering between all residential and non-residential uses to help mitigate undesirable impacts such as excessive noise, traffic, light pollution, inappropriate signage, incompatible parking areas, etc.
8. Encourage new commercial and industrial developments to incorporate into their designs elements of "Farmington Rock".
9. Encourage existing business to improve general maintenance and appearance.
10. Encourage the elimination or relocation of industrial businesses which are located in residential areas.
11. Improve the appearance and function of business signs by eliminating nonconforming

signs or encouraging the redesign of existing signs to bring them into conformity with the current Sign Ordinance.

12. Amend the Sign Ordinance to develop a consistent appearance for all monument, pole, and ground business signs with special consideration given to materials used to construct signs and lighting.

13. Design traffic circulation to promote access out to major roads and freeways, discouraging traffic in downtown or residential sections of the City.

ANNEXATION POLICIES

It has been established that the ultimate east and west City limits of Farmington will be the Wasatch National Forest and the Great Salt Lake respectively. The City's Master Annexation Policy Declaration has also indicated an ultimate boundary with Kaysville on the north and with Centerville on the south. However, property in the northwest portion of Farmington's annexation policy area was annexed into Kaysville in 1986 and discussions were initiated in 1991 concerning adjustments to the boundary with Centerville.

1. The City should coordinate with Kaysville in encouraging annexation in the northern part of the City to comply with an annexation boundary agreed to by the two Cities.

2. The City should discuss with Centerville the merits of adjusting the current annexation boundary, established at Lund Lane, either north or south so that property on both sides of Lund lane is either entirely in Farmington or entirely in Centerville.

3. The following are policy guidelines for the eventual annexation of additional property into Farmington:

- a. Unincorporated property should only be annexed upon the request of the property owners, or to control the development of the property with uses consistent with Farmington's General Plan.
- b. As far as is practical, property should only be annexed if costs for extending municipal services are paid for by the annexing property owners.
- c. Small individual properties may be considered for annexation, as long as development of those properties is coordinated with surrounding properties.
- d. As property is annexed into the City, it should be classified with the zoning designation "A", unless the owners request another zone designation. Such requests may be reviewed by the Planning Commission and City Council, at the time of annexation, and should be handled as a rezone request.

CHAPTER 5

ENVIRONMENTAL CONDITIONS / NATURAL HAZARDS

Within and around Farmington are various natural hazards and environmental conditions which should be taken into consideration in planning new development. The most obvious hazards are discussed below. As other hazards are identified, they should also be included in the development review process.

SEISMIC HAZARDS

All of Central Utah is laced with earthquake fault systems. These fault systems are the result of the continental lift which once thrust up the Wasatch Mountains and Rocky Mountains. In terms of geologic time there is a high probability that a major earthquake is imminent. In our own time-frame, however, this event may not happen in our lifetimes or it may happen tomorrow. There is no reliable way to accurately predict such an event.

Earth quake and seismic hazards have been identified in numerous studies and are a significant potential hazard in Farmington. These hazards have been most recently identified in a study done by Davis County. Among the products of this study were a series of maps, titled "Potential Surface-Fault Rupture Sensitive Area Overlay Zone" which identify fault locations and the immediate area that would be affected should a seismic event occur. Even though these maps do not address the secondary effects of seismic events, such as areas susceptible to liquefaction, they do serve as a primary reference in determining where building construction should not occur.

Recommendations:

1. Farmington City should require the advice of competent geo-technical advisors when development is proposed in or near potential hazard areas and should identify potential impacts from seismic fault displacement. Additional study should also be done to identify and map areas where, due to soil types and ground water levels, liquefaction may occur.
2. The City's ordinances should be strengthened to require new construction to be designed for mitigation of seismic fault displacement.
3. Provisions of the Building Code relating to seismic safety should be strictly adhered to.
4. Farmington City should require that a detailed soils study be prepared and submitted to the City for all Conditional Use and Subdivision applications. This study should include, among other things, an analysis of soil types and ground water levels, whether or not these conditions make liquefaction probable, the implications of this on the proposed construction, and any mitigating measures that may be necessary.

FOOTHILL DEVELOPMENT

The foothills along the eastern edge of the City provide both an amenity and a potential environmental hazard. They represent an amenity in that they provide the setting in which Farmington has grown over the years, they provide an area to view and to view from, and they provide potential areas for outdoor recreation. The potential hazard lies in the fact that the

combination of steep slopes, granular soils, and fragile vegetation cover make them highly susceptible to erosion.

As development has taken place in the foothills more and more has been learned about how environmentally sensitive this area is. In many areas the soils have proven to be very sandy making them highly erodible. In the ravines and canyons moisture may accumulate which can support larger plants with more extensive root systems to help hold the soil, but in the majority of the foothills grasses are the dominant vegetation and only provide a relatively thin root layer to stabilize the soil. Once the vegetative cover is damaged, erosion caused by wind, rain, or melting snow soon begins.

The primary causes of environmental damage are construction, fire, and irresponsible recreational use.

Recommendations:

1. Mechanized recreation vehicles (i.e. motorcycles, ATV s, four-wheel drives, etc.) should be prohibited from the foothills.
2. As part of a City-wide trail system, designated corridors should be established for hiking and equestrian use only. Signs should be placed at strategic locations to remind users to stay on designated trails.
3. Trail heads should be designed, insofar as possible, to prevent motorized vehicle access to the foothills.
4. The City should establish, in cooperation with the Forest Service, regular patrols along the foothills to enforce use restrictions.
5. An elevation should be established above which building construction will be limited and strictly controlled.
6. The need for fire breaks to protect existing foothill development should be evaluated. In addition, an ongoing program should be established in the Fire Department to equip and train personnel to fight grass fires.
7. The City should encourage programs and volunteer projects to revegetate disturbed areas as soon as possible after the disturbance occurs.
8. The City should work with the Federal Government to obtain control of defined and potential watershed areas.

FLOOD PLAINS

Due to Farmington's location at the base of the Wasatch Mountains, life and property is occasionally put at risk from flash flooding and mud slides from the creeks and canyons above the City. These risks were most recently experienced during the floods of 1983 which caused hundreds of thousands of dollars in damage resulting from mud slides and flooding. An attempt to minimize and control these hazards has been made with the development, and improvement of debris basins at the mouths of most canyons in the City.

Flood plains and debris flow areas have been identified in Farmington in numerous Federal and local studies. Among these are the Shepard Creek, Farmington Creek, Rudd Creek, Steed Creek,

and Davis Creek drainages. These areas are displayed on maps prepared by the Federal Emergency Management Agency (FEMA) which have been officially adopted by Farmington City.

Recommendations:

1. The City should work closely with FEMA and Davis County Flood Control to accurately identify areas along the major drainages in the City that may be subject to a 100 year flood. These drainages and flood plains should be protected from development.
2. Once these areas are established and identified on revised Flood Insurance Rate Maps (FIRM), these maps should be adopted by the City and used in administering the provisions of Chapter 31 of the Zoning Ordinance which is the City's Flood Damage Prevention Ordinance.
3. The City should continue to develop its Emergency Preparedness Plan by establishing a written plan of action to handle future flooding.
4. Established debris basins should be preserved, and protected from potential encroachment by development.

