

FARMINGTON STATION AREA PLAN

JULY 22, 2022

FARMINGTON

GSBS CONSULTING

THIS PAGE IS INTENTIONALLY LEFT BLANK

CITY STAFF PREFACE

Planning for growth is an ongoing process. After the terrorist attacks on September 11, 2001, the United States experienced an immediate economic impact – while not as big as the 2008 downturn – the impact of 9/11 reached into communities as the United States entered the Iraq and Afghanistan Wars and business as usual shifted. During this time, it became apparent that Farmington City's small amount of commercial use at Shepard Lane and Highway 89, with Lagoon, may not remain sufficient in an increasingly growing and connected Utah. As the population grew, the City Council reviewed and confirmed that without a sufficient tax base, Farmington would not have the funds for a full-time Fire Department or fully staffed Police Department, other services like Public Works and Parks and Recreation would be underfunded and understaffed. Without a change in the way that the city was developing or significant tax increases.

Prior to this, in 1999, the City Council adopted groundbreaking changes to the Zoning Ordinance – effectively up-zoning almost every zone by creating alternative lot sizes. Now, a developer would need at least one acre per lot in the Agricultural Estates zone. To negotiate this lot size, the new zoning presented open space incentives – preserve 20% of your property for open space, and you can get the half-acre alternative lot size. In this way, the community preserved significant areas of open space surrounding lacustrine and riverine wetlands and gained parks and numerous trail connections.

Plans for the Legacy Highway began in 1997. Construction began in 2001 but was delayed as the Environmental Impact Study did not consider alternative routes which would have less impact on Great Salt Lake wetlands south of Farmington. A new route was announced for these areas in January 2005 and construction began in spring 2006. Legacy Parkway was completed in September 2008. At a historic crossroads, Legacy Parkway begins, or ends, in Farmington, with a major interchange connecting Highway 89, Interstate 15 and Legacy Parkway on Park Lane.

Meanwhile, Utah Transit Authority was completing its construction of the FrontRunner, a commuter rail service connecting Ogden to Salt Lake Central, with plans to expand. The FrontRunner began shuttling commuters in April of 2008, with a stop in Farmington just below the Park Lane Interchange.

In quick succession, and a relatively short period of time, Farmington would host three major interstates and a regional passenger train. All built within a one-mile radius. Trails were quickly filling in as Farmington Ranches, Farmington Greens and other subdivisions brought thousands of homes, and even more residents to West Farmington. On the east side of I-15, city leadership saw the giant sycamore and ash trees lining State Street and Main Street, and the historic nineteenth century dwellings of the City's ancestry. In the interest of preserving this charm, a new zoning district was created in 2002: the Original Townsite Residential.

Prior to the opening of FrontRunner and Legacy Highway, but with knowledge of the plans, City elected officials and staff began to explore the possibility of growing commercial use in Farmington. In 2003, the City enlisted Ross Consulting Group, namely Thomas Wootten, to perform a market study. This study called out the future Park Lane Interchange and FrontRunner stop as a key location for mixed-use office and commercial development. To the north, Shepard Lane passed over I-15 and to the west, the Denver and Rio Grande railway trail delineated single-family neighborhoods from remaining agricultural space near the freeway. In essence, a triangle of approximately 500 acres remained as a "donut-hole" in the center of Farmington (Fig. 1). With proper planning, Interstate users and rail commuters could access shops and offices within a few minutes of exiting the train or freeway. Farmington residents could live and work in their community, without the hassle of traffic on the ever-widening I-15. Farmington drivers would pollute less - supplementing Utah's Clean Air Act goals.

City officials believed in this vision. After the study the City Council, Planning Commission and Mayor toured other business parks, and studied national trends. It appeared that business parks without housing, entertainment and shopping became ghost towns at night and on the weekends. Such a business park would not serve the community if it was abandoned most of the time. The General Plan was updated in 2005 to designate the "donut-hole" as mixed use. Quickly thereafter, zoning followed to include transit-oriented development and mixed-use zoning. The change in zoning would not be possible without the consent of the property owners in the area, who saw opportunity in the entitlements that mixed-use zoning would bring their families and descendants. Between 2005 and 2008 approximately 325 acres were rezoned from Agricultural to Mixed Use. Simultaneously, it became apparent that if the region and city continued to grow, the Park Lane Interchange would eventually fail, probably sooner than expected (in this case failure indicates Level of Service. For example, vehicle queues backing onto I-15). Shepard Lane, already an established connection between east and west Farmington, took focus as a potential interchange.

However, a Shepard Lane Interchange could not alleviate the burden on Park Lane without arterial north-south connections on the west side of I-15. At this time, Park Lane was not slated to connect with Clark Lane as it does today (see the "swoop" on aerial imagery of Park Lane (below)). But north-south arterial connections would not be possible without a significant realignment of Park Lane to its current location. The City, at great cost, acquired right-of-way and constructed the "swoop".

Consequently, the north-south connections would have to be placed in the newly entitled mixed use zones. The north-south roads would also relieve residential neighborhoods of high traffic volumes created by those accessing the Park Lane interchange from Kaysville and north Farmington. Roads in Utah, and most of the United States, are often constructed with funds from the land developer for residential uses. However, much of the cost for large roads related to commercial development are often funded by government. City, County State and Federal entities are usually not willing to fund these roads without assurances or entitlements for office and commercial uses.

After the zone and General Plan changes to the mixed-use areas, development began with the purchase of approximately 62 acres around the UTA FrontRunner stop by CenterCal Properties LLC. In 2007, CenterCal entered into a Development Agreement with Farmington City to plan out a mixed-use retail-focused development encompassing all 62 acres: Station Park. The shopping center would focus on a human-scale "station-esque" area, complete with a plaza, fountain and shops, with buildings brought close to the street with an internal vehicular and pedestrian circulation plan. Such a design had not been seen in Farmington since prior to automobile predominance. Imagine citizens of early Farmington, walking along Main Street and accessing the mercantile or masonry storefront from the street. In December 2008, the mixed-use zone went through an overhaul to encourage this form of building siting, with building setbacks no greater than 20 feet from their frontage, instead of vast parking fields that were only suited to automobile transportation. Rather, with a transit-oriented development, it is the pedestrian exiting the train that would prefer these smaller block sizes and less-consolidated parking. Station Park went through several iterations of development plans before beginning construction in the late 2000s and opening for business in 2011.



PHOTO SOURCE: www.northfarmingtonstation.com

The impact of Station Park on Farmington's community and economic development was immense. Up until this point, Lagoon, a Smith's Grocery Store, and a handful of other businesses were the only commercial development in the city. Now, as the Park Lane Interchange and FrontRunner brought people to central Farmington, not just to Station Park but to Lagoon as well, the city centered around this 1-mile radius area. Residents in Farmington Ranches and Hunter's Creek subdivision no longer had to drive to the Smith's Grocery up on Shepard Lane, instead Harmon's was conveniently located just a few minutes away for that emergency Tylenol or gallon of milk.

Nearby, between I-15 and Highway 89, another development had brought a valuable lesson to the City. Farmington Crossing primarily developed between 1996 and 2006. It too was based on the ideals of mixed-use development, with substantial commercial use, office, and minimal residential. As construction continued in Farmington Crossing, the entire development area filled with townhomes and single- and multi-family residential. While minimal new commercial development centered near the Highway 89 interchange at Shepard Lane. Farmington Crossing was, and continues to be a development that benefits the community, but city officials were disheartened to find that residential was far more prominent than what was envisioned in the mixed-use zones.

Five years on, the housing market was recovering from the 2008 Great Recession, which had greatly contracted homebuilding. This contraction, which cut home construction by half in 2009, left little supply for buyers and housing shortages began to impact Utah (Deseret News 2021). Demand for housing increased and developers were anxious to meet that demand as housing values increased. North of Station Park, residential proposals began to out-pace commercial. Foreseeing that they may have another Farmington Crossing on their hands, the 2013 City Council approved a zone text amendment removing all residential uses from the Office Mixed Use zone. Instead of outright permitting the use, a mechanism was added to ensure a true, robust mixed-use development. This mechanism allowed each development to access flexibility regarding usage, purely at the discretion of the City Council. Each project area would require a project master plan, essentially a mini-zone within a zone. Developments would only be eligible for project master plan consideration if the project area was greater than or equal to 25 acres. Project master plans would be reviewed and approved by the City Council and Planning Commission.

North of Park Lane and west of I-15, The Haws Companies, who had consolidated the land for Station Park prior to selling 62 acres to CenterCal, planned their remaining 72-acres under a Project Master Plan. Park Lane Commons embraced the form of transit-oriented development with a location less than one-quarter mile from the FrontRunner station. In 2015, Cabela's Outfitters opened, followed by the world-class University of Utah Health Care Farmington Health Center in 2018 (Engineering News-Record 2018).

As the mixed-use area began to grow, funding for a new Small Area Plan was received in 2015-2016. Urban Design Associates, in conjunction with a market study from Kimley-Horn, master planned approximately 240 acres north of Shepard Creek. This General Plan update was the leading vision until 2020. It showed two north-south arterial roads weaving through an office mixed use development. Trails along both sides of Spring Creek, Haight Creek and Shepard Creek were also planned as east-west connections to the Denver and Rio Grande Rail Trail, and the Legacy Parkway Trail. Future residents would not only have access to amenities like restaurants, housing, and work, but also outdoor open space. During this time, the City acquired approximately 14 acres of open space from the Utah Department of Transportation for a park in the mixed use areas.

Back in the late 2000s the City had acquired approximately 45 acres from a developer who had planned a 100-lot subdivision south of Park Lane. This land became the Regional Park, complete with the Farmington Gymnasium, baseball diamonds, pickleball courts and vast open space for soccer and flag football. Also in south Farmington, a new high school was planned. Farmington High School opened in 2018. These two projects pushed the need for the north-south connections in the mixed-use area even more, as students and residents would need a safer more efficient route to the park and high school. On top of this, UDOT released their Environmental Impact Statement for the West Davis Corridor (WDC) in 2017. The new highway will include a full interchange on 950 North in Farmington, connecting the WDC to the Shepard Lane Interchange.

In 2019-2020, three main developers, which included The Haws Companies in earlier efforts, began to acquire properties and consolidate ownership in the mixed-use area highlighted by the 2016 Master Plan update. These stakeholders suggested major changes to the arterial and collector roads identified in the 2016 Master Plan. Specifically, that the easternmost collector be shifted further west, to increase valuable freeway visibility for offices. Engineering for these roads began in 2020, with proposed names of Commerce Drive (the arterial connection) and Maker Way (the major collector). The construction of these roads will easily be the largest single expenditure and public works project in Farmington's history. Farmington City held a public open house for Maker Way and Commerce Drive in summer of 2020. This unprecedented project solidifies the need for funding to enable mixed use commercial areas, in addition to lessening traffic in single-family neighborhoods and alleviating Park Lane congestion. Symbiotically, Commerce Drive represents a necessary improvement to enhance mixed use development.

In 2020, the City Council removed residential use from the General Mixed Use zone, in a move reminiscent of the action taken in 2013. This change came among several other zone text amendments which were consistent with the Kimley-Horn market study and UDA plan. Site specific project master plans and zoning for the remaining areas were approved in 2020 as well.

With so much focus on the mixed-use areas, the single-family residential aspect of Farmington did not stagnate. Rather the "donut" of Farmington has achieved the highest ratio of single-family development since the 1960s or older. The City still incentivizes open space and historic preservation, as well as adding affordable housing requirements to the code in 2021.

West Davis Corridor construction began in 2021 and the Shepard Lane Interchange is now in design and construction will be commencing in the next few years. With so many changes since the 2016 plan, in 2021, Farmington obtained a grant from the Wasatch Front Regional Council to update the Small Area Master Plan for the mixed-use areas around the FrontRunner and Station Park. The City selected GSBS, with a market study provider of Catalyst Commercial to create an updated Small Area Master Plan. This plan, outlined in the following document, provides updated road alignments, updates land uses in conjunction with current proposals and hopefully becomes the framework for the next few decades. The North Farmington Station area is expected to reach full build out by 2040, and redevelopment is included in this plan.

The ultimate goal for this iteration of the Small Area Master Plan is to memorialize development patterns and entitlements that have existed for almost 20 years. The plan covers the entire mixed-use area, not just the 240-acre North Farmington Station acreage, as in the case of the 2016 UDA plan. Indeed, many changes have occurred since 2016, including a proposal for a remote hub to shuttle office-park users and residents from the Station area to the business center near Spring Creek. The 2022 State Legislative session saw the passing of HB 462, which requires all municipalities with fixed rail stops to have a Small Area Master Plan to support housing and transportation goals. The Small Area Master Plan presented here by GSBS also focuses on internal capture, as the Wasatch Front continues to outgrow I-15.

Beginning with the first General Plan in the late 1980s, Farmington has consistently decided to set itself apart by adapting to national, state, and regional growth spurts. This 2022 update to the General Plan is just the latest chapter in Farmington's history.

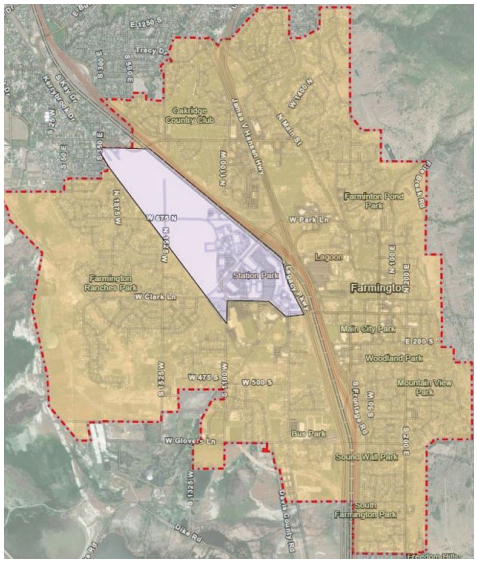


Figure P1 – Farmington City. Purple area represents "donut-hole"

FARMINGTON CITY TIMELINE

1997
Plans announced for Park Lane and Legacy Highway

1998
Trails Master Plan adopted

FrontRunner Plans

1999
Aggressive open space standards adopted

2001
Paradigm shift to focus on mixed use and commercial use

2003
Ross Consulting Group market study Farmington

Original Townsite Residential zone enacted

2005-2008
325 acres rezoned to mixed use and transit oriented development zone

General Plan and Zoning Ordinance Updates

2007
Centercal Properties LLC agreement for Station Park

Recession alters housing market

2008
Form based code and introduction of project master plan process

City acquires property for Regional Park 2011

2011
Station Park opens

2015-2017
Property acquired for 14 Acre Park in Mixed Use zones Farmington

2016
UDA General Plan update

2018
Cabela's and U of U Health Center

Farmington High School opens

2016-2020
Three main developers acquire properties in North Station Area

Securing of funding for Commerce Drive and Maker Way

2020
Additional entitlements approved in North Station area

West Davis Corridor begins construction

2021
Shepard Lane Interchange in Design

Grant obtained from WFRC for Small Area Master Plan update

THIS PAGE IS INTENTIONALLY LEFT BLANK

ACKNOWLEDGEMENTS

STAKEHOLDERS

Trevor Evans – STACK Real Estate
Andrew Bybee – STACK Real Estate
Chris Roybal - Northern Utah Economic Alliance EDCUtah
Rob Sant – Davis County
Chris McCandless – CW Management Corporation
Zach Hartman – Land Advisors Organization
Rashel Day - Land Advisors Organization
Bryce Thurgood – Castle Creek Homes
Ryan Simmons – Boyer Company
Lance Evans – Rocky Mountain Home Care
Rich Haws – Red Barn Farms
Adam Lankford - Wasatch Properties
Eric Winters - Wasatch Residential Group
Jeff Nielson – Wasatch Residential Group

FARMINGTON CITY

Shane Pace – City Manager
David Petersen– Community Development Director
Brigham Mellor – Economic Development Director
Meagan Booth – Planner
Shannon Hansell – Planner
Lyle Gibson – Planner
Chad Boshell – Engineer
Tim Taylor – Traffic Engineer

ELECTED AND APPOINTED OFFICIALS

Brett Anderson, Mayor
Roger Child, City Council
Melissa Layton, City Council
Scott Isaacson, City Council
Alex Leeman, City Council
Amy Shumway, City Council
Larry Steinhorst, Planning Commission
John David Mortensen, Planning Commission
Rulon Homer, Planning Commission
Tyler Turner, Planning Commission
Erin Christensen, Planning Commission
Mike Plaizier, Planning Commission
Samuel Barlow, Planning Commission

CONSULTING TEAM

Christine Richman – GSBS
Ladd Schiess - GSBS
Paulo Aguilera – GSBS
Reid Cleeter – GSBS
Christy Dahlberg - Wasatch Front Regional Council
Jordan Swain - Utah Transit Authority
Sean Murphy - Utah Transit Authority
Maria Vyas – Fehr & Peers
Kathrine Skollingsberg – Fehr & Peers
Chris Bender – Fehr & Peers
Jason Claunch – Catalyst Commercial

THIS PAGE IS INTENTIONALLY LEFT BLANK

TABLE OF CONTENTS

Executive Summary 5

1. Introduction 6
2. The Vision & Plan 9
3. Neighborhoods & Urban Design 18
4. Implementation & Phasing 23
5. Regulating Plan 24
6. Zoning Updates 25

Appendices

A. Highest & Best Use Analysis 29
B. Farmington FrontRunner Park-and-Ride Parking Comparison; Farmington Station Transit Ridership Split Analysis 39
C. Internal Charrette Materials & Notes 57
D. Stakeholder Meeting Timeline 83

TABLE OF FIGURES

Figure P1 – Farmington City P2
Figure 1 – North Farmington Station Planning Area Map 6
Figure 2 – North Farmington Station Property Ownership Map – 7/2021 8
Figure 3 – North Farmington Station Greenway System 10
Figure 4 – North Farmington Station Open Space System 10
Figure 5 – North Farmington Station Transit System 11
Figure 6 – North Farmington Station Roadway System 11
Figure 7 – North Farmington Station Land Use Areas 12
Figure 8 – North Farmington Station Office Development Areas 13
Figure 9 – North Farmington Station Retail/General Commercial Development Areas 14
Figure 10 – North Farmington Station Mixed-Use Areas 15
Figure 11 – North Farmington Station Residential Development Areas 16
Figure 12 – North Farmington Station Combined Concept 17
Figure 13 – North Farmington Station Mixed-Use Neighborhood 18
Figure 14 – North Farmington Station Mixed-Use Area Streetscape Concept 19
Figure 15 – North Farmington Station Mixed-Use Area Streetscape Concept 19
Figure 16 – North Farmington Station Recreation Neighborhood Design Concept 20
Figure 17 – North Farmington Station Recreation Neighborhood 20
Figure 18 – North Farmington Station Family Entertainment Neighborhood Design Concept 21
Figure 19 – North Farmington Station Family Entertainment Neighborhood 21
Figure 20 – North Farmington Area Regulating Plan 04/2022 24
Figure 21 – North Farmington Station Area Zoning – January 2022 25

TABLE OF TABLES

Table 1 - North Station Area Land Uses 12
Table 2 - Mixed-use Neighborhood Development Program 19
Table 3 – Recreation Neighborhood Development Program 20
Table 4 – Family Entertainment Neighborhood Development Program 21
Table 5 – Family Entertainment Neighborhood Development Parking Program 22
Table 6 – Off-Street Parking Reductions 22
Table 7 – Family Entertainment Parking Totals 22
Table 8 – Current Mixed-Use Zone District Height Requirements 26

THIS PAGE IS INTENTIONALLY LEFT BLANK

EXECUTIVE SUMMARY

The North Station area in Farmington is experiencing significant new development interest. To help guide growth in this area the city previously adopted a small area plan and Community Reinvestment Area Plan. Farmington City also previously approved many private development plans that "entitle" new housing, retail, and office buildings on most, but not all, of the properties within the west Farmington Mixed-Use areas north of Park Lane, west of the UP Tracks/I-15, east of the D&RGW Trail right-of-way, and south of Shepard Lane. Each entitlement, which consists of such things as zone (and zone text) changes, Project Master Plan (PMP) approvals, agreements, etc., was subject to an extensive public commenting process, including but not limited to public hearings and meetings.

One purpose of the Farmington Station Area Plan is to incorporate all previous and existing efforts into a cohesive vision, and to establish objectives and goals for the future into an area-wide comprehensive plan. The plan does not reconsider past land use decisions on already entitled properties. This Farmington Station Area Plan seeks to facilitate a more singular vision, but at the same time demonstrate and show development concepts and distinct neighborhood identities as part of the whole.

Additionally, the plan also provides, among many other things, the following:

1. **Update to 2016 North Station Master Plan:** The scope of this earlier, and now out-of-date plan, is limited to an area north of Shepard Creek, approximately half the size of the Farmington Station Plan. It is an excellent plan, but the market and existing conditions have since changed significantly.

2. **Remote Hub:** The Farmington Station Area Plan introduces/memorializes a remote hub concept which will provide a direct un-interrupted connection for commuter rail users to the envisioned mixed-use area north of Shepard Creek. The remote hub could utilize a "people mover" that serves as a small scale automated guideway transit system, following a fixed path. The plan enables the City to leverage local monies by seeking regional, State, Federal, and UTA funds in the future to confirm that the remote hub becomes a reality. It is imperative that this concept becomes a part of the City's General Plan.

3. **Station Area Master Plan:** UTA regulations require the preparation of a station area master plan for the areas abutting, and in close proximity to, fixed rail stops before it allows its properties within these areas to develop. The Farmington Station Plan meets these requirements for the Farmington Front Runner station and will enable UTA to develop its adjacent property in the near future.

4. **HB 462:** The State of Utah recently passed legislation in 2022 which apply to City's with fixed rail stops to prepare as part of their General Plan, small area master plans which address such items as housing and transportation goals (HB 462). This plan will meet State requirements.

5. **Shuttle Expansion:** For several years, UTA and the City (and other partners), have operated the successful "Lagoon Shuttle" which links the commuter rail stop to Lagoon, Station Park, and other destinations in east and west Farmington. The city now desires to provide a shuttle-type of improvement connecting destinations in the mixed-use areas from Shepard Lane to Park Lane (and vice versa). The Farmington Station Area Plan qualifies Farmington City/ UTA and others to pursue funding for a shuttle or similar transportation mode.

6. **Improved Internal Capture via Pedestrian and Bicycle Improvements:** It is extremely beneficial and necessary that Station Park develop a more robust daytime population, but expected forecasts for this population may be compromised in the event that the local street grid reaches capacity prematurely if personal vehicles and shuttles are the only form of internal circulation/ capture. Park Lane itself serves as a barrier to direct north to south pedestrian and bicycle movement. It is anticipated that the City will seek funding for such improvements as bike lanes, trails, box-culverts, etc. to resolve this impasse. The Farmington Station Area Plan points to solutions and will be used to incorporate these improvements.

7. **East/West Regional Trail:** Farmington's west side Mixed-Use areas are located at or near the confluence of three major north to south regional trails: 1) Legacy Parkway Trail, 2) the D&RGW Trail, and 3, the soon to be constructed West Davis Corridor Trail. Major east/west regional trail alignments are rare along the Wasatch Front; however, this area is ideally situated for such connectivity, but these connections must be shown on plans, such as the Farmington Station Plan, as part of the improvement process as major interchanges like the Shepard Lane/I-15 interchange begin construction.

8. **Legacy Events Center:** Davis County is preparing plans to "re-tool" its fairgrounds and the Farmington Station Area Plan will help better coordinate connectivity from the Station area to their property. This will also benefit the City's existing regional park.

9. **Commerce Drive and Maker Way:** The Plan helps memorialize significant infrastructure improvements now under design, with construction pending, to accommodate traffic from areas north of Farmington to destinations in south Farmington and beyond. These improvements will help reduce "cut-through" traffic in west side residential neighborhoods. The plan also shows land uses proposed along these routes in their entirety and not in fragments.



INTRODUCTION

BACKGROUND & PURPOSE

The City of Farmington, the Wasatch Front Regional Council (WFRC), and the Utah Transit Authority (UTA) commissioned this plan to update and consolidate past planning efforts for the 550 acre Farmington Station planning area. This also includes identifying and understanding development opportunities based upon emerging market-based strategies. The update to the plan aims to create a more cohesive plan for connectivity and transit along with incorporating urban design that provides a sense of place for the community.

The City of Farmington is experiencing significant growth throughout the community and within the station area itself. This plan is meant to be a tool to understand the depth of opportunity for growth, and to provide guidance on accommodating new development in a way that is sustainable and healthy for the community at large. The plan supports and provides guidance for decision making for all stakeholders in the area to create a vibrant, livable place that is connected to the rest of the city and the region.

PLANNING AREA DESCRIPTION

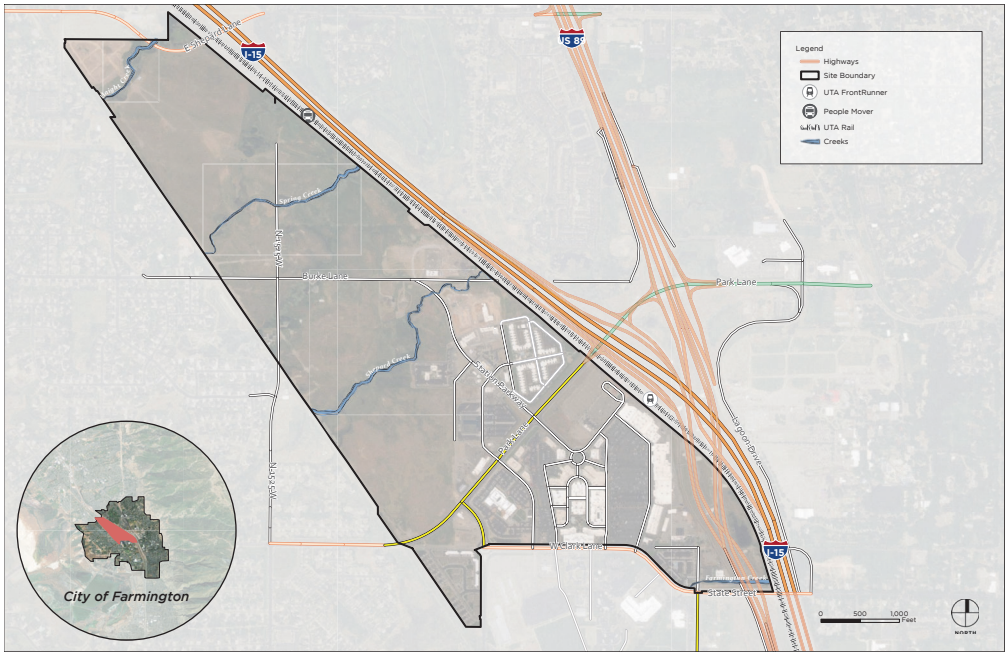
The subject planning area lies between the Wasatch Mountains on the east and the Great Salt Lake on the west. The area has significant transportation, transit, and trail connectivity as well as housing, shopping, and family amusement opportunities. The study area boundaries are State Street on the south, Shepard Lane on the north, Legacy Parkway Trail on the east and the Denver and Rio Grande Western Trail on the west. The area is served by the Farmington FrontRunner Station which connects Farmington to northern Weber County in the north and Payson City in the south through the heart of the Salt Lake City metropolitan area.

The subject planning area is comprised of two sub areas – the Station Park area south of Park Lane and the North Station Area north of Park Lane. The total planning area includes 550 acres. Of the total acreage, 233 are already developed with housing, retail, office, and similar uses. This leaves a total of 317 acres for future development. This Station Area Plan includes both sub areas as reflected in Figure 1.