THE GREAT SALT LAKE

The Great Salt Lake has, unexpectedly, become a source of hazard to development. In the past it was difficult to forecast of lake levels because there was no outlet for the lake. With the installation several years ago of a pumping system which now provides an artificial "portal" through which high water can be pumped into the west desert once it reaches the portal level, the maximum lake level has become more certain. The projected high water level of the lake, factoring in potential wind tides and maximum wave crest, is 4217.

Recommendation:

1. No significant development should be permitted below an elevation of 4218. The only uses that should be considered below this elevation are agriculture and open space unless mitigation measures are taken, i.e. dikes, levees, elevating structures above 4218.

GROUNDWATER

Shallow depths to groundwater have been a consistent problem in many areas of Farmington City. Currently, no reliable information has been compiled which accurately identifies groundwater depths throughout Farmington.

In addition to the implications for development, groundwater also serves as the aquifer from which a significant percentage of the culinary water throughout the County, both for individuals with private wells and for municipalities, is withdrawn. For this reason it is critical that the discharge of potential contaminants into the aquifer is closely regulated in order to protect this critical resource.

Recommendations:

1. Farmington City should require that a detailed soils study be prepared and submitted to the City for all Conditional Use and Subdivision applications. This study should include, among other things, an analysis of soil types and ground water levels, the implications of these on the proposed construction, and any mitigating measures that may be necessary. Mitigating measures may include eliminating basements, raising building elevations above identified groundwater levels,

or installing subsurface drainage systems to convey water away from structures.

2. Regulations should be established and enforced to prevent discharge of contaminants into the aquifer and to encourage the disposal of such materials at approved sites.

WETLANDS

Wetlands represent a natural filtering system to remove sediments and pollutants from water as it flows through the wetland or as it percolates into the ground and is returned to the aquifer. Wetlands also serve as flood retention ponds, wildlife habitat, and are often places of great beauty where nature can be enjoyed in an area rich with life.

In Farmington, wetlands exist where the various drainages from the mountains reach the valley floor and become meandering streams. In some cases, the natural courses of these streams have been obstructed by the construction of highways and other developments which have restricted their outlets and created greater areas of wetland than may have historically existed. Regardless of how they came to be, areas that are true wetlands do have intrinsic value to the City as natural open space and as recharge areas for the aquifer.

In recent years wetlands have come to the forefront of environmental issues, chiefly due to the increased regulation by the Army Corps of Engineers. The situation has been further aggravated by a Federal definition of "wetland" that has, in some cases, led to the designation of land that, from outward appearances, looks like anything but a wetland.

Recommendations:

1. Continue to work with the Utah Congressional delegation to establish a realistic definition of "wetland" that includes only those lands which are inundated by water and support wetland vegetation for a significant time period each year.

2. Recognizing that State and Federal agencies have adopted regulations pertaining to development in wetlands, the City should continue to cooperate by directing developers to these agencies where it appears that the presence of wetlands may be an issue.

3. The City should explore the possibility of acquiring development rights, or land outright, to preserve prime wetlands as permanent open space.

4. In the area between Highway 89 and Interstate 15, north of Burke Lane, there appear to be significant areas of wetlands. Since the construction of I-15 and the Burke Lane interchange appear to have created these wetlands, UDOT should be encouraged to purchase this land. The City should then explore, with the properties owners and UDOT, alternatives for the use of this land which will preserve the environmental integrity of the area. Such uses may include a regional storm water detention pond, a recreation area with an emphasis on environmental education or a park.

5. Consider utilizing other wetland areas as segments of a trail system for the City designed to link existing and proposed parks.

6. Where feasible, coordinate with the Corps of Engineers and landowners to reclaim usable land in one area by consolidating wetlands in another area.

7. In the area north of Clark Lane and between the D&RGW tracks and I-15, but south of Spring Creek in the vicinity of the new Burke/I-15 interchange off ramp, the City should

encourage consolidation of wetlands where possible. This may allow higher density commercial and/or residential development. The existing stream corridors in this area should be preserved to provide water to these wetlands and as natural landscaping features in future development. Any existing residents within the parcel should be buffered from the higher density development with sufficient open space and landscaping.

CHAPTER 6

PUBLIC UTILITIES

CULINARY WATER SYSTEM

Farmington City is in relatively good shape with regard to its water supply. A Culinary Water System Master Plan was completed in 1990 which took into account the ultimate development of the City, including West Farmington. At the time the Water Master Plan was completed the City operated seven water storage reservoirs with a total capacity of approximately 2.5 million gallons. In addition to this, Weber Basin Water Conservancy District provides up to 500 acre/ft of water to the City annually. City owned culinary water source wells have a combined capacity of 2100 gpm.

The present system has adequate water supply but lacks sufficient storage capacity in the north and south ends of the City. Under normal operating conditions the system is adequately sized but there may be some deficiencies when fire demands are made at particular locations. There is also a concern that smaller pipe sizes in older parts of the system may be contributing to deficiencies in fire supply.

Recommendations:

1. New development should bear its fair share of the cost for expanding the water systems in accordance with applicable law;
2. All undersized pipe should be phased out of the system and replaced with pipe sized to meet projected culinary and fire protection needs as recommended by the Water Master Plan;
3. All development should be reviewed to assure that the capacity of the water system will not be exceeded, and that acceptable levels of service are not compromised.
4. Because the development of new water sources will be relatively expensive, Farmington City should formulate water conservation policies to avoid the need for rapid development of new water sources, thereby maintaining lower average water costs for the City as a whole.
5. Programs should be implemented to educate the public about the danger of cross connections between the culinary and secondary water systems and about the importance of installing back-flow prevention devices where necessary.
6. The City should adopt policies that identify and protect watershed areas, minimize the use of surface waters for culinary water use, and protect groundwater aquifers and sources to avoid expensive treatment options.
7. The City should work with the Federal Government to obtain control of defined and potential watershed areas.

SECONDARY WATER SYSTEM

With proposed growth, the City's culinary water supply will need to be continually evaluated. Extensive use of culinary water for irrigation purposes should be discouraged to preserve capacity

for culinary use and forestall development of new, and expensive, water sources and storage facilities. For this reason secondary water systems for pressure irrigation have been developed. The Farmington Area Pressurized Irrigation District (FAPID) and the Weber Basin Water Conservancy District, both independent improvement districts, have been established to maintain, extend, and administer these systems.

Recommendations:

1. Because of the relatively high cost of developing new water supplies, all new development in Farmington should provide both culinary and pressure irrigation water systems unless this policy is waived by the City.
2. The City should maintain close ties with all secondary water districts to better coordinate development and maintenance of each of the water systems.

SEWER SYSTEM

All main sewer collection lines in Farmington, and the sewage treatment plant, are owned and operated by the Central Davis County Sewer Improvement District (CDSID), an independent governmental entity. In 1991 all remaining City-owned elements of the sewer system were transferred to the District. Since the availability of sewer service is a significant controlling element in development, Farmington City must work closely with the officials of the CDSID to coordinate goals and policies.

In 1986, the CDSID completed a study of the existing and future problems, and needs of the sewer system. The study identified several areas in Farmington City where lines are currently over capacity, and lines which will be over capacity in the near future. In cases where proposed development would cause significant problems, that development should not be approved until the problems are corrected. The CDSID has developed plans to increase capacity in the critical areas, but has not specified the timing, or the source of funding to implement these plans.