The city, county, state, and transit district have made significant investment in and around the study area including a regional rail stop, the Legacy Parkway highway and trail, Burke Lane, and a planned new interchange at Shepard Lane. Additional infrastructure investments are planned in the area including additional roads, transit, and The Denver and Rio Grande Western Rail Trail (D&RGW Rail Trail).

The City of Farmington was founded in 1847 as the county seat of the newly created Davis County. Farmington is centrally located between Salt Lake City and Ogden, making it the midpoint of Davis County and the north Wasatch Front metropolitan area. Early in Farmington's history, Simon Bamburger opened the Lagoon amusement park to generate ridership on the "Bamburger" rail line between Salt Lake City and Ogden. The Park, at its present location, which opened in 1896 with "bowling, elegant dancing pavilion, fine music, a shady bowery and good restaurants." The Park, now owned by Lagoon Corporation, is still in operation and attracts hundreds of thousands of visitors from throughout the intermountain region each year.

Figure 1 – North Farmington Station Planning Area Map



In addition to Lagoon, Farmington had a Main Street downtown area to serve area residents. Most of the area developed stable low-density neighborhoods that surround the confluence of major transportation corridors that serve the planning area. Because of the presence of major, regional roadways, rail, and trail connectivity this central area of Farmington has undergone a transformation over the past 20 years and driven growth in population, employment, and retail-based development in the area.

This transformation was catalyzed by the development of Station Park, an open-air retail area adjacent to the FrontRunner Station at the southern end of the planning area. Station Park added almost 1 million square feet of retail, a community gathering place, office, and hotel uses to an area of the region that had experienced limited commercial investment to that point. The investment by CenterCal Properties, LLC spurred additional investment and development in the area, including significant interest in development of the North Station area.

PLAN BASIS

The current plan builds on prior planning efforts, the City of Farmington's existing zoning, regulating plan, and market demand. Prior plans were reviewed and updated to reflect changes in policy, regulations, property ownership, and the overall real estate market.

PRIOR PLANS

In 2016 the City of Farmington completed two planning studies:

- North Station Mixed-Use Site Market Feasibility Analysis, by Kimley-Horn
- North Station Small Area Master Plan, by Urban Design Associates

NORTH STATION MIXED-USE SITE MARKET FEASIBILITY ANALYSIS

The North Station Mixed-use Site Market Feasibility Analysis evaluated Davis County demand for office, retail, hospitality, and multi-family development. Based on the analysis, Kimley-Horn estimated the 10-year demand projection (2026) for the North Station area.

The analysis estimated that the North Station planning area could capture as much as 60 percent of Davis County office demand and 50 percent of Davis County multi-family demand. The analysis assumed the following:

- Construction of the Shepard Lane interchange
- West Davis Corridor alignment starting at Glovers Lane

NORTH STATION SMALL AREA MASTER PLAN

The City of Farmington teamed with Chartwell Capital Partners and other neighborhood stakeholders to commission the North Station Small Area Master Plan for the planning area. The study, completed by Urban Design Associates, identified the following Design Principles:

- Create a great place
- Create a live/work/play environment through a rich mix of uses
- Provide a connected, complementary experience to Station Park
- Respect existing ownership patterns
- Minimize and manage traffic within North Station
- Buffer adjacent residential neighborhoods
- Develop a district that feels like Farmington



Example of transit-oriented development. Rhode Island Station, Washington, DC. (https://www.liifund.org/)



A transit-oriented development called Aspen Place is being planned by Detroit Shoreway Community Organization nonprofit on the 6000 block of Lorain Avenue in Cleveland (Cleveland City Planning Commission / https://www.noaca.org/).

DEVELOPMENT PROPOSALS

There are 21 different property owners of the approximately 312 developable acres in the planning area. Some property owners have initiated the development entitlement process and others have yet to respond to market-based opportunities. Figure 2 is a map of current property ownership in the planning area.

ANALYSIS & PROCESS

The planning process included an update to the technical analyses used in prior studies, charettes and visioning sessions with internal stakeholders, and a series of meetings with external stakeholders including property owners and developers to revise and update the vision and urban design elements of the plan.

ANALYSIS

The following technical studies were updated, the complete reports can be found in the Appendix.

- 2021 Highest and Best Use Analysis
- Transportation/Connectivity Existing Conditions Review
- Station Area Parking Analysis

CHARETTES

The following charettes and visioning sessions were held with internal stakeholders. The complete presentation materials for each of these meetings can be found in the Appendix.

- **June 2021** | Attended by city leaders including staff, Mayor, two City Council Members, and two Planning Commission Members
  - *Purpose*:
    - Review analysis to date
    - Reaffirm guiding vision
    - Identify priorities and values
    - Learn about the tools and approaches to achieve the vision
- **September 2021 |** Attended by city leaders including staff, Mayor, two City Council Members, and two Planning Commission Members
  - *Purpose*:
    - Review market opportunity analysis
    - Discuss desired level of development for planning area based on priorities and values
    - Identify a preferred approach to the public realm in the planning area

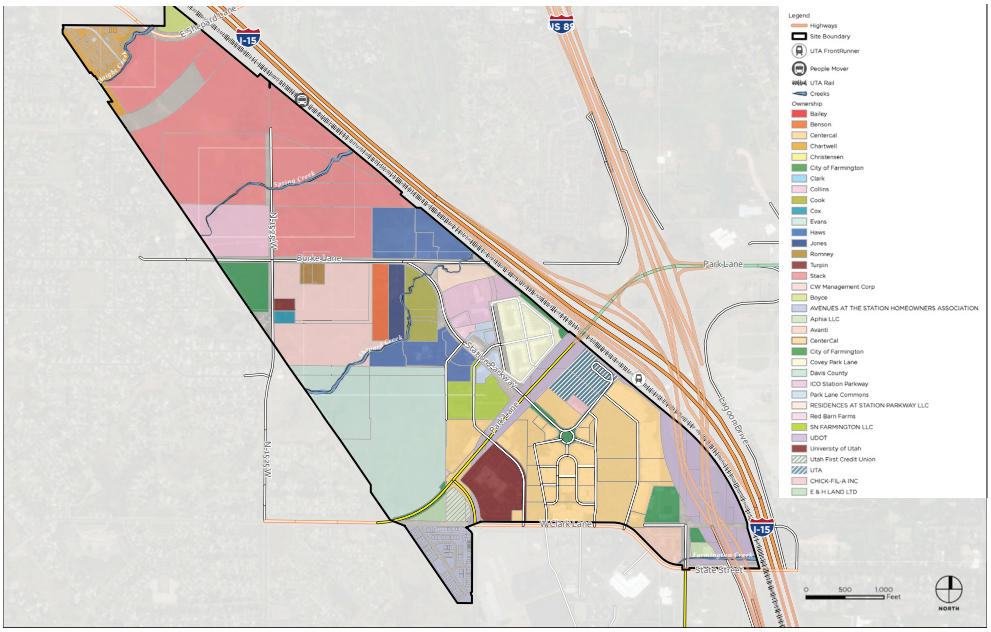
STAKEHOLDER MEETINGS

The planning team met several times with stakeholders within the planning area. Stakeholders were defined as property owners, development teams, Utah Transit Authority, and City of Farmington staff. The meetings focused on:

- Vision and priorities
- Opportunities and constraints
- Key measures of future success

In some cases, draft development proposals were reviewed through the stakeholder meetings which resulted in the identification of possible amendments to individual developments. The incorporation of the identified amendments would better accommodate the entire planning area goals and vision.

Figure 2 – North Farmington Station Property Ownership Map



THE VISION & PLAN

The 2016 North Station Small Area Master Plan identified seven Design Principles. This plan incorporates and builds on these principles by adding specificity and implementation steps. The seven principles and a summary of the recommendation of this plan are:

CREATE A GREAT PLACE

The Farmington Station Area Plan creates a greenway system, transit connectivity, and neighborhood character areas that create a sense of place specific to the Station Area but also unique to and rooted in Farmington's past as an agricultural area.

CREATE A LIVE/WORK/PLAY ENVIRONMENT THROUGH A RICH MIX OF USES

The Farmington Station Area Plan incorporates the city's mixed-use zone district approach to create a fine-grained approach to the mix of uses. Office, retail, and residential development areas are mixed throughout the planning area with unique characteristics in each of the character areas.

PROVIDE A CONNECTED, COMPLEMENTARY EXPERIENCE TO STATION PARK

The Farmington Station Area Plan identifies a series of connected "loops" that will allow Station Area residents, employees, and visitors to access the current amenities of Station Park and the planned amenities of the mixed-use neighborhood planned as the northern anchor of the planning area.

RESPECT EXISTING OWNERSHIP PATTERNS

The planning team worked closely with current property owners to incorporate their goals, strategies and plans into the planning framework as much as possible. The plan is flexible to respond to real estate market opportunities and align with Farmington's vision for the area.

MINIMIZE AND MANAGE TRAFFIC WITHIN NORTH STATION

The North Station area is at the confluence of several highways, transit facilities and trails that serve Farmington and the broader region. There are new roadway and transit investments planned in the area that will add traffic and opportunity. A critical strategy to manage traffic within the North Station Area is to enhance multi-modal opportunities and overall connectivity encouraging people to park once and use transit, bikes, scooters, and pedestrian facilities to get around within the area. This will minimize congestion on existing and planned roadways.

BUFFER ADJACENT RESIDENTIAL NEIGHBORHOODS

There are existing, stable, single-family neighborhoods to the west of the North Station area. The boundary between the planning area and existing neighborhoods is the Denver and Rio Grande Western Trail. The North Station plan includes medium density residential development along the trail to buffer the existing residential development from high density residential, office and commercial development at the core of the planning area and along the Legacy Parkway Trail and I-15 freeway corridor.

DEVELOP A DISTRICT THAT FEELS LIKE FARMINGTON

The North Station Plan builds on existing, successful development and amenities to create three distinct neighborhoods. Urban design tools, including building massing, street scape, and signage are used to create a distinct feel and focus for each neighborhood that are clearly part of the North Station area whole and clearly Farmington. In internal stakeholder meetings the importance of Farmington's agricultural roots led to a focus on parks, greenspace and a looping trail system throughout the planning area that is connected to the rest of Farmington and the region. This greenway system is a key element in creating a connectivity structure that creates continuity throughout the area and is critical to implementing the overall plan.



Urban feel within the proposed North Farmington Station Mixed-Use Area

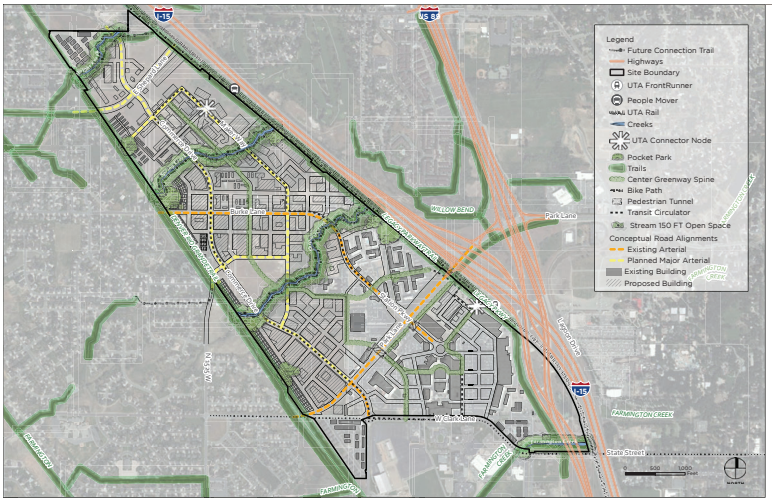


Figure 3 – North Farmington Station Greenway System

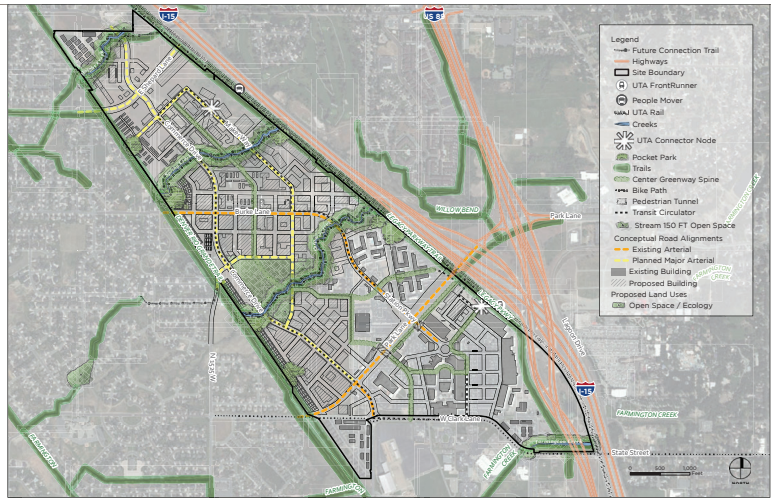


Figure 4 – North Farmington Station Open Space System

VISION FOR 2022

The vision was further developed to incorporate the vision and goals of the 2016 process and add implementation considerations. Added goals are:

- Preserve view corridors from the North Station Area to the Wasatch Range on the east. Views of the mountains are immediate and compelling. As new development occurs, view corridors between buildings will allow continued visual connection to the range.
- Incorporate Farmington's "Tree City" identity into streetscapes and parks to enhance livability and expand Farmington's urban forest.

CONNECTIVITY

To fully take advantage of the increased density planned for the North Station Area, and to provide alternatives to automobiles, the existing FrontRunner Station becomes an intermodal hub. There are several layers of connectivity built into the plan. The four connectivity systems are:

GREENWAY SYSTEM

The Greenway System creates a series of trail loops using the existing Legacy Parkway Trail on the east and the Denver and Rio Grande Western Trail on the west and trail connections along the three creeks that transect the area. Trails are envisioned along both sides of Haight Creek, Spring Creek, and Shepard Creek. These existing connections are enhanced by the creation of a new north/south trail that lines the new mixed-use center on the north with the existing mixed-use Station Park center on the south. The Greenway System provides easy walking, riding, and rolling access to the planned park and other green spaces in the North Station area. Similarly, in some instances the Greenway System functions as a buffer between differentiated land uses, while providing a seamless and aesthetic transition. IIn other cases, the Greenway System will serve as primary modes of pedestrian connectivity, into existing neighborhoods, and as a feeder into major crossings over I-15 at Shepard Lane and the proposed pedestrian bridge which crosses I-15 and Highway 89 at Park Lane.

OPEN SPACE SYSTEM

The plan includes several new pocket parks connected by the greenway system and within easy walking, riding, and rolling distance of planned multi-family housing and new office development creating a livable environment for new residents and workers as well as new amenities for existing residents. The proposed parks and open space will serve as gathering places that foster interaction among the community. By leveraging the existing greenway system, it allows the non-developable area to serve as an amenity by serving the public with little-to-no additional costs.

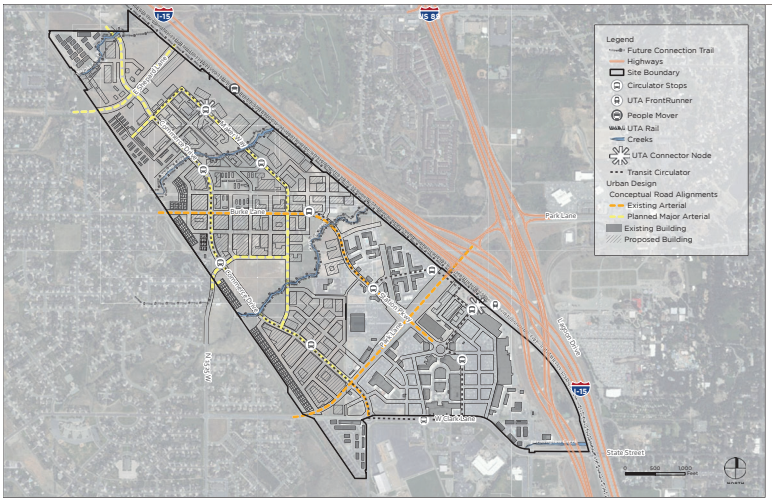


Figure 5 – North Farmington Station Transit System

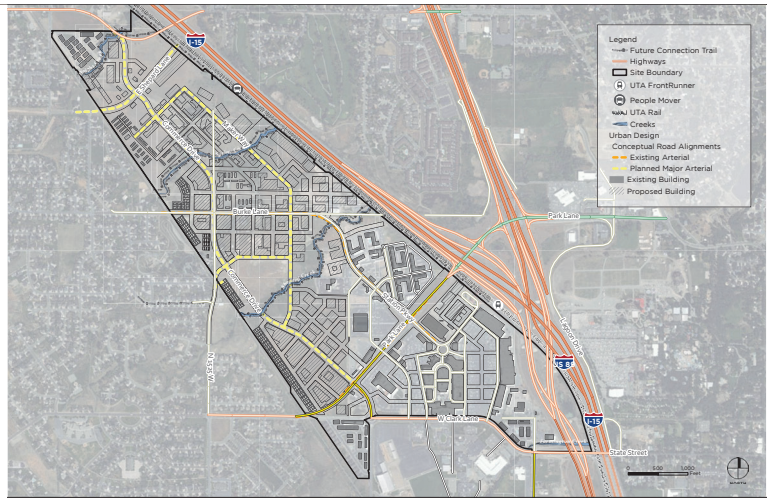


Figure 6 – North Farmington Station Roadway System

TRANSIT SYSTEM

The existing FrontRunner Station becomes the hub for the greenway system and planned transit improvements including an "autonomous people mover" that connects the New Mixed-Use Center on the north to the existing station on the south and a looping trolley system to serve all neighborhoods in the North Station Area and create additional connections north to south. The autonomous people mover is designed to follow a predetermined route at Station Park between the FrontRunner station and the shopping center. The intent is to increase public-transit use by closing gaps of a mile or more between transit stops and riders' final destinations.

ROADWAY SYSTEM

The area currently experiences high morning and evening traffic counts as people travel through the area to access the highways that form its eastern boundary. Mixed-use development in the North Station area will provide an opportunity to park once and use the trail system to move between locations and activities. The North Station plan will also encourage higher transit use. Appendix 2 includes a complete analysis of projected FrontRunner ridership after implementation of the plan. The connectivity systems included in this plan, combined with a proactive approach to Traffic Demand Management and parking management strategies will reduce overall impact on the roadway system as the area develops.

The roadway system within the North Station Area builds on existing and planned investments in collectors and arterials streets by creating a porous block system to enhance walkability and provide alternative routes within the area. The plan assumes a 264' block face structure that creates a pedestrian friendly environment and encourages development of buildings with structured parking. While the envisioned block structure is highly desirable, variations may be considered with specific development proposals which continue to foster the desired outcomes of this vision as permitted by City Ordinance.

LAND USE AND DENSITY

One of the design principles guiding the North Station Area plan is minimizing and managing traffic. The connectivity systems create the structure for facilitating the flow of people (regardless of transportation mode of choice) throughout the planning area. Another critical concept for successful implementation of the plan is to take advantage of regional development opportunities identified in the market analysis to create a mixed-use environment with enough choices and opportunities to keep people in the area and reduce the number of trips needed to fulfill daily needs.

Table 1 is an overview of the land uses and development intensity envisioned in the plan.

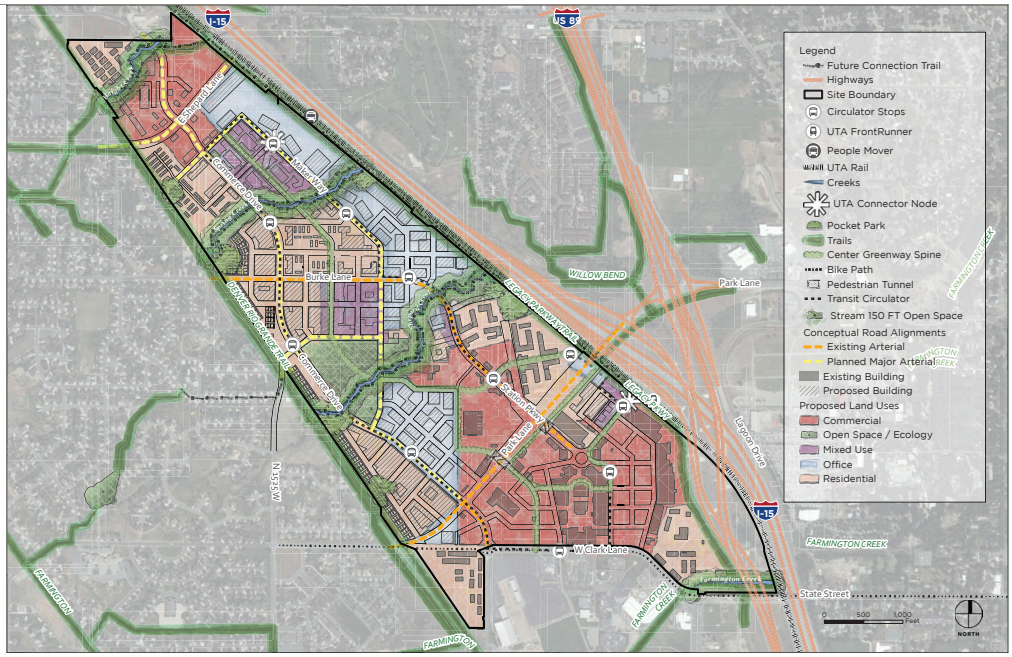


*Figure 7 – North Farmington Station Land Use Areas**

**Conceptual drawing showing the proposed size and layout of block patterns that may vary from those in the regulating plan.*

	OFFICE		RETAIL/OTHER		MULTI FAMILY		TOWNHOMES				
	Sq. Ft.	Employees	Sq. Ft.	Employees	Units	Residents	Homes	Residents			
2022 - 2024	-	-	82,500	62	480	1,632	186	632			
2025 - 2027	607,500	2,126	322,500	242	1,094	3,720	338	1,149			
2028 - 2032	900,000	3,150	94,500	71	1,940	6,596	60	204			
2033 - 2042	600,000	2,100	27,500	21	194	660	80	272			
2043 +	300,000	1,050	15,000	11	-	0	45	153	Residential Units Total	Residents Total	Acres
TOTAL (Build-out)	2,407,500	8,426	542,000	407	3,708	12,607	709	2,411	4,417	15,018	550
Entitled/Agreement	2,137,500	7,481	378,000	284	2,870	9,758	422	1,435	3,292	11,193	451
	88.8%		69.7%		77.4%		59.5%		74.5%		82.0%
Market Study Capacity	8,029,800		531,000		7,909		350		8,259		

Table 1: North Station Area Land Uses

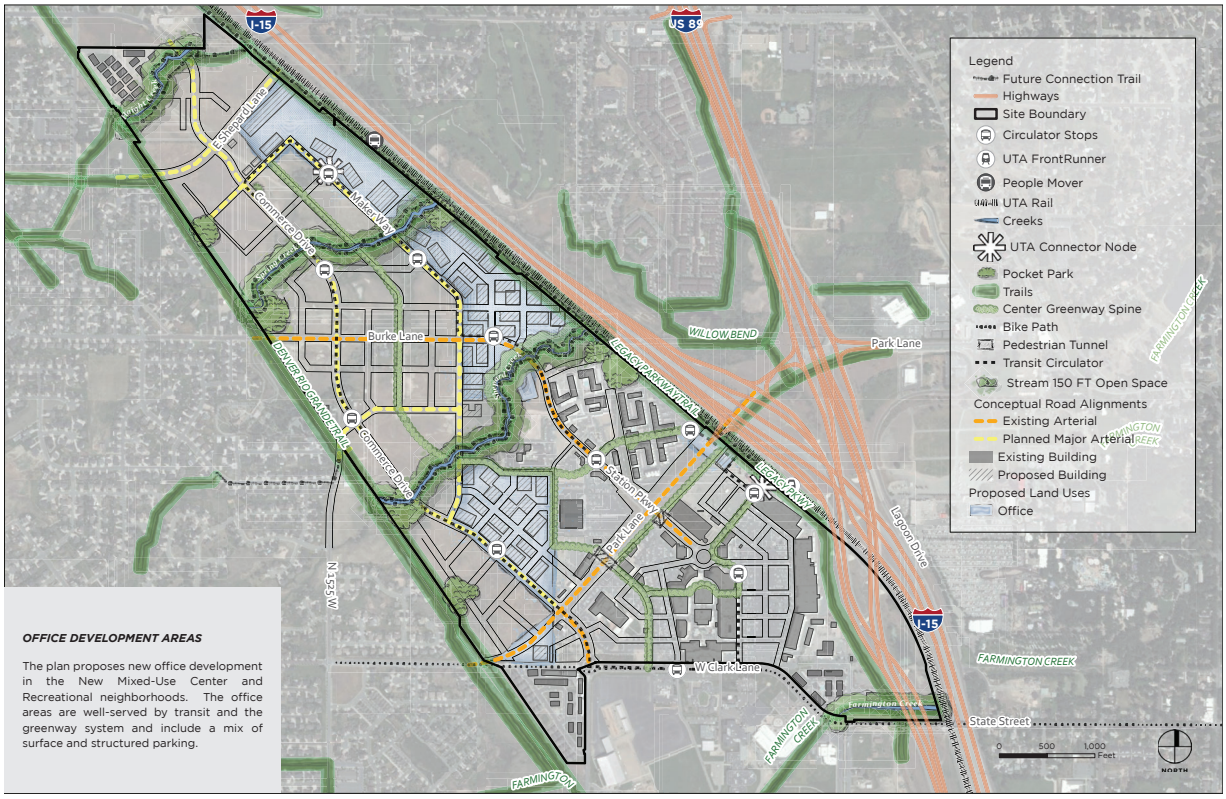
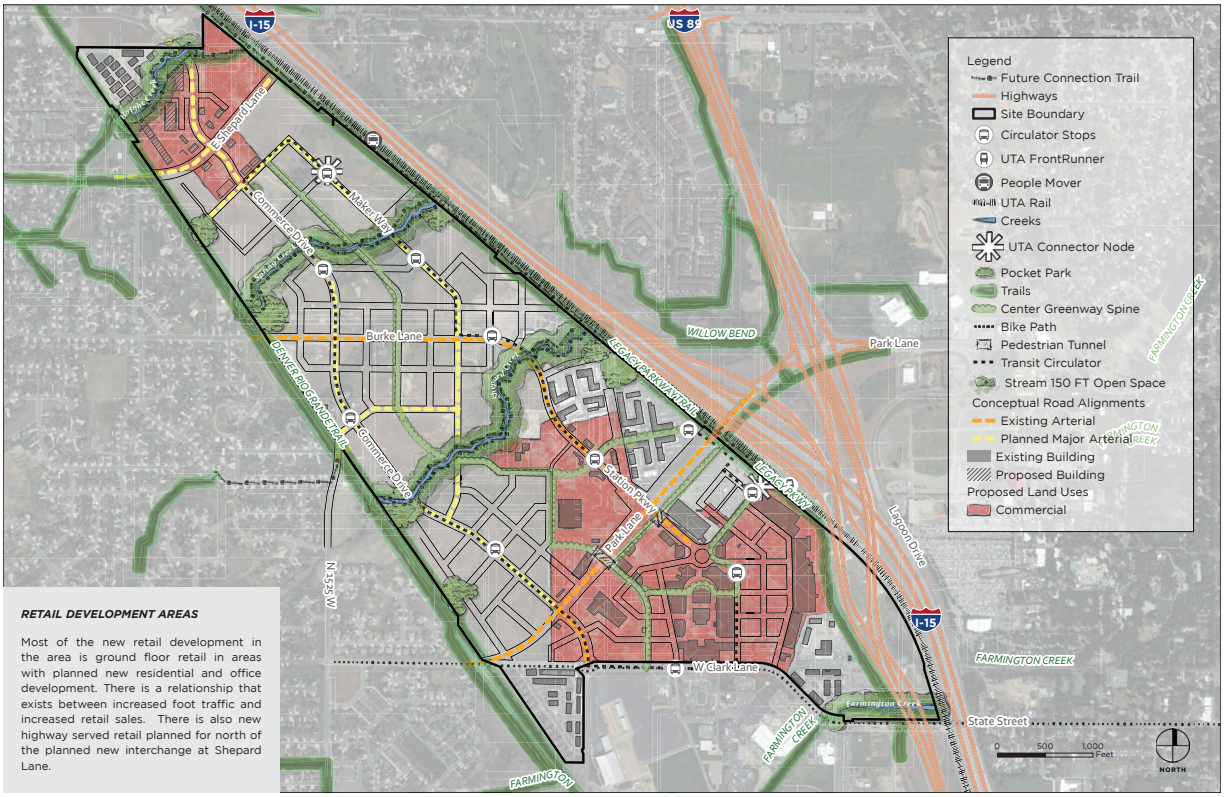