One of the most problematic areas in the City for sewer is the area of Farmington west of Interstate 15. At the present time this area is sparsely developed and nearly all homes are on septic tanks. If the use of septic tanks were to increase significantly, there may be a serious health risk in terms of ground water contamination due to the high water table and soil conditions in that part of the City. The CDSID plan includes this area .

Recommendations:

1. Farmington City should encourage the CDSID Board to prioritize the improvements called for in the 1986 study, and ask them to prepare financing and scheduling plans for the completion of those improvements.
2. Farmington City should actively encourage all future development in Farmington to be connected to sewer lines.
3. All development proposals should be submitted to CDSID for comment before being approved by Farmington City.

STORM DRAINAGE

Farmington City and Davis County completed a Comprehensive Storm Drainage Master Plan

in 1987 for the Farmington area. This plan indicates current storm water drainage needs, currently existing problem areas, and projects future needs as development occurs. This drainage plan serves as a the guide for future development of drainage facilities.

Recommendations:

1. Farmington City should prepare a schedule for implementation of the Storm Drainage Master Plan, including funding proposals.
2. All development should be required to take care of any drainage impacts created and, if necessary, should contribute to the maintenance and construction of the overall drainage system as recommended in the Storm Drainage Master Plan. These contributions may take the form of constructing the portion of the system which the development makes necessary or paying an appropriate impact fee. Participation in completing and maintaining the drainage system and solving any drainage problems created should be a standard condition for approval of all developments.
3. The City should continue to work toward permanent solutions for storm drainage and install needed segments of the system according to the implementation plan as funds permit.
4. UDOT upgrade and improvement of Highway 89 will increase runoff and will impact existing storm conveyance systems. The City should adopt policies that require all highway impacts to be controlled by structured improvements, comply with the City Storm Drainage Master Plan, and mitigate wetlands created by past projects.

CHAPTER 7

COMMUNITY FACILITIES AND SERVICES

PARKS, RECREATION, & OPEN SPACE

Park and recreation opportunities serve as one of the bench marks against which the quality of life within a community can be measured. Recreation is increasingly viewed as an important factor in maintaining adult health - both physical and mental. It is perceived as more than just a weekend activity. It should be an integral and necessary element of adult life to be incorporated into a daily routine. Furthermore, recreation for both adults and children includes social contacts, experiences in natural environments, and intellectual and cultural experiences in addition to sports. Studies of children's behavior and development have documented the importance of play, not only in children's physical development, but also in their social, intellectual, and creative growth. Recreation is now seen as a means to an end rather than simply as an end in itself.

Parks and open space, whether for passive or active recreation, are important elements in creating a balanced living environment. With the increase in dual income households along with the increasing pace of life in general, leisure time is often at a premium. Having recreation opportunities close at hand is important not only for convenience but also to maintain the physical and social strength of the community through active recreation and social interaction with family and neighbors. In surveys and discussions in public meetings, the citizens of Farmington have repeatedly expressed the need and desire for additional parks and recreational opportunities, and to retain much of the open and rural feeling of the community.

This section of the General Plan will discuss a park hierarchy, will inventory existing parks in the City, assess park needs, and make recommendations for future development.

In establishing a Park Plan for a community it is important to provide for a variety of recreation experiences through various sizes of parks intended for different types of use and users. Parks should be designed with the users in mind, whether those users be healthy children and adults, senior citizens, or the disabled. It is also important to achieve equitable distribution of basic park lands, recreation facilities, and programs throughout the community by applying standards uniformly and consistently.

The normal procedure in developing a Park Plan is to first establish a hierarchy of parks. There are many planning publications which describe park hierarchy. The list would generally start with neighborhood parks and progress to district parks, city/community parks, and regional parks. These parks would be classified based on their size and service area. In addition to these parks there may also be special use parks which may provide one special activity such as a golf course, nature center, botanical garden, or outdoor theater.

Due to the relatively small size of Farmington in both area and population this Plan will concentrate on only three types of parks: neighborhood, community, and special use. These parks are defined in this Plan by the following standards:

PARK STANDARDS

Park Type	Service Area	Acres/1000 Population	Desirable Size
Neighborhood	1/2 Mile radius	2	1/2 - 5 acres
Community	1 1/2 mile radius	6	5 - 25 acres +
Special Use	no applicable standard	2	variable

A neighborhood park will generally provide activities for children up to 15 years, their parents, and senior citizens. Activities may include open lawn areas for a variety of informal field sports, tot-lots, picnic tables and/or shelters, drinking fountains, rest rooms, horseshoe pits, volleyball, benches, and possibly tennis courts or other hard-surfaced play area for basketball. These parks are generally designed as walk-to facilities.

A community park will generally be designed to serve all age groups and will provide a wide variety of recreation opportunities. In addition to those elements found in neighborhood parks, community parks may include regulation baseball, football, and soccer fields, multiple tennis courts, multiple picnic pavilions, swimming pools, amphitheaters, and parking lots.

Based on these standards there should be 10 acres of parks for each 1000 persons in Farmington. At the City's current population of 9,028 (according to the 1990 census) this computes to a park need of approximately 90 acres. As the City continues to grow this need will obviously increase proportionally. These standards should be viewed as a guide. They address minimum, not maximum, goals to be achieved.

Farmington currently has two parks that could be classified as community parks. These are Shepard Lane Park which is being developed at approximately 1000 North and 700 West and Main Street Park at 125 South Main Street. Both of these parks are located adjacent to elementary schools which have athletic play fields that are used in conjunction with the parks. Including these play fields in the park areas, Shepard Lane Park is approximately 11.75 acres in size and Main Street Park is approximately 11.4 acres. In addition to these parks, Davis County is in the process of developing a recreation area in conjunction with the County Fairpark in West Farmington which could serve as the nucleus of a community park in that area. The size of this recreation area is approximately 4.0 acres.

Woodland Park, located at approximately 300 South 200 East, is a special use park providing for nature study and, with the stage constructed in 1991, outdoor theatrical productions or concerts. Woodland Park is approximately 10.35 acres in size after deducting the land occupied by the City Public Works facilities. Additional interest is also added by the presence of Steed Creek which flows through a portion of the park.

A second special use park is being developed at approximately 750 North 75 West which includes Farmington Pond and surrounding property. Farmington Pond was established as an urban fishery in 1972. Improvements which are planned for 1993-94 include a new access road from Farmington Canyon, paved parking lots, rest rooms, handicap access to a fishing pier, and a trail head for equestrian access to the canyon. The park will be approximately 20 acres in size.

The City has two neighborhood parks. Moon Circle Park at approximately 1350 North Main is one acre in size. Mountain View Park, located above the City Cemetery at approximately 300 East 500 South is 2.48 acres.

Farmington now has a total of approximately 61.00 acres in community, special use, and neighborhood parks. This means that there is a park deficiency in the City of approximately 29.00 acres based on 1990 population figures. From this analysis it becomes apparent that, while Farmington has several excellent parks, there is a minor deficiency in parks at the present time and there will be a need for additional parks in the future to serve the City's growing population. In order to meet the service area standards established above, the most logical locations for additional community parks appear to be in the southern part of the City and in West Farmington once that area is incorporated. Locations for neighborhood parks in existing residential areas should also be evaluated.