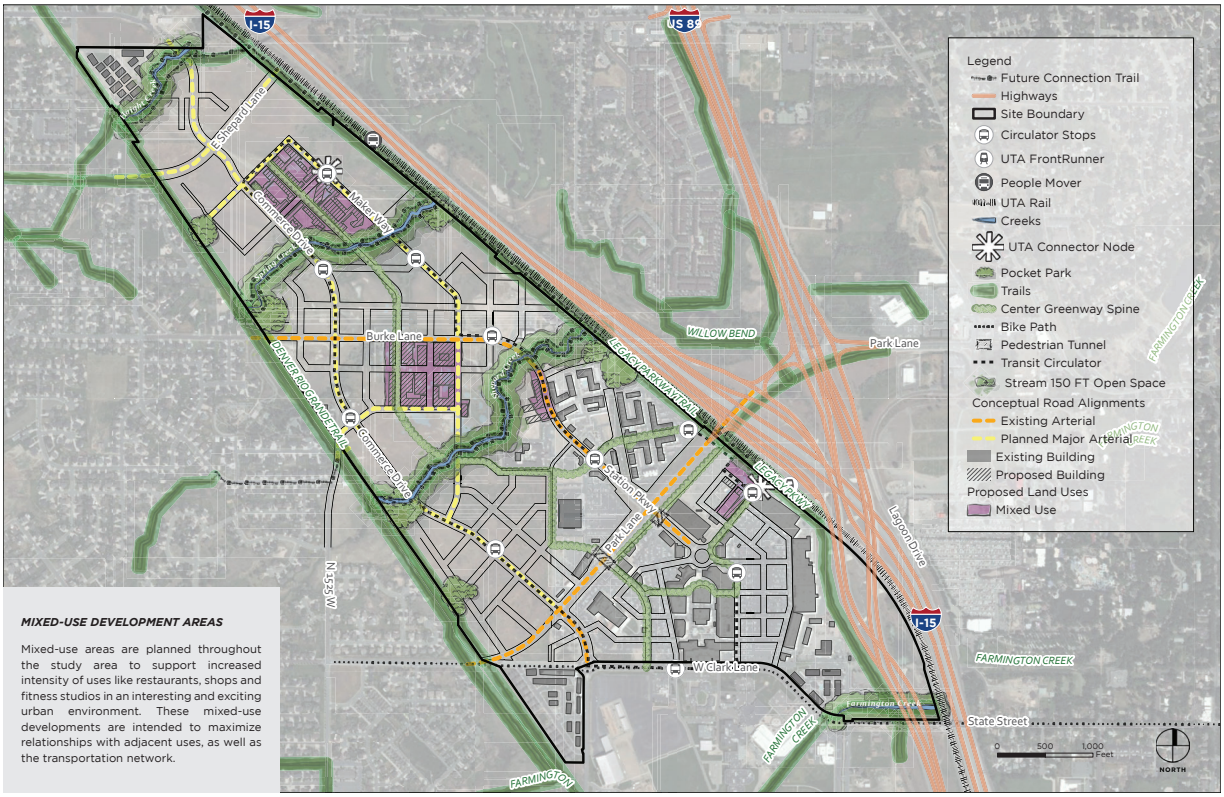
Figure 8 – North Farmington Station Office Development Areas



RETAIL DEVELOPMENT AREAS

Most of the new retail development in the area is ground floor retail in areas with planned new residential and office development. There is a relationship that exists between increased foot traffic and increased retail sales. There is also new highway served retail planned for north of the planned new interchange at Shepard Lane.

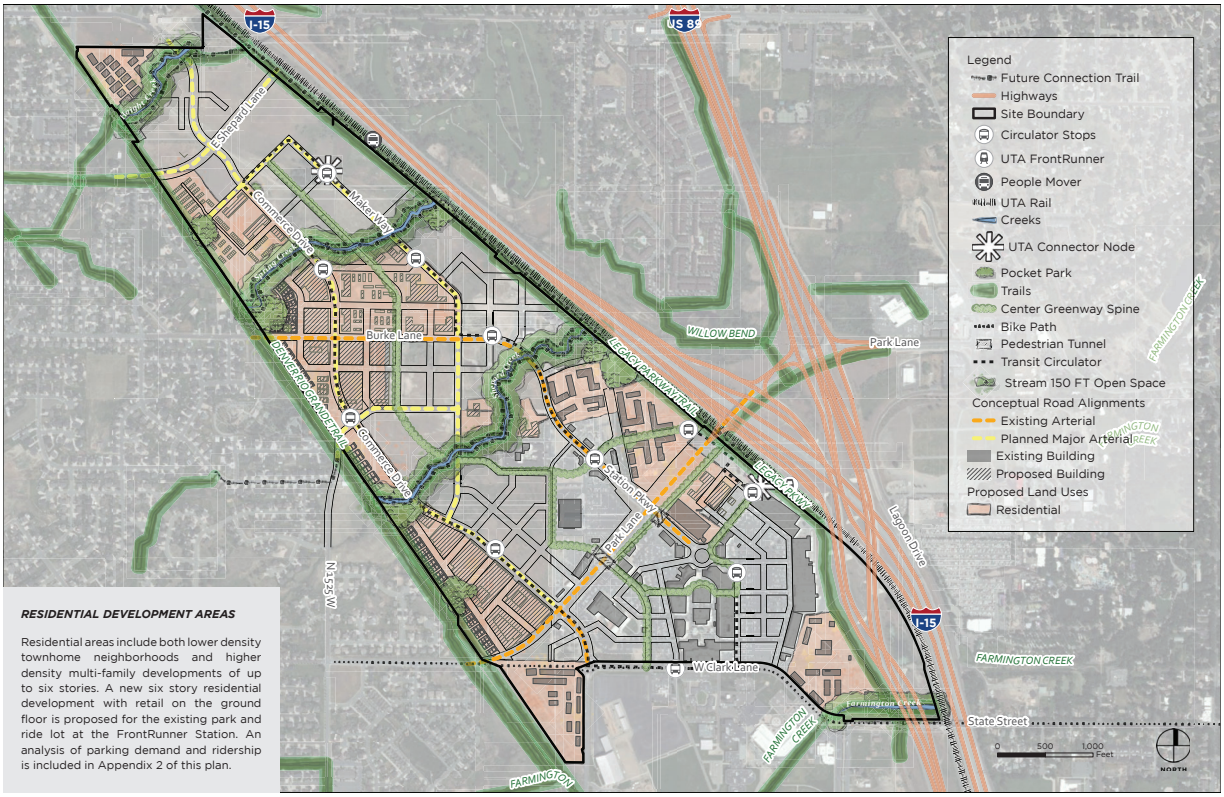
Figure 9 – North Farmington Station Retail/General Commercial Development Areas



MIXED-USE DEVELOPMENT AREAS

Mixed-use areas are planned throughout the study area to support increased intensity of uses like restaurants, shops and fitness studios in an interesting and exciting urban environment. These mixed-use developments are intended to maximize relationships with adjacent uses, as well as the transportation network.

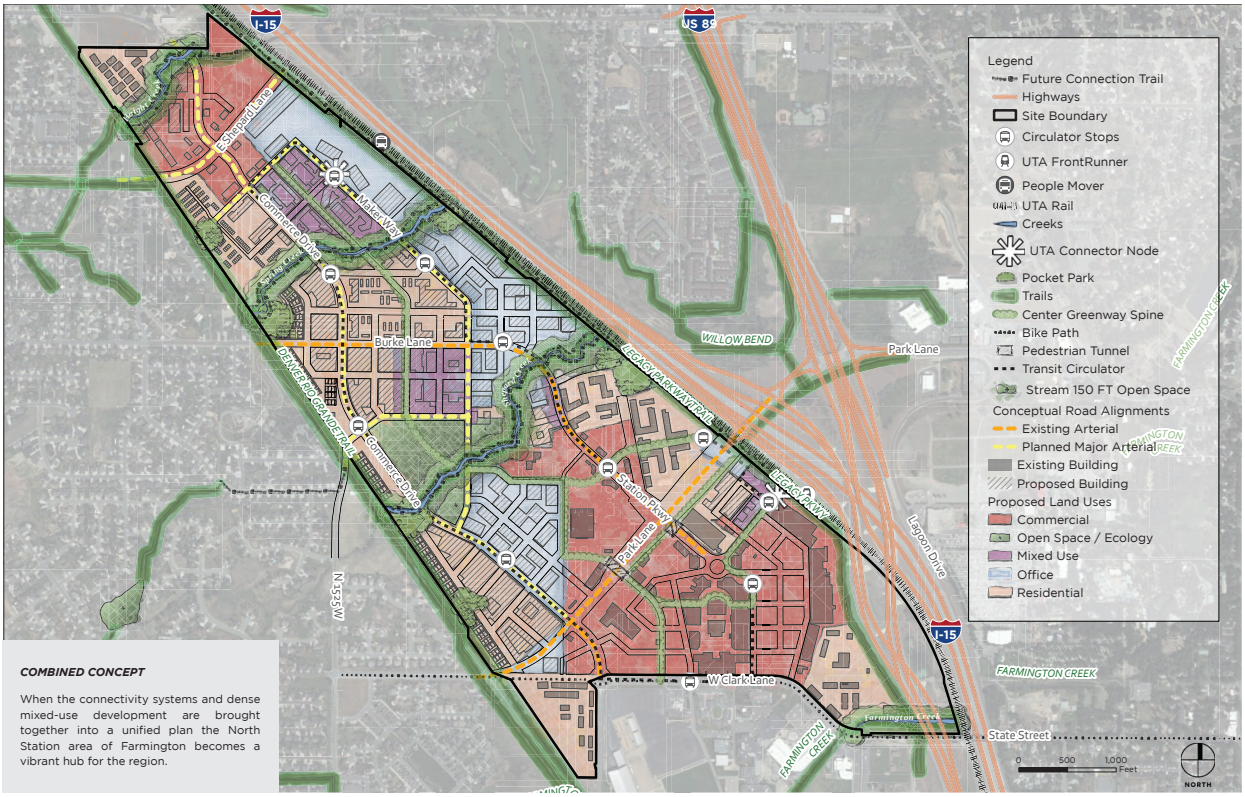
Figure 10– North Farmington Station Mixed-Use Development Areas



RESIDENTIAL DEVELOPMENT AREAS

Residential areas include both lower density townhome neighborhoods and higher density multi-family developments of up to six stories. A new six story residential development with retail on the ground floor is proposed for the existing park and ride lot at the FrontRunner Station. An analysis of parking demand and ridership is included in Appendix 2 of this plan.

Figure 11 – North Farmington Station Residential Development Area



COMBINED CONCEPT

When the connectivity systems and dense mixed-use development are brought together into a unified plan the North Station area of Farmington becomes a vibrant hub for the region.

Figure 12 – North Farmington Station Combined Concept

NEIGHBORHOODS & URBAN DESIGN

OVERALL URBAN DESIGN CONCEPT

The North Station is a large area with an opportunity to unify the potential development area on the north with the successful mixed-use area on the south while creating distinct neighborhoods within the more than 500-acre planning area. A hierarchy of signage, wayfinding, massing and building design elements, and streetscape combine to let residents and visitors know that they are in the North Station Area but also in a distinct neighborhood.

MIXED-USE NEIGHBORHOOD

The Mixed-Use Neighborhood is the northern most neighborhood. This area includes the new Shepard Lane interchange with I-15 as well as the autonomous people mover stop, the northern terminus of the Greenway, the northern loop of the proposed circulating trolley, an employment center, and a multi-modal street to include outdoor dining and other service retail.

The proposed development program is identified in Table 2.

The mixed-use neighborhood is an area with the necessary intensity of uses to support restaurants, shops, and fitness studios in an interesting and exciting urban environment. Center Street is a key urban element in this neighborhood that serves as the northern terminus of the Greenway and, similar to other segments of the Greenway, serves as the primary pedestrian connection to other areas of the Station Area.

All streets within the neighborhood are pedestrian friendly and encourage walking biking and rolling.

The neighborhood is also the terminus of the autonomous people mover that will connect the FrontRunner Station with the office park on the eastern edge of the neighborhood.