The importance of advance acquisition of park land and open space cannot be stressed strongly enough. Once general locations have been identified which are suitable for parks or open space, land should be acquired in advance of actual need in order to ensure its protection and availability for future use. Once these lands are acquired they may be leased back for agricultural, or other use, until such time as it is possible or desirable to develop them. The acquisition and/or reservation of prime open space should be a priority.

One of the major difficulties in any park plan is to establish funding sources for acquisition, development, operation, and maintenance of the park system. Although there are some Federal and State funding sources for recreation, these sources have been dwindling in recent years and some programs have been ended altogether. Cities are having to depend more and more on local revenues, donations, and volunteerism to develop their park and recreation programs. Key to park funding is establishing an annual commitment within the Capital Improvement Program for acquisition and development of parks. It is also important to routinely evaluate the City's park fee to insure that new development is paying its equitable share of the impact being created on the park system.

Park and Recreation Recommendations:

1. Two new community parks should be created. The first should be located in the general vicinity of 1500 South between 200 East and I-15. As West Farmington develops, the second new community park should be located in the general vicinity of the Davis County Fairgrounds in order to maximize joint use opportunities.

2. Ten new neighborhood parks should be created. As presently identified, these parks should be located in the following general locations:

- a. in the vicinity of Shepard Lane and 1500 West;
- b. in the vicinity of 1300 West and 1875 North;
- c. in the vicinity of 1400 North 400 West, north of Farmington Orchards Subdivision;
- d. in the vicinity of 150 West 1100 North;
- e. in the area between State Street and 300 North and Main Street and 200 East;
- f. in the vicinity of 1420 South and the I-15 frontage road;
- g. in the vicinity of Glover Lane 650 West;
- h. in the vicinity of State Street 650 West;
- i. in the vicinity of 300 South 1100 West; and
- j. in the vicinity of 400 North 1525 West.

Where possible, neighborhood parks and community parks may be combined to serve a dual function.

3. Additional special use parks should be identified and developed as the need arises.
4. The parks locations identified above should be prioritized for advance acquisition and should be a priority of the Capital Improvements Plan. Other funding sources should also be explored, possibly using CIP funds to match State or Federal grants such as those provided through the Community Development Block Grant (CDBG) and Land and Water Conservation Fund (LWCF) programs. As residential development occurs in areas where community or neighborhood parks are recommended, dedication of park land should be required in lieu of park fees.
5. The first priority in park development should be construction of recreation facilities and amenities at Farmington Pond. The second development priority should be the acquisition and development of a community park in South Farmington. The third development priority should be the acquisition and development of neighborhood parks in established residential areas. Park development in West Farmington should keep pace with development in that area.
6. Explore the possibility of developing a multi-purpose special use park north of Burke Lane between I-15 and Highway 89. The purposes for this park would be to serve as a regional storm water detention basin and as an interpretive nature park.
7. In a survey conducted during the development of this Plan, one question asked was, "What types of recreation facilities do you think are most needed (in Farmington)." The most common responses to this question were a public swimming pool, more parks in general, tennis courts, trails system (bike/jogging/equestrian), public golf course, recreation center, baseball fields, racquetball courts, and children's playgrounds. Some of these expressed needs and desires, such as a swimming pool, recreation center, and golf course, may be difficult to provide in the near future due to the initial investment required but these priorities should be recognized in planning for new recreation facilities.
8. Continue to work with Lagoon to establish a public recreation area utilizing portions of Lagoon's property east of the amusement park between Farmington Creek and Main Street.
9. Explore with the Davis County School District and the L.D.S. Church, joint use of recreation facilities.
10. As development occurs on the east side of the City, corridors for hiking and equestrian access to the foothills should be preserved.
11. A trail system should be developed for biking, hiking, jogging, and equestrian use which will provide links between parks, open spaces, residential areas, service centers, and foothill access points. Where possible existing utility corridors, natural drainage corridors, and other non-vehicular rights-of-way should be utilized for the trail system. It is of particular importance to identify and preserve existing crossings of Highway 89 and I-15, such as the underpass at the Utah State Agricultural Experiment Station and the overpass at Glover Lane, and plan for additional crossings.
12. Because of the frequent conflicts and problems that result from bicycles sharing street rights-of-way, Farmington City has determined it best not to encourage Class III bikeways where bicycles use existing streets separated from traffic by only a painted bikeway and signs. Where City funding is to be used, Class I and II bikeways are preferred in order to physically separate bicyclists from automobile traffic.

13. All parks should be designed with careful attention to handicap access, low maintenance details, and vandal resistance.

14. One of the elements in the City most frequently commented on by visitors as well as residents, is the magnificent street trees, especially the Sycamores lining Main Street. Although a City's streets are not generally considered to be part of the park system, street trees do create a park-like feeling and tree lined streets can serve as connections between parks. In order to preserve and expand the City's urban forest, a Street Tree Ordinance should be developed which establishes standards for planting, maintenance, and removal of trees in the public streets, parkways, and other municipal-owned property. This ordinance may also designate specific "high image" streets where tree planting should be concentrated. These streets may include, but are not limited to, 200 East south of State Street, 200 West, State Street / Clark Lane, Main Street, Burke Lane, and Shepard Lane.

Open Space Recommendations:

1. Realizing that open space within the City represents an intrinsic element which created and defines the character of Farmington, it is recommended that existing farmlands and other significant open spaces be preserved, insofar as possible, in order to preserve and maintain the character of the City. The City should perform an open space study to determine, in part, which of these lands have the highest priority in terms of preservation within a comprehensive open space system.

2. Farmington officials are urged to investigate ways to acquire, and preserve open space in critical areas as part of a comprehensive park and open space plan. Such areas may include the Farmington Creek flood plain, the Steed Creek flood plain area (Woodland Park), and the Davis Creek flood plain. These major drainages, especially, may be designated as links between neighborhood and community parks in the City. Other open space areas that may be preserved include the agricultural lands on either side of Highway 89 and the east foothills above elevation 4900. Through acquisition, and appropriate development of these areas some of the open feel of Farmington can be maintained.

3. Explore the potential of preserving open space and greenbelt areas for recreation purposes and for use as buffer zones in developed areas where appropriate and cost efficient.

- a. Encourage the maintenance of farmland and other open lands if they are historically or environmentally unique.
- b. Encourage park land donations.
- c. Require any planned unit development to preserve open space.
- d. Establish, by ordinance, requirements for payment in lieu of, or outright dedication of park property in new developments.

4. The acquisition and development of open space and park property should be a priority of the Capital Improvement Program.

5. Land which the City currently owns should be maintained in public ownership. There should generally be no net loss or development of City-owned property which may be more appropriately preserved as part of an open space system.

6. In order to preserve the foothills and to maintain their natural beauty, designate the foothills as open space and establish the elevation of 5200 as the limit above which only limited

development will be permitted.

DAVIS COUNTY FACILITIES

Farmington serves as the seat of government for Davis County. For this reason the majority of the County's offices and other facilities are located in the City. These facilities include, among others, the Davis County Court House, a county library, the drivers license division, the County Fairgrounds, and the Criminal Justice Complex. As the County seat, the City has borne it's fair share of the responsibility to accommodate the spatial and infrastructure needs of County government and has benefitted from it's association with the County in numerous ways. It should be recognized, however, that a centralization of facilities may also create a burden on a community and that, occasionally, other areas of the County may need to bear their share of this burden.

It is the desire of the City to maintain and improve its mutually beneficial and cooperative relationship with Davis County.

FIRE DEPARTMENT

The Farmington Fire Department provides fire protection, emergency medical response, and fire prevention/education programs. The Department is located in one centrally located station in the Downtown area. In addition to the services provided within the City limits, fire protection and emergency services are also provided in the unincorporated areas between the north and south City limits.

As part of its fire prevention efforts, the City has adopted the Uniform Fire Code and has implemented a Fire Code inspection program. The Department has also taken a serious approach toward education in the public and private school system.

Long range goals for the Fire Department include:

1. Establishing a schedule within the CIP for replacement of out-dated fire engines;
2. Providing ambulance service to the community;
3. Phase in, over a 10-year period, measures to provide on-duty personnel at the Fire Station 24 hours a day;
4. As the City continues to grow additional stations and equipment may become necessary.

POLICE DEPARTMENT

The Farmington City Police Department responds to, investigates, and prepares appropriate reporting on hundreds of crimes and automobile accidents every year. These efforts have had a significant positive effect on the City in that many categories of crimes have shown a slight decrease over the years.

As Farmington's population continues to increase, creative approaches to law enforcement should be implemented to respond to the paralleling increase in criminal activities. Citizen involvement should be encouraged. The City's Public Safety Committee should continue its efforts in evaluating new and improved ways to discourage criminal activities in the City. The City should also expand and promote its initial efforts to establish the Intensified Crime Watch and Neighborhood Watch Programs.

Since, statistically, juvenile crime is shown to be a major problem, not only nationwide but also in Farmington, the City should investigate proven crime prevention programs and implement them when financially feasible. This may include the DARE program that would allow a designated officer to spend more time at the schools, promoting topics like drug and alcohol abuse prevention, and engendering better feelings between students and police officers.

Other Goals for the Department include:

1. Expand volunteer services: This would involve recruiting citizens for both the Neighborhood Watch and McGruff programs. This could go a long way in positive public relations between police and citizens. It would also be a helpful tool in deterring crime.
2. Tactical patrol: With the proper man power, specialized patrols could be utilized. These would include DUI shifts at specified times and places. Also extra patrols and stake-out shifts for higher crime areas within the City should be implemented.
3. Support the Davis County Narcotics Task Force.

PUBLIC WORKS DEPARTMENT

The primary functions of the Public Works Department continue to be maintenance, repair, and replacement of the City's water system, storm drain system, streets, parks, and other City properties. To keep up with anticipated expanded growth, the Department should also continue to construct minor public improvements as authorized by law. However, large projects should be "let out" for competitive bids.

In order to carry out its functions, the Department should be afforded safe and reliable equipment and facilities to enhance efficiency and reduce public liability exposure. Recently new trucks have been acquired replacing others that were worn out and Replacement snowplows and sanders should be purchased as the need arises as reliable and safe equipment is especially paramount considering the heavy and frequent snow falls that occur in the City. Effective snow removal improves citizen safety and enhances public safety response capability. Steep hillsides further justify priority status to these purchases. Employees should be encouraged to take advantage of safety and skill training opportunities especially as new and better equipment is acquired.

An increase in park development has occurred in recent years. Shepard Park, financed by State grants and General Obligation Bond proceeds, was completed in 1993 and Farmington Pond is slated for development in 1993-94. Land has also been acquired for a neighborhood park in the southern part of Farmington. Additional land should be acquired to expand the function of the proposed south Farmington park for both neighbor and community use. Other park property will undoubtedly be acquired and developed as the City grows. In addition, landscaped entrances (windows) in to the City should be considered to beautify and enhance the City streetscape in a manner similar to what has been to the 200 West entrance to Farmington.

Because of the increase in park acquisition and development, the City should continue evaluating personnel needs and maintenance expenses as it considers the timing of park development. Seasonal employees, use of court-referred "community service workers" and "work release inmates" from the County Jail are resources that should be considered to meet maintenance needs. Existing park maintenance should not suffer as new parks are developed.

Street upkeep and preventive maintenance should generally take priority over street widening

and construction. Expenditure of Class "C" road funds, received annually, should reflect this priority. More funds should be budgeted for activities such as chip-n-seals, slurry seals, crack sealing, and leveling courses than on construction projects. Street widening and reconstruction should occur when adequately justified. Where feasible, abutting property owners or developers should participate in street widening projects.

Streets built in conjunction with new development should be built to last. An evaluation of current street construction standards should be made and reasonable adjustments, if any, should be implemented to enhance the life of newly built streets. The Department should continually use inspection and testing as a method to ensure compliance with City street construction and repair standards. The Department should investigate and use, when feasible, street maintenance programs designed to lengthen asphalt life.

The Department should continue its efforts to implement recommendations made in the Storm Drainage and Water System Studies completed within the last few years. These recommendations should be submitted to the City's governing body for consideration in the City's Capital Improvement Plan. Careful scrutiny in evaluating proposed water, sewer, and storm drainage improvements by developers should continue. Where necessary, the City should participate with developers in paying upsizing costs to meet area- wide water and storm drainage needs.

SCHOOLS

Schools in Farmington are under the jurisdiction of the Davis County School District. There are four schools presently located in Farmington. These schools include Knowlton Elementary, Farmington Elementary, Farmington Junior High School, and Monte Vista School. Other schools, outside the City's boundaries, are also attended by Farmington residents.

Farmington City and the Davis School District should work to achieve better coordination in the planning of new school sites. Farmington officials should initiate contacts with the School District to achieve the communication and coordination needed. Future school sites should be located in areas that are easily accessible to nearby residential areas, and should avoid major roadways and commercial areas. Flood control detention basins, where applicable, ought to be worked into the design.

Schools are an integral part of a community. Buildings and grounds should serve not only an educational purpose, but civic and recreational needs as well. Farmington City officials should work closely with Davis School District officials to maintain the current policy of allowing school properties to be used for community and neighborhood activities after normal school hours.

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.

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.

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.

CHAPTER 9

AGRICULTURAL LANDS

The primary factors that attracted people to settle in this area, and ultimately to found the City of Farmington, were the abundant water from mountain streams and the fertility of the soil. For nearly 150 years farming has constituted the primary use of land in the City. Today there are few active farms in the City. Farmington's once well developed, irrigated crop and pasture land is located in close proximity to a market area where its products used to be inexpensively distributed.

The very factors that make this land valuable for farming also make it attractive for other types of more intensive development. With the development of the State and local road system much of the agricultural land has become even more accessible. Residential subdivisions are gradually encroaching along with some commercial and industrial uses. The open agricultural areas that have characterized Farmington for so long are slowly diminishing. Notwithstanding this, the land's historic value and importance as open space is a community resource that we can ill afford to lose.

Prime agricultural lands are one of the earth's rapidly disappearing, irreplaceable resources. As these lands disappear under asphalt and concrete they must be replaced by less suitable, less productive and more remote farmlands elsewhere.

Recommendations:

1. Those lands within the City currently in agricultural use should be protected and the property owners encouraged to continue and maintain productive agricultural operations.
2. The City should perform an open space study to determine, in part, land that should be considered prime agricultural land and which should be given the highest priority in terms of preservation within a comprehensive open space system. Once identified, these lands should be designated as agricultural/open space.
3. The City should adopt policies and procedures intended to acquire and maintain farmland in order to preserve the historic character of Farmington. These procedures may include such methods as:
 - a. outright purchase of such lands which may then be leased back to farmers who will continue to keep them productive;
 - b. acquisition of development rights;
 - c. establishment of conservation easements through which property would be limited to agricultural or open space use;
 - d. establishment of a land conservancy trust to which property owners could voluntarily donate land to be maintained and preserved for future generations.
4. If necessary, the Zoning Ordinance and Subdivision Ordinance should be amended to provide protection for farmlands as development occurs near such lands.