NORTH STATION UNIFYING ELEMENTS:

- Greenway System
- Circulating Trolley
- Autonomous People Mover
- Wayfinding & Signage
- Street Trees
- Street Lighting

NEIGHBORHOOD DISTINGUISHING ELEMENTS:

- Height & massing of buildings
- Building Materials
- Street furniture
  - + Bike racks
  - + Benches
  - + Trash receptacles

THE THREE NEIGHBORHOODS WITHIN THE NORTH STATION AREA ARE:

- Mixed-use Neighborhood
- Recreational Neighborhood
- Family Entertainment Neighborhood

Figure 13 – North Farmington Station Mixed-Use Neighborhood

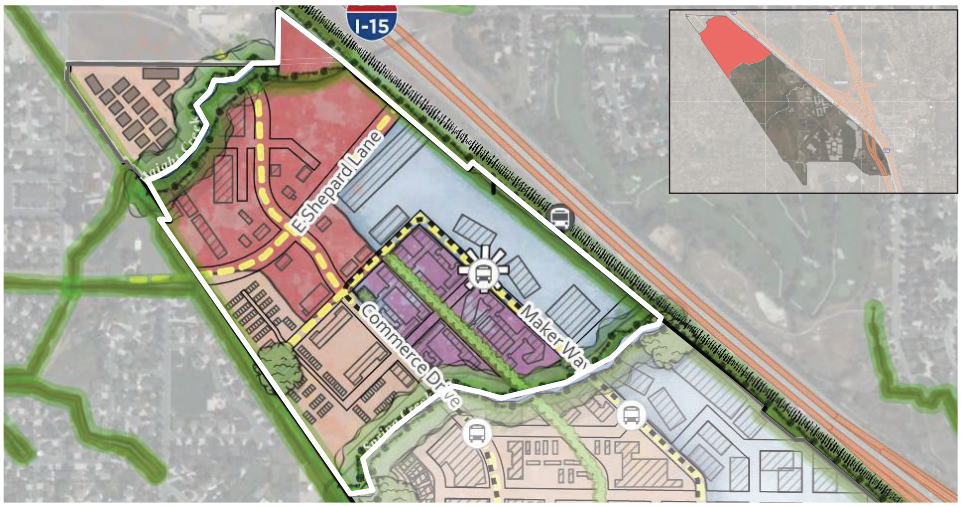


*Table 2: Mixed-use Neighborhood Development Program - 122 Acres**

	OFFICE		RETAIL/OTHER		MULTI FAMILY		TOWNHOMES				
	Sq. Ft.	Employees	Sq. Ft.	Employees	Units	Residents	Homes	Residents			
2022 - 2024	0	0	0	0	0	0	0	0			
2025 - 2027	360,000	1,260	290,000	217.5	230	782	150	510			
2028 - 2032	180,000	630	31,000	23.25	890	3,026	0	0			
2033 - 2042	180,000	630	20,000	15	194	660	0	0			
2043 +	120,000	420	15,000	11.25	-	0	0	0	Residential Units Total	Residents Total	Acres
TOTAL	840,000	2,940	356,000	267	1,314	4,468	150	510	1,464	4,978	122
Entitled/Agreement	840,000	2,940	346,000	259.5	1,314	4,468	150	510	1,464	4,978	119
% of TOTAL	100.0%		97.2%		100.0%		100.0%		100.0%		97.8%
Market Study Capacity	2,341,800		406,900		1,504		175		1,679		



Figure 14 – North Farmington Station Mixed-Use Area Streetscape Concept



Figure 15 – North Farmington Station Mixed-Use Area Streetscape Concept

RECREATION NEIGHBORHOOD

The Recreation Neighborhood includes the new public park. This 13-acre amenity is a key feature of the Greenway system creating an intersection of the north south greenway with the Spring Creek Trail. This neighborhood is ideally situated to take advantage of the trail network that connects the North Station area with the regional system.

Development in the area should take advantage of the recreational and open space assets that form the centerpiece of the whole area. Existing development in the area includes several multi-family residential developments as well as Cabela's in the neighboring Family Entertainment Neighborhood east of Shepard Creek. The proximity and access to Cabela's fits with the recreation, outdoor theme of the neighborhood.



Figure 16 – North Farmington Station Recreation Neighborhood Design Concept

There are several property owners in the Recreation Neighborhood planning a mix of office, retail, and residential development. Table 3 is the planning-based development program for the neighborhood. The square footages and units represent new developments and do not include the existing multi-family or retail assets in the area.

Figure 17 – North Farmington Station Recreation Neighborhood

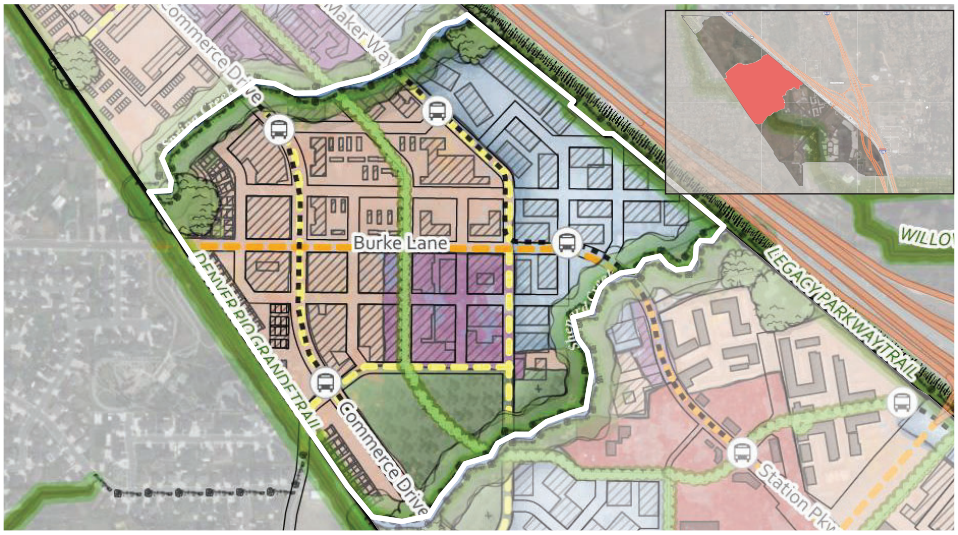


*Table 3: Recreation Neighborhood Development Program - 150 Acres**

	OFFICE		RETAIL/OTHER		MULTI FAMILY		TOWNHOMES				
	Sq. Ft.	Employees	Sq. Ft.	Employees	Units	Residents	Homes	Residents			
2022 - 2024	-	-	-	-	-	0	122	415			
2025 - 2027	37,500	131	10,000	8	548	1,863	188	639			
2028 - 2032	540,000	1,890	26,000	20	400	1,360	25	85			
2033 - 2042	240,000	840	-	-	-	0	80	272			
2043 +	-	-	-	-	-	0	45	153	Residential Units Total	Residents Total	Acres
TOTAL (Build-out)	817,500	2,861	36,000	27	948	3,223	460	1,564	1,408	4,787	150
Entitled/Agreement	757,500	2,651	22,000	17	760	2,584	213	724	973	3,308	100
% of TOTAL	92.7%		61.1%		80.2%		46.3%		69.1%		66.7%
Market Study Capacity	3,988,800		47,600		3,997		175		4,172		

FAMILY ENTERTAINMENT NEIGHBORHOOD

This neighborhood is characterized by proximity to Lagoon on the east side of the freeway, the planned recreational amenities at the Davis County Fairgrounds, and the amenities of Station Park. Station Park includes restaurants and shops, a movie theater, hotel, and a public gathering space with children's playground and water fountain. New development in the area should take advantage of the amenities already in place.

The neighborhood is also the location of the FrontRunner Station which will become an important multi-modal hub bringing together the Greenway, Autonomous People Mover, and Circulating Trolley systems. Currently the station is served by a park and ride lot and a trolley that links the station to Lagoon.



Figure 18 – North Farmington Station Family Entertainment Neighborhood Design Concept

There is limited vacant property for development in the Family Entertainment Neighborhood. Most new development will occur by converting existing surface parking lots. The plan recommends that the current park and ride lot be redeveloped as multi-family housing with ground floor office and retail.

Figure 19 – North Farmington Station Family Entertainment Neighborhood

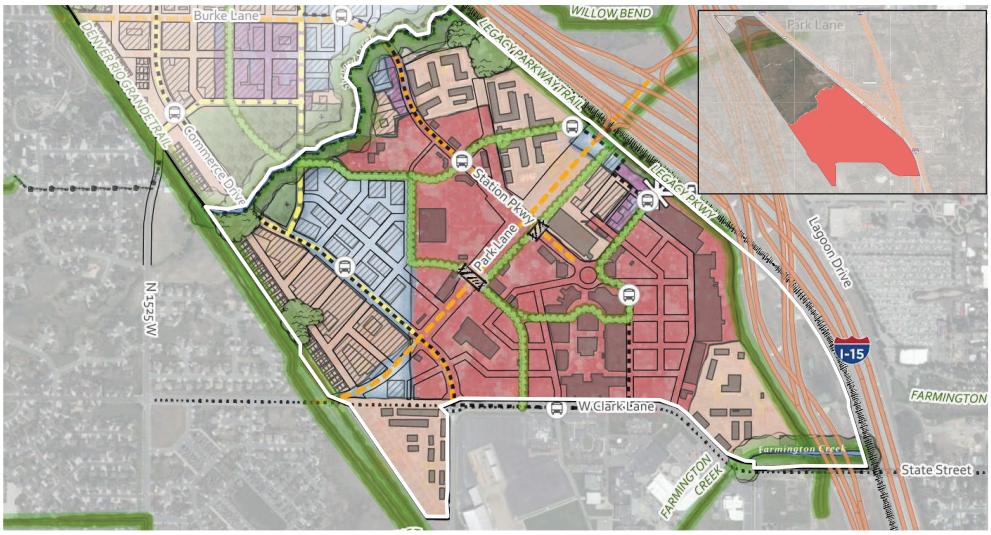


*Table 4: Family Entertainment Neighborhood Development Program - 278 Acres**

	OFFICE		RETAIL/OTHER		MULTI FAMILY		TOWNHOMES				
	Sq. Ft.	Employees	Sq. Ft.	Employees	Units	Residents	Homes	Residents			
2022 - 2024	-	-	82,500	62	480	1,632	64	218			
2025 - 2027	210,000	735	22,500	17	316	1,074	-	0			
2028 - 2032	180,000	630	37,500	28	650	2,210	35	119			
2033 - 2042	180,000	630	7,500	6	-	0	-	0			
2043 +	180,000	630	-	-	-	0	-	0	Residential Units Total	Residents Total	Acres
TOTAL (Build-out)	750,000	2,625	150,000	113	1,446	4,916	99	337	1,545	5,253	278
Entitled/Agreement	540,000	1,890	10,000	8	796	2,706	59	201	855	2,907	232
% of TOTAL	72.0%		6.7%		55.0%		59.6%		55.3%		83.4%
Market Study Capacity	1,699,200		76,500		2,408		0		2,408		

Table 5: Family Entertainment Neighborhood Development Parking Program

	SQ. FT.	UNITS	REQ. PARKING WITHIN 1/8 MI. OF STATION
Office	151,200		227
Retail	36,000		72
Multi-family Residential	329,550	330	366
Total Required Parking for Development Program			**665**
Approx. Total Required Parking for Park-n-Ride (156-368 stalls)			264
Total Required Parking (To Service Development Program and Park-and-Ride)			930

Table 6: Off Street Parking Reductions

OFF STREET PARKING REDUCTIONS	WITHIN 1/8 MI. OF A RAIL STATION
Office	50%
Retail/commercial	50%
Residential	40%
Civic/public	50%

Off Street Parking Reductions within 1/8 mile of Rail Station per Farmington Code of Ordinances (11-18-100 Off Street Parking Space Standards)

There is additional opportunity in the Family Entertainment Neighborhood when the owners of Station Park choose to redevelop existing surface parking lots into more intense uses. The block size and road network utilized in implementing development of the Mixed-Use and Recreational Neighborhoods north of Park Lane are appropriate for redevelopment of the current Station Park surface parking lots. Care should be taken to create a pleasant pedestrian environment connecting the FrontRunner Station to Station Park by providing a 10-foot pedestrian way, activating the street level, and providing street furniture and amenities.

To estimate the ridership impacts and future park and ride needs, a parking and ridership analysis was completed by Fehr & Peers and subsequently utilized to determine the total parking needed to service the proposed development within the Family Entertainment Neighborhood development program and park-n-ride.

Table 7: Family Entertainment Neighborhood Parking Totals

PROPOSED PARKING TYPOLOGY	PROPOSED PARKING TOTALS (STALLS)
Surface Parking	180
Structured Parking	760
Total Provided Parking	**940**

According to Farmington City code of ordinances, parking requirements for any use in the mixed-use districts may be reduced by up to twenty five percent (25%) through the project master plan process, while parking within 1/8th mile of the rail station qualifies for the following reductions:

To accommodate the proposed development at the front runner station site, the proposed parking totals are included below as part of the development program:

KEY TAKEAWAYS FROM THE PARKING DEMAND ANALYSIS

Fehr & Peers reviewed historical aerial imagery and measured in-person parking utilization to better understand the existing parking demand at the Farmington FrontRunner Station park-n-ride parking lot. Historical aerial imagery shows that weekday peak parking demand ranged between 264 and 368 stalls of demand during the years leading up to the COVID-19 pandemic, but recent parking demand counts showed only 156 stalls of demand in 2021. Due to social distancing measures, UTA transit demand has decreased since 2020 and has yet to scale back up to pre-pandemic levels.

Fehr & Peers also performed several parking analyses to assess the likely parking demand of a proposed infill development in the Farmington Station park-n-ride. The shared parking analysis indicated that the development would experience between 677 and 834 stalls of demand on weekdays and between 443 and 557 stalls of demand on weekends, though Farmington only requires 665 total spaces due to the development's proximity to rail transit.