5. All land below the 4218 elevation in the western part of Farmington should be zoned for agricultural use, very low density or designated as open space.

CHAPTER 10

RESIDENTIAL DEVELOPMENT

Farmington City is made up, primarily, of single family homes and open agricultural properties. Current statistics show that nearly 90% of all dwelling units in Farmington are single-family homes. Comments received by City officials in public hearings, meetings, and neighborhood surveys, over the past several years, indicate that the desire of most Farmington residents is to maintain, as much as possible, this low density, rural residential atmosphere. It is the premise of this Plan that:

- a. Growth, if not controlled, may irreversibly change the rural/residential atmosphere that has been established in Farmington and is becoming more and more scarce throughout the nation
- b. Uncontrolled growth will place an undue burden on the infrastructure for providing essential public services creating undue expense for replacement and extension of such infrastructure; and
- c. Uncontrolled growth will have a negative impact on the public safety of the City's residents.

For these reasons it is one of the primary goals of the General Plan to continue to encourage low density, rural-residential development in the City through standards for larger lot sizes, preservation of significant open space, and encouragement of new development which is integrated with existing development and which makes the most efficient use of existing infrastructure.

While low density, single-family residences are most preferred in Farmington, a few areas may be appropriate for some limited higher density residential development. The City should provide in its General Plan for a range of residential densities. Higher density development should be limited to those areas that are adjacent to commercial properties, and along high volume traffic corridors, where they can more easily be designed to buffer the impacts of these more intense land uses from lower density residential neighborhoods. Preference should be given to privately owned condominium or planned unit development projects over other types of multiple unit development. Rental units should be limited to duplexes, triplexes, and four-plexes. For the purpose of this General Plan, "multiple-family" refers to a single building containing two or more dwelling units.

In those limited areas where the General Plan recommends such developments, multiple-family residential developments should be compatible with the surrounding area, not negatively impact neighboring residential areas, and conform to strict design and buffering criteria established for such developments.

RESIDENTIAL DEVELOPMENT IN SENSITIVE AREAS

The hillsides and canyons should be protected from uncontrolled development to insure retention of the natural slopes, and vegetation. These areas are frequently sites of geologic, and other natural resources and natural hazards, which should be identified and accommodated as residential development occurs. Other areas that should be protected from development include flood plains, the Great Salt Lake, groundwater protection recharge areas, wetlands, areas identified in Chapter 5, and other sensitive areas. Some of Farmington City's sensitive areas are delineated on the City

Resource and Site Analysis Plan, dated April 1999 hereby adopted by reference as part of this plan. All sensitive areas must be recognized in the site plan approval and subdivision development processes of the City.

Residential development adjacent to commercial, industrial transportation and institutional land uses, should be afforded protection from the impacts associated with those uses. Residential areas should be buffered from the visual, lighting, and noise impacts that can result from living next door to a commercial, institutional, transportation, or industrial uses.

HOUSING POLICIES

Farmington City should not allow racial, ethnic, or religious discrimination in the provision and procurement of decent housing in the City.

Farmington City should assure the orderly growth of housing for future population through identification of optimum locations for housing development and provision of City services as required.

Farmington City should require safe building development, and rehabilitation of existing housing through adoption, and adherence to building codes, and housing standards.

Farmington City should accommodate the use of advanced housing construction techniques, which promote energy conservation, and of new cost-effective housing concepts.

Recommendations:

1. **Residential Densities:** The General Plan classifies residential uses based on density ranges. Density is calculated according to the number of dwelling units per gross acre of ground upon completion by the developer of a “Subdivision Yield Plan” acceptable to the City which demonstrates the maximum number of lots possible after sensitive areas discussed above and street rights-of-way and other areas necessary for public improvements have been identified and excluded. All references to minimum lot size are primarily intended for Subdivision Yield Plan purposes. The City should consider smaller lot sizes only if appropriate conservation planning criteria are applied consistent with recommendations contained herein. Density classifications for Farmington City should be established as follows:

<u>Minimum Lot Size</u> <u>for Subdivision Yield Plan Purposes Only</u>	<u>Lot Size</u>
Five Acre and above	Very Low Density
Less than five acres but greater than or equal to 20,000 s.f.	Rural Residential Density
Less than 20,000 s.f. but greater than or equal to 15,000 s.f.	Low Density
Less than 15,000 s.f. But greater than or equal to 8,000 s.f.	Medium Density
Less than 8,000 s.f.	High Density

2. Density definitions in the Zoning Ordinance should be amended to be consistent with the General Plan.
3. The designation of "very low density" residential should be applied to:
 - a. environmentally sensitive areas such as flood plains, wetlands, debris flow areas, and areas within 100 feet of a stream channel;
 - b. all land above an elevation 5200 feet above sea level;
 - c. all developable public lands and any and all public lands converted to private ownership after 1998; and
 - d. all land below an elevation of 4218 above sea level.
4. The designation of "rural residential density" (1/2 acre minimum lot size) should generally be applied to all land between I-15 and elevation 4218 in West Farmington in order to reflect and preserve the existing development pattern and character of that area.
5. In the Foothill Overlay Zone, lots in 20%-30% slope districts should be required to have a larger area than would ordinarily be permitted in the underlying zone. The suggested minimum lot size in these districts is 1/2 acre. In addition, all future zone changes to single-family residential designations in the foothill zone should be to zones which require a lot size of not less than 10,000 square feet.
6. All land not specifically designated otherwise should be designated low density residential.
7. Those areas of the City which are zoned R-2 but have been developed as predominately single-family residential areas should be down-zoned to RS.
8. In the older residential neighborhoods of Farmington, promote maintenance and preservation of historic homes. Encourage new construction to be architecturally compatible with existing structures.
9. Promote neighborhood pride and appearance by:
 - a. developing street tree planting and front yard landscaping either through amendments to the Subdivision Ordinance or through voluntary programs;
 - b. amending the Zoning Ordinance to prohibit long term storage of recreational vehicles, trailers, boats, camper shells, etc. in the front yard setback and encourage them to be stored in areas that are not visible from the street;
 - c. requiring that the minimum required parking for new residential construction or modifications to existing residential uses be out of the front yard setback and/or in an enclosed building in order to preserve the driveway for temporary and visitor parking and reducing parking on the street;
 - d. amending the Subdivision Ordinance to require subdividers to install adequate street lighting in new subdivisions;

- e. continuing to sponsor annual or semi-annual City-wide cleanup campaigns in which the City will pickup and dispose of debris collected by property owners.

10. The designation "medium density" residential should only be applied to the following areas:

- a. Existing twin home or condominium developments which include, but are not limited to, Lupine Village Phase I, Aegean Village, Woodridge Twin Homes, Oakridge Condominiums, and Stoney Brook Subdivisions;
- b. Areas north of the commercial development at Shepard Lane and Highway 89 which could serve as a buffer between commercial development and lower density residential uses;
- c. areas presently zoned for multiple-family residential use in which medium density development currently exists.