While the current park-and-ride demand is currently much lower than it was before the ongoing COVID-19 pandemic, UTA has indicated that ridership, and therefore park-and-ride demand, is anticipated to return to pre-2020 levels. Therefore, Fehr & Peers recommends meeting parking requirements from Farmington City by providing 665 spaces for the proposed infill development and providing an additional 264 spaces to meet the pre-COVID park-and-ride demand at the transit station; that equates to approximately 930 parking stalls of demand at this location. Development of the FrontRunner park and ride lot as well as other potential development within the area is reflected in Table 4 of Appendix X.

KEY TAKEAWAYS FROM THE TRANSIT PARKING UTILIZATION AND RIDERSHIP SPLIT ANALYSES

Since at least 2017, the average parking utilization at the Farmington FrontRunner Station park-and-ride lot is on average less than half the total stall count. The average parking utilization is approximately 37%. As a result, the Farmington park-and-ride lot has approximately 63% of its stalls that could be repurposed for other uses. The park-and-ride lot typically has a lower overall average utilization than the park-and-ride lots at the Clearfield, Layton, and Woods Cross FrontRunner Stations. The occupancy volume and total capacity show that Farmington has one of the lowest pre-COVID average utilization of all the evaluated park-and-ride lots. However, of the four lots evaluated, it was more than double the area size of the Layton and Woods Cross park-n-ride lots and, therefore, is not useful as a direct comparison.

Between 2019 and 2021, FrontRunner had the highest proportion of ridership share, often more than half of the total riders. Route 667 Lagoon / Station Park Shuttle typically had the second-highest proportion of riders, and route 473 SLC - Ogden Hwy 89 Express had the third-highest proportion of riders. Some of these boardings will be accounted for by transfers. For instance, there is likely a high amount of transferring between route 667 and FrontRunner. However, UTA currently has no available data on transfers, and UTA's boardings data doesn't account for them. As a result, riders may be counted twice.

Note on Situational Impacts: Travel patterns and transit ridership in Utah have been impacted by the ongoing COVID-19 pandemic. Transit ridership has declined across heavy rail, light rail, and bus1. As of the date of this plan, it remains to be seen how much or how long impacts may persist. For information regarding UTA's COVID-19 Safety and Recovery plan, visit https://arcg.is/1yOK4i.



Denver and Rio Grande Western Rail Trail located along the western boundary of the planning area.

IMPLEMENTATION & PHASING

The development program that underlies the plan assumes a 20-year implementation period. The infrastructure, amenities, and regulatory tools needed to successfully implement the plan should be planned for in advance and put in place as development of the area progresses.

PHASING THROUGH 20-YEAR IMPLEMENTATION PERIOD

2 YEARS	LESS THAN 5 YEARS	5 YEARS	10 YEARS	20 YEARS
Commercial will come in 3-5 years. Interchange will take 2 years to complete. New utility infrastructure and major road network (Commerce and Maker) will be built. Pedestrian Crossing over Park Lane to be completed shortly after improvements to Shepard Lane. West Davis Corridor will be completed within this time frame and 950 North connection to new Shepard Lane Intersection will be completed inclusive of shared use path.	In the short term, office development in the Mixed-Use neighborhood, multi-family housing immediately south of Spring Creek and townhome development near Spring Creek and along the Denver and Rio Grande Western Trail will occur in the next few years.	Redevelopment of the FrontRunner Park and Ride lot, housing and office development near the new park in the Recreational Neighborhood, and housing and additional office development in the Mixed-Use Neighborhood will occur in the 5- to 10-year range. I-15 reconstruction from Salt Lake to Farmington will be completed improving interchanges and crossings.		Remaining developable areas throughout the North Station area will develop in response to market demand.

REGULATING PLAN

CURRENT REGULATING PLAN

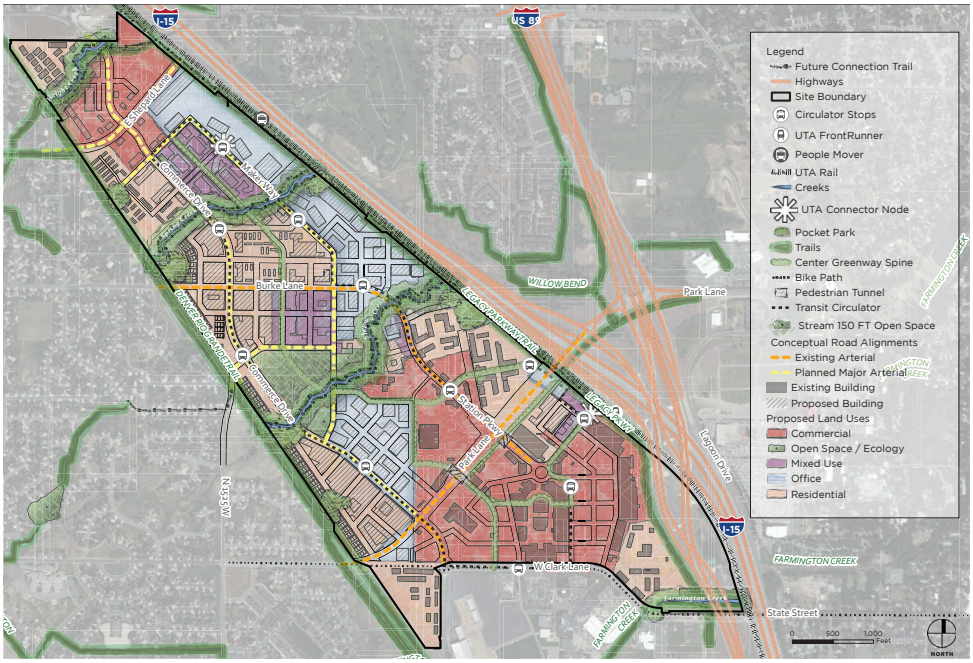
Based on the findings and concepts included in the two plans completed in 2016, the city adopted a regulating plan that identified the roadway and block network to support the contemplated development. The regulating plan has been amended to reflect decisions relating to major infrastructure investments, market changes, and updated development goals of the city and area property owners. Figure 21 is the most current version of the regulating plan and reflects the planned alignment of the backbone infrastructure for the area and an urban block network.

PROPOSED REGULATING PLAN

The following updates are recommended for the regulating plan:

- **Center Street** – a northern extension and the terminus of the Greenway System, Center Street may function as a shared use street with sidewalk dining, on street parking, and a shared lane that is a key element to enhancing pedestrian connectivity within the mixed-use neighborhood.
- **Greenway System** – a north south element connecting Station Park on the south with Center Street on the north and linking the trails and parks found throughout the North Station area. The Greenway is a key connectivity element in the plan. It provides opportunity to walk, bike, or roll to the neighborhoods and amenities throughout the area.
- **Circulating Trolley** – a transit element linking all current and proposed development areas with the FrontRunner Station.
- **Urban Block Network** – The plan proposes 264' block lengths to provide a flexible framework allowing a phased approach to implementation of proposed land uses. The smaller block network enhances the pedestrian environment and allows for efficient circulation of people and vehicles.

Figure 20 – North Farmington Area Regulating Plan 04/2022



ZONING UPDATES

CURRENT ZONING

The planning area is divided into several mixed-use zoning districts. The provisions of the mixed-use districts provide a broad range of uses in order to encourage the development of diverse, interesting neighborhoods. All uses and structures will be sited and designed to be compatible with one another. Figure 22 is the current zoning.

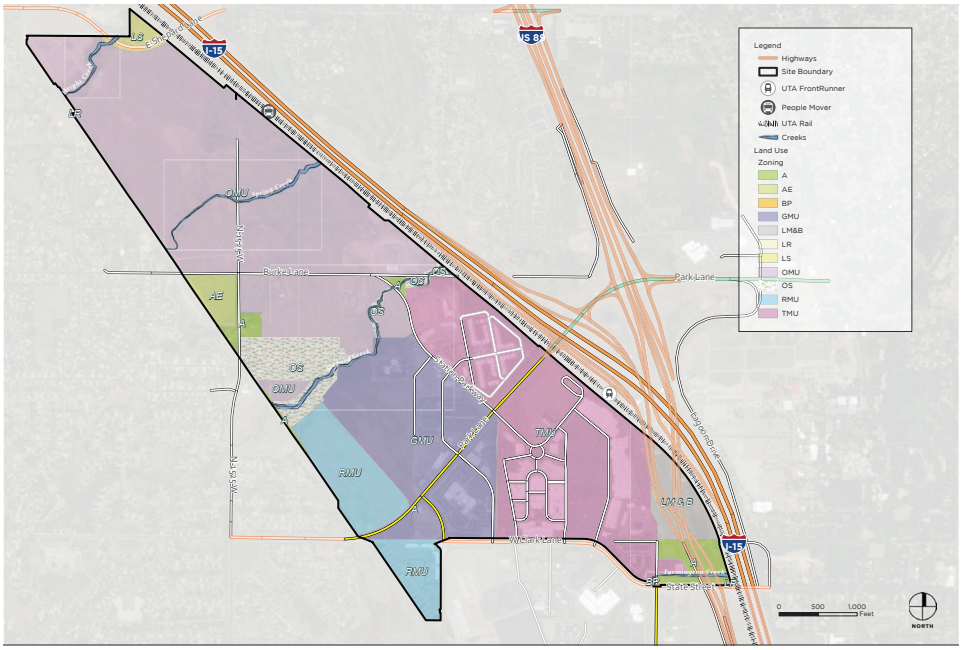
The majority of the North Station sub area is zoned **Office Mixed-Use** ("OMU"). The OMU district is intended to be primarily office and commercial, with multiple-unit dwellings allowed as a secondary use. It includes commercial uses appropriate for high visibility locations such as general office, campus uses, and employment centers near collector or arterial streets. The purpose of the district is to encourage office uses in general, allow for a higher intensity of commercial uses than in residentially focused areas, create definition along street frontages, encourage higher site and building standards, and create an attractive pedestrian environment. Uses that are incompatible with this purpose, including auto related uses, such as repair shops, and industrial uses are not allowed. Detached, single-family dwellings are also not allowed.

The next largest zoning district in the planning area is the **Transit Mixed-Use** ("TMU") district that includes most of the Station Area sub area and the developed area north of Park Lane. The TMU district consists of the approved station park regional retail and mixed-use project and other land within proximity to the transit station. TMU district projects promote walkability and enhance the desirability of transit use, allowing residents, workers, and shoppers to walk to transit and other destinations within the district. Retail uses in addition to station park are allowed; provided, that they can be designed without compromising walkability within the district. This district promotes the highest intensity of use due to its proximity to mass transit.

A significant percentage of the planning area is currently zoned **General Mixed-Use** ("GMU"). The GMU district provides for a mix of commercial, office, retail and multiple unit and attached residential uses of a higher density along or near arterials or major and minor collectors. Developments in the GMU district are required to include site and building design that enhances the character of the streets. A wide range of commercial and residential uses are allowed, including regional scale retail; provided, that it is compatible with the overall sustainable character of the area by fitting into an interconnected street network and conforms to block size, connectivity and other the development standards.

Areas along the western boundary of the planning area are currently zoned **Residential Mixed-Use** ("RMU"). The RMU district is primarily residential, allowing single-, two- or multiple-family dwellings. Along collector or arterial streets, development may be either residential or mixed-use, combining residential with

Figure 21 – North Farmington Station Area Zoning – January 2022



neighborhood serving retail, office or service uses. Commercial uses should be located on collector or arterial streets or in areas that already have commercial uses. No maximum residential density is prescribed; instead, the scale of buildings is determined by building form, site envelope and open space standards, and parking ratios. The intent is to encourage a full range of housing types, including affordable housing options.

There are also areas of **Open Space** ("OS") in the planning area. The OS district is intended for publicly and privately owned parks, open space, natural habitats, trails, and a limited range of other uses. OS uses are intended to occur throughout the mixed-use districts to enhance the use and enjoyment of open space, especially the Shepard Creek corridor.

Current densities in all zones are constrained by height, building form, and parking regulations that relate to the type of road. Table 8 identifies the current height requirements.

Table 8: Current Mixed-use Zone District Height Requirements

ZONE	LOCAL ROAD	LOCAL PRIMARY	COLLECTOR/ ARTERIAL	I-15 TRANSITION AREA
RMU *	2		3	
GMU	3		4	
OMU **	4	3	6	5
TMU **	6		8	5
OS ***	1		1	1

** In addition to the number of stories, the RMU zone district includes building height limitations in feet.*

*** The I-15 Transition Area requirement is a height minimum for the OMU & TMU zone districts.*

**** In addition to the number of stories, the OS zone district includes building height limits in feet.*

Farmington's Project Master Plan (PMP) process is intended to establish the framework for development of large or phased projects, and an approved PMP constitutes an approved master plan for guiding all future development within the defined area. The PMP process seeks to proactively address topics surrounding transportation, mobility, connectivity, water management and quality, drainage and grading, utilities, open space and wetlands allocations, and land use areas through submittal of a conceptual plan.

A PMP is required if any part of a development is within the TMU district, or if a proposed development in the RMU, GMU, or OMU zones anticipate any resulting change in the regulating plan, establish or cause change in water drainage, or anticipate changes in the amount of open space pursuant to section 11-18-106. Design guidelines and development standards shall be required for development in the mixed-use districts, which will be reviewed by the Site Plan and Architectural Review Committee (SPARC) and may be approved as part of the PMP process. However, the PMP process allows for flexibility with regards to development standards and design guidelines as the PMP may be approved without development standards and design guidelines prior to the development plan approval.

An approved PMP may be amended at any time using the process, and may be amended simultaneously with the processing of a site plan application or a site plan amendment. The City Planner/Zoning Administrator shall determine the significance of the amendment and may seek a recommendation by SPARC to make such a determination. Major amendments may include modification of allowable height, mix of uses, or density; the changes to the amount of land dedicated to parks, trails, open space, etc.; significant changes to the location of land uses, or any other aspect of the PMP that would significantly change its character.

PROPOSED ZONING

Current zoning allows for implementation of the North Station Area plan with some minor adjustments. Some of the boundaries of the various zone districts may need to be adjusted to more closely align with proposed development type.