11. In all zones where multiple-family residential uses are permitted they should be permitted only as Conditional Uses which will give the Planning Commission the opportunity to thoroughly evaluate a proposed development in a public hearing.

12. The Site Development Chapter of the Zoning Ordinance should be reviewed and, if necessary, amended to insure adequate buffers between higher density uses and lower density uses.

13. Scattered areas of R-4 and R-8 zoning, if developed, should be rezoned to reflect the actual use of the property and, if undeveloped, could be rezoned to a low density designation if compatible with other recommendations of this Plan.

CHAPTER 11

COMMERCIAL DEVELOPMENT

The development of Farmington was typical of the pattern found in most Utah communities of the last century. Townsites were laid out in a grid pattern with wide streets spaced uniformly from two primary axis. In Farmington's case the two axis 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 in town.

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 of the 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 we see 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 also established in the downtown area.

Following World War II there were two factors which irrevocably changed commercial development patterns in this country. The first was increased ownership and reliance on the automobile and the second was the development of the Federal Interstate Highway System in 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 enroute 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 seat of County government 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 uses. This mix keeps the downtown area viable, but it would be desirable to extend the use of the area beyond the normal business day, to reestablish the area as the social and cultural center of the community as it has been in the past. In order to accomplish this, uses and activities are needed which invite people to come downtown for social interaction and enjoyment, instead of just when they must deal with a government agency.

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. It should be emphasized that the primary characteristics making the Shepard Lane/Highway 89 area conducive to commercial development are visibility and access. In Chapter 8 of this Plan, present and future plans for Highway 89 are discussed. It bears repeating here that any plans to upgrade and improve Highway 89 should 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. This is considered to be critical to the success, and survival, of the City's commercial core at that location.

In addition to the two major commercial centers downtown and at Shepard Lane, the 1986 Master Plan Map showed "Special Use" areas on both sides of Burke Lane, both sides of Highway 89 south of Shepard Lane, and north of the Burke Lane interchange. It was apparently the intent that these areas be commercial. However, while visibility for these areas is very good, access for the most part is very poor. It may be more realistic to consider alternative uses in these areas which do not generate the volume of traffic normally associated with retail commercial areas. One alternative may be to emphasize office or business park development rather than retail commercial development. An office designation may also be appropriate for the existing commercial zone on 200 West Street which includes Farmington Junior High School and property south of the school on both sides of the street.

It is recognized that commercial development is necessary to provide for the needs of the City's residents and to generate additional revenue to extend and maintain public facilities. However, the City's residents have repeatedly expressed the desire to control the expansion of commercial development in order to minimize its impact on residential development and maintain the rural residential atmosphere of the City. In many locales commercial development has been allowed to spread indiscriminately along major streets in a pattern commonly referred to as "strip" development. This should not be allowed to occur in Farmington.

_____ With the future reconstruction of the new Burke Lane interchange connecting I-15, US 89 and Legacy Highway and east and west Farmington, the possibility for a mixed use commercial zone in west Farmington is greatly enhanced. The area bordered by Clark Lane, the Davis County Justice Complex, and Davis County Fairgrounds on the South, the D&RGW tracks on the west and I-15 on the east is uniquely suited for commercial uses which include a combination of local and regional retail, office buildings, hotels, restaurants, technology users, master planned 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.

This potential commercial development should be encouraged by the City as means to increase tax base and provide needed services to residents. The development of this area will require careful master planning to ensure that traffic is properly managed, an overall architectural theme is created consistent with Farmington's historic image, and properties are properly maintained. As such, the master development plan should include covenants and controls for architectural and landscape design, maintenance standards and buffering provisions between residential and commercial uses. The master plan should provide for limited access off of Burke Lane and Clark Lane with interior roads designed to handle traffic and direct it out through the project to the freeway

system. The City should consider using a portion of its incremental taxes derived from this new project area or other projects to assist in the development of the infrastructure and improvements of the project as long as it is beneficial to the City.

The proximity of this area to the intense impacts of the new Burke Lane interchange and the freeways, coupled with its remoteness from the planned residential uses, suggests that the zoning ordinances for commercial and business uses should be modified to address particular needs of a development of this size at this location.

Recommendations:

1. Farmington's commercial development is characterized by three primary nodes: the downtown area, the Shepard Lane/Highway 89 area and the Burke Lane area.

2. The following recommendations apply to the downtown commercial area:

- a. Encourage the continued presence and expansion of the Davis County and School District offices downtown;
- b. The City should work with Davis County, the school district and other property owners to develop a downtown master plan. The plan should include public open space and should promote Farmington's historic heritage through establishing architectural standards and a consistent landscaping theme;
- c. In implementing the Downtown Master Plan, a Blight Study should be conducted to determine the extent of the central part of the City which may meet the criteria for a redevelopment district or districts;
- d. This area should become the City's social and cultural center. In order to accomplish this, activities and businesses should be encouraged which will draw people to the area throughout the day, into the evening, and on weekends;
- e. The zoning should be changed from General Commercial to a mixed use zone which will more accurately reflect the unique nature of the district. Of the classifications currently included in the Zoning Ordinance, the B-2 designation most closely fits this recommendation although it may require revision. The B-2 zone should be amended and the designation changed to "Business Residential" (BR) to more clearly indicate the existing mix of commercial and residential uses and the intent for future development;
- f. The western extent of the commercial zoning should be 100 West. Property west of that point should be rezoned to a residential classification.
- g. The City should continue to pursue creative parking solutions for this diverse mixed-use downtown area including but not limited to day-time joint use parking arrangements, shared parking for non-conflicting day and night time uses, construction of aesthetically pleasing parking structures, further involvement in ride-sharing and car pooling programs, and improved transit service.

3. The following recommendations apply to the Shepard Lane/Highway 89 commercial area:

- a. Commercial zoning in the northwest and northeast quadrants of the intersection should not be increased beyond the 1993 boundaries;
- b. Commercial zoning in the southwest quadrant of the intersection should be limited to approximately the same acreage as on the northwest and northeast;
- c. A comprehensive review of the C-2 Chapter of the Zoning Ordinance should be undertaken with particular attention to an evaluation of Permitted and Conditional Uses. With the detailed development standards contained in Chapter 7 of the Zoning Ordinance, it may be appropriate to expand the list of Permitted Uses. Since only one commercial category is anticipated, the designation of the chapter should also be changed from C-2 to simply "C".
- d. "Special use" areas included in the 1986 Master Plan which are south of the commercial district recommended in 3.b above and west of Highway 89, should be reclassified as office/business park areas. A Business Park Zone (BP) should be developed for this area as well as for other appropriate locations.

4. The property both sides of the new arterial street leading west from Burke lane interchange into west Farmington north of Clark Lane to a branch of Shepard Creek south of Burke Lane in west Farmington and between the D&RGW tracks and I-15 should be designed as a master planned area (See Farmington City's "Future Land Use Map"). This area should be zoned for "Mixed Uses" including commercial (such as office, retail, services, hotel, restaurant, technology and other general uses customarily defined by commercial zoning), institutional, and multi family residential uses. Special consideration may be given to increased height limitations so long as it is appropriately buffered from (or mixed with) residential properties. This area should be master-planned to facilitate traffic from the Burke Lane overpass and freeway and to preserve its naturally buffered location as a future tax base for the City, with development covenants that provide guidelines and controls for architectural design and maintenance standards.