In addition, design standards for signage, streetscape, street lighting and street furniture should be added to criteria for development approval in order to create and maintain an identifiable urban environment.

Other zoning provisions to be considered include standards relating to automobile-oriented uses such as drive throughs and gas stations. Generally, these types of uses are discouraged in mixed-use areas and gas stations should be minimized in the North Station area. However, the pandemic has blurred the line between fast-food and fast-casual food service. Where, before March 2020, the distinctions included real estate choices and dine-in vs dine-away options, both types of food service are now emphasizing dine-away options and, increasingly, fast casual restaurants are looking at stand alone or end cap options to facilitate curb side food pick up. Zoning provisions for the North Station neighborhoods should recognize this trend and facilitate the inclusion of restaurants throughout the area. Restaurant uses requesting dine-away focus should be required to include online ordering and timed curb side pickup. This will eliminate the need for an ordering speaker and car stacking space on site. These two elements – speakers and stacking – have a negative impact on mixed-use areas by disrupting the pedestrian environment and creating noise issues for adjacent residents.

APPENDICES

A. Highest & Best Use Analysis 29
B. Farmington FrontRunner Park-and-Ride Parking Comparison;
Farmington Station Transit Ridership Split Analysis 39
C. Internal Charrette Materials & Notes 57
D. Stakeholder Meeting Timeline 83

THIS PAGE IS INTENTIONALLY LEFT BLANK

Purpose

The North Farmington Station Transit-Oriented District (TOD) functions as the northern gateway to the greater Salt Lake metropolitan area due to its location at the apex of Interstate 15 and Highway 89. Being sandwiched between The Great Salt Lake and the Wasatch Mountains creates a unique benefit; all consumers entering and existing to the north must pass through Farmington. The North Farmington Station also serves Farmington and greater Davis County commuters with a light rail station that provides connection to the greater Salt Lake region via the Frontrunner Rail and additional stations to the north serve Layton, Clearfield, Roy, and Ogden. The North Farmington Station Transit Oriented District includes approximately 300 acres of undeveloped land, one of the largest TOD development sites on the system. This area is also anchored by Station Park, an award-winning[1] regional mixed-use development with national retail, restaurants, office, and residential. These concerted assets create a recipe for economic growth and prosperity, which must be planned and guided to ensure the district vision and potential is reached.

A Masterplan was completed in 2016 with the Utah Transit Authority (UTA) and the City of Farmington for this area, however since 2016 The North Farmington Station Area has undergone dynamic changes. During this period, ownership has changed, most of whom have consolidated with mixed-use developers or have formed partnerships with developers to take advantage of the location and development potential. In addition, the market has shifted, and each of these proposed developments has uncoordinated programs and unresolved infrastructure issues. In response, the city amended the regulating plan, addressing block structure and infrastructure to accommodate a new planned interchange and development patterns.

Going forward the city must make significant investment to align the area. Future City investment must be aligned with development opportunities to ensure that future development is sustainable and fiscally responsible. Coordinating these efforts will maximize fiscal impact and quality of life for all residents, attract a greater share of the corporate opportunities, and ensure balanced land uses. Therefore, UTA has provided funding to update the Masterplan to align development to take advantage of corporate potential, coordinate multi-modal trails and connections to rail, harness quality development along limited interstate frontage, and leverage future opportunities to create high-quality amenities to increase the quality of life for Farmington residents and increase economic development.

[1] https://www.randoco.com/2013/station-park-receives-most-outstanding-project-award/

Benefits of Mixed-Use TOD's

Farmington is an established community with a diverse distribution of land uses, but there is still significant opportunity to bolster sustainability by taking advantage of first-class, mixed-use development, especially within the TOD context. Mixed-use environments generate much greater operational efficiencies than traditional suburban development and can leverage existing infrastructure to enhance a vibrant, mixed-use destination for the community at large.

According to the American Planning Association (APA), mixed-use districts, including TOD's, create greater value because they can create increased livability. To achieve increased levels of livability, developments should encourage walkability, integrate multi-modal transportation options, increase public and open spaces, create active/programmed places (street dining, pop-up shopping, food trucks, etc.), optimize development potential, and provide a context-sensitive housing mix to support residents of various life stages.

By optimizing land use and accessibility, TODs decrease traffic congestion, improve air quality and public health, lower the cost of living, and make opportunities more accessible (tod.org). Beyond that, successful TODs are destinations designed for people that reflect the core values and priorities of the community. They occur within the existing urban context and compliment the surrounding area. Streets, paths, buildings, open space, and other aspects of the environment are organized to optimize access to and from public transit, making it convenient for people to get where they want to be.

According to Robert Grow, CEO of Envision Utah, "TODs may become economic generators for their communities because of their variety and intensity of land use." Additionally, research shows that thirty-seven percent of new office buildings are around TOD's. This activity can be attributed to places that are situated on or near rail stations.

This Market Assessment will enable the planning team to create a market-based development program, understand timing of and capacity for phasing purposes, and accommodate phased development of various ownership parcels within one cohesive development that will maximize values for the property owners, the City, and future occupants within the district.

Executive Summary

Retail Demand - The existing retail at Station Park, connectivity via interstate and rail, as well as synergy with the Lagoon has allowed the site to establish itself as a significant regional retail destination. As a result, the retail trade area serves a significant geographic area with a population of 387,731. The result of the large regional population is significant purchasing power, and ultimately a need for a significant variety of retail goods and services. The site is ideally positioned to capitalize on the significant amount of retail demand, with the ability to support 483,183 square feet of unmet demand.

Corporate Demand - With strong regional talent, connectivity to the greater region, and market fundamentals to support development, the study area is positioned to capture a significant amount of office development. A corporate campus of ~250,000 square feet could be absorbed on an annual basis, assuming appropriate planning and context are integrated into the larger development (housing, goods and services, infrastructure, etc.)

Residential Demand - Based on current and anticipated home ownership and rental rates, there is demand for 900 rental units and 708 owner-occupied housing units that the North Farmington Station TOD area can capture on an annual basis. The total demand for units is broken down further by income-qualified rent and home prices by age groups. The analysis assumes a moderate capture rate of the regional demand, designed to reflect the study area's potential portion of capture.

Emerging Objectives:

Based upon planned developments and input from stakeholders and staff, the following economic development-oriented objectives have been outlined as critical steps to achieving the envisioned first-class development:

- Balanced and purposeful integration of mixed-use - Creating high-quality mixed-use developments through thoughtful merchandising with the appropriate scale and density. The integration and utilization of well-defined development principles will be critical to maximize economic development opportunities. These developments should be mindful of the existing uses throughout the community and seek to leverage the existing and desired character set forth while creating a unique feel.

- Create sustainable development that continues to increase in value over time - Creating high-density districts with first-class amenities will help create the context to attract a wide range of choice talent and corporate users. Developments should relate to both the built and natural environments to maximize the value of the human experience. As properties are developed, they should relate to adjacent commercial development and incorporate appropriate transitions so that as the district develops future projects are thoughtful of adjacent uses.

- Create a phased approach that minimizes risk and maximizes returns for the city and its neighbors - Future development should be balanced so that it does not diminish the value of existing development but scales with density to achieve the greatest amount of economic impact. Quality development generally develops over time across multiple economic cycles; therefore, having strong standards in place will allow for incremental growth over time that increases in value.

- Encourage development that maximizes the tax benefits for the City of Farmington - Quality development requires substantial public and private infrastructure. These include roads, sewer, water, drainage, parks, open space, and cost to provide public services. In addition, these facilities must be maintained and eventually replaced. Future growth, therefore, must accommodate revenues that service the public investment. Quality development will create opportunities to attract additional businesses, grow a vibrant population, and provide exciting destinations for the community; however, the city should encourage quality developments that ensure long-term growth of the tax base and quality of life to maintain fiscal sustainability and resiliency.

- Preserve natural areas and protect open space. - Open space can include public and private property. It can be active, passive, recreational, or nonrecreational. Open space has proven not only a valued amenity for human psychology, but study after study has shown that developments that integrate open space demand greater returns.

catalyst

Market Demand

Residential

To understand residential demand for the Farmington Station Area, Catalyst calculated residential demand for the competing region, defined as Davis County. The resulting regional demand was calibrated based upon Farmington Station Area's potential capture rate to arrive at a realistic absorption rate on an annual basis. The capture rate used to inform Farmington Station Area's potential capture of regional demand was informed through the utilization of historical building permits and future household projections. Demand for residential units within the Farmington Station Area is a function of projected growth across the greater region, meaning the station area will compete to capture these households amongst other communities, as well as other locations within Farmington.

To configure and better understand the potential demand, it was broken down not only by income categories, but also by age groups. This level of analysis allows for a significantly greater understanding of the potential product types in demand as the associated groupings tend to represent different preferences in terms of home typologies.

Our analysis indicates that the region is projected to gain over 1,850 total new households on an annual basis over the next five years due to net migration and natural increase (residents entering the homebuying life stage). The annual household growth is anticipated to generate potential demand for 1,195 new households based on the number of qualified earners coupled with the existing ownership propensity throughout the region. However, potential demand for new households is also significantly influenced by potential capture of those in turnover; represented by both existing owner (3,524) and renter-occupied (3,525) households who anticipate purchasing a new household upon moving. The total potential demand for new households in the region is anticipated to exceed 4,700 on an annual basis for the region. The tables below represent the relationship of qualified household income to attainable home value/affordable monthly rental rate.

Owner-Occupied **Qualifying Household Income**	**Home Value**
Less than $35,000	Less than $100,000
$35,000 - $50,000	$100,000 - $150,000
$50,000 - $75,000	$150,000 - $200,000
$75,000 - $100,000	$200,000 - $250,000
$100,000 - $150,000	$250,000 - $350,000
$150,000 - $200,000	$350,000 - $450,000
Greater than $200,000	Greater than $450,000

catalyst

Renter-Occupied **Qualifying Household Income**	**Monthly Rent**
Less than $35,000	$500 - 750
$35,000 - $50,000	$750 - $1,000
$50,000 - $75,000	$1,000 - $1,500
$75,000 - $100,000	$1,500 - $2,000
Greater than $100,000	Greater than $2,000

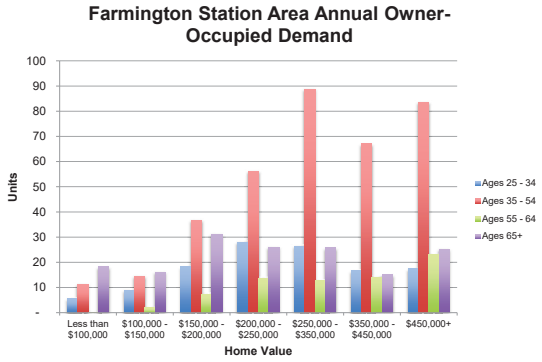
The Farmington Station Area is positioned to capture a sizable portion of potential future development based on existing gravity, access to jobs/population, transportation, and a variety of other factors. Limiting factors include physical constraints, zoning, drainage and floodplain, and ownership goals.

Owner-Occupied Demand

With regards to owner-occupied demand, across all income categories, our projections show that the Farmington Station Area has the potential to capture more than 700 new owner-occupied units annually based on a conservative capture rate (15% of regional demand), of which, there is demand for over 59% of total new homes valued above $250,000. To better understand, the owner-occupied residential demand was broken down not only by income categories, but also by age groups.

Most of the potential demand is anticipated to be generated by the 35 – 54-year-old age group (51%), while there is also moderate demand (22%) for the age 65+ group and 25-34 age group (17%). The consumer preferences between age groups illustrate a desire and ability for the station area to offer a variety of home typologies and product types, based on context and location among other factors. The chart below illustrates the potential annual demand for owner-occupied housing by age group within the station area.



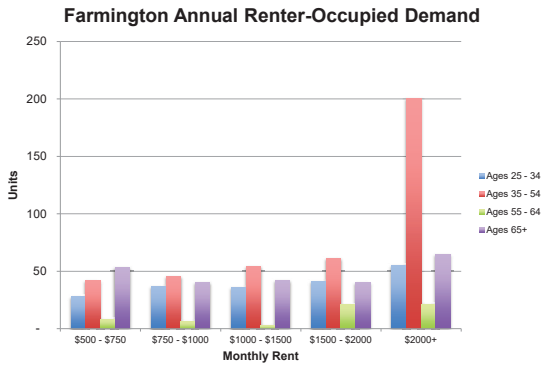


Renter-Occupied Demand

The analysis of renter-occupied demand shows most of the total 900/annual unit demand (56%) is anticipated to accommodate units that support the market rate of $1,500 + monthly rent. The age group anticipated to generate the most demand is the 35 – 54-year-old age group (45%). The second largest amount of renter-occupied demand is generated by the 65+ age group (27%). The product typology for each of these age groups and price points can vary based on context.

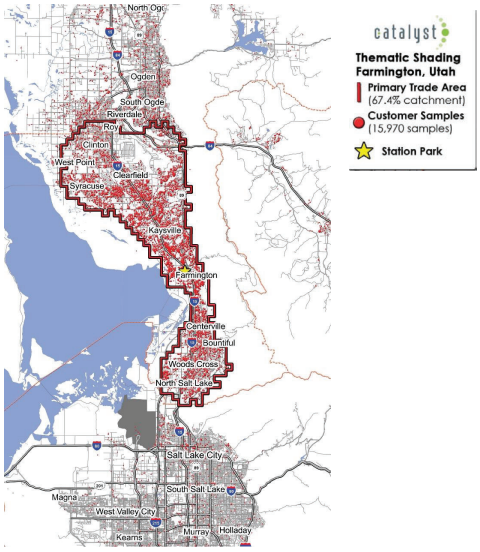
According to Robert Grow, “Since 2010, 43% of all new multifamily units built in the Wasatch Front have been built within half a mile of a rail station, which is about a thousand steps. So