5. Since the SR Zone (Special Use Restricted) and B-2 Zone are essentially identical, and since it is recommended that the B-2 designation be changed to BR as indicated in 2.d above, repeal the SR Chapter and use the BR designation exclusively.

6. The frontage property on the north side of Shepard Lane between Main Street and the boundary of Woodridge Twin Home Subdivision, part of which is currently zoned SR, could serve as a transition zone between Shepard Lane and low-density residential uses to the north. Medium density residential or office uses should be encouraged on this property. Direct access to Shepard Lane and Main Street, however, should be minimized.

7. Existing and proposed retail commercial development at the intersection of Shepard Lane and Highway 89 should be rezoned "C".

8. The existing commercially zoned area south of Farmington Junior High on both sides of 200 West should be rezoned to the new BP designation.

9. Davis County property, currently zoned "Special Use", which includes the Criminal Justice Complex and County Fairpark should be rezoned to an office/business park designation for

the Criminal Justice Complex and a low density residential zoning classification which permits public and quasi-public uses for the Fairpark;

10. Clarify the intent of the Special Use zoning along the north side of Burke Lane between Main Street and Highway 89 by rezoning to the new BP Zone.

11. Rezone scattered commercial zones not identified in this Plan to be more compatible with surrounding zoning.

12. Establish minimum setback standards from streets and residential boundaries in C, BR, and BP zones for buildings and storage/service areas. Require these setback areas to completely landscaped.

13. Incorporate standards for light buffering and noise control, and/or mitigation, into the City Code.

LAGOON

The Lagoon Amusement Park was moved from it's original site on the shores of the Great Salt Lake, where it was known as Lake Park, and opened at it's current location in July 1896. 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 events within the community. As the City has grown and as Lagoon has evolved from a picnic ground to a widely known and respected amusement park, there have been some inevitable impacts on surrounding properties. These impacts have stemmed primarily from the fact that Lagoon is located essentially in the center of the City and bordered on three sides by residential and agricultural uses.

Recommendations:

1. City officials should work closely with Lagoon officials to achieve continued coordination, and mutual understanding of each other's needs, and problems.

2. A buffer area should be established around Lagoon to minimize its impact on the residential community, and to protect Lagoon from complaints by residents. An example of this recommended approach is the planning and development of a parkway along Farmington Creek on the east side of Lagoon which was started in 1992 with the construction of a pedestrian/equestrian trail. This parkway will serve to buffer existing and future residences from the impact of being located directly adjacent to Lagoon. Similar buffers should be created on all sides of Lagoon.

3. Farmington and Lagoon should cooperate in developing joint recreation facilities within the buffer areas that could be used by both organizations.

4. An eastern limit should be defined and maintained for Lagoon's commercial amusement development. This should continue to be illustrated on an up-to-date master plan for the eastern portion of the park. This master plan should also include, among other things, the approximate location of future structures and amusement rides, the maximum height of such structures and rides, and planting, berming or other screening or buffering which will be necessary to minimize potential impacts on adjacent properties.

5. Lagoon is located in a Commercial Recreation (CR) Zone. The CR standards should be evaluated from time to time as the Park continues to expand to insure that the provisions continue

to meet the needs of Lagoon and adequately protect surrounding uses. Issues which should be monitored, and reevaluated if necessary, may include height of rides, noise mitigation, and screening of fugitive light.

6. The CR zone extends north from 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, that may be appropriate along the frontage road running south from Burke Lane to Lagoon.

CHAPTER 12

INDUSTRIAL DEVELOPMENT

Although there are a couple of areas in Farmington that are zoned for industrial use, there has never been a strong emphasis on this type of development in past General Plans. One reason for this is that, although there are large vacant tracts of land available, there is not adequate infrastructure to support significant industrial development on those tracts. Another reason is that, as discussed in the previous chapter, it is the desire of the City's residents to limit non-residential development in order to maintain the rural residential atmosphere of the City.

In spite of this, the West Farmington Master Plan, developed in 1986-87, designated an area west of I-15 near the Burke Lane interchange for industrial use. This includes and expands the larger of the two existing industrial zones. With the redesign of the interchange, and the extension of a road into West Farmington from the interchange to provide better access, this appears to have a better use with master planned commercial development. Therefore, another area south of Glovers Lane should be considered for light manufacturing uses, and related businesses.

The second existing industrial zone is located at 250 South on the West side of I-15. There appears to be no logical explanation for the zoning of this small, isolated, parcel.

Recommendations:

1. Future industrial development should be confined to the area in southwest Farmington adjacent to Centerville's industrial zone. In order to create a transition from industrial uses to residential uses which are anticipated north of this area, a buffer zone should be established between industrial zoning and Glover Lane.
2. The existing industrial zone on 250 South should be repealed.
3. Any future industrial development should be "light" industrial. Light industrial uses are considered to be those in which all fabrication and manufacturing is done entirely within an enclosed building, where there is little if any particulate emission resulting from the use, and where there is little if any outside storage.
4. Industrial development should occur in an aesthetically pleasing environment, preferably as planned industrial parks. Design standards for landscaping, buffering, and architecture should be similar to the standards for commercial development.
5. Establish minimum setback standards from streets and residential boundaries in industrial zones for buildings and storage/service areas. Require these setback areas to completely landscaped.

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 19th 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 a 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 greatly enhance the possibility for a mixed commercial/residential land uses in west Farmington. 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.

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 Community-identified commercial development priorities and objectives, and Community-adopted land use 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 Community-provided 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 and 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 2 miles, further retail development of the corridor should progress in 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 westside 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 uses will be conditional.
- b) Only residential, open space and agricultural land uses and development will be permitted adjacent to/along Main Street. All other uses will be considered on a conditional basis only.
- 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. As deemed appropriate and consistent with Community-identified economic development interests and objectives, land uses will include an integrated mix of commercial and high 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.

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 architectural theme is created which will complement Farmington's

historic image, 3) and properties are properly maintained. To address these community interests, appropriate design standards and guidelines will be developed to cover such elements as architectural and landscape design and maintenance. 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.

2. A master transportation/traffic management plan will be developed for the area. Critical elements include access points on Park Lane and Clark Lane and an interior road network designed to 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 greater Farmington Commercial Center area should be designed as a master planned area and accommodate a variety of "mixed uses" as 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 multi-unit residential. Special consideration may be given to increased height limitations so long as it is appropriately buffered from and/or integrated with residential components.
4. More specifically, the City should identify/establish a transportation-oriented, mixed use zone within a 1/2 mile (approximate) of the proposed commuter rail stop. 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 (This may include increased residential densities and commercial retail/professional office floor/area ratios above those provided by the underlying zoning.); 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 will be encouraged adjacent to the commuter rail station.

As a future commuter rail stop, the Commercial Center area 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 needs of the adjacent mixed use development. These features will enhance development of the area and help link rail and mixed uses. Co-locating a portion of the

commercial development in close proximity to the commuter rail station is crucial to enhancing the project's success. 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 proposed commuter rail station.

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. As indicated on the Future Land Use Plan Map, Farmington City will also encourage the development of up-scale, Class A, professional office and employment centers north of the Farmington Commercial Center transit-mixed use zone. Associated land use and development guidelines and standards will be developed and adopted by the City.
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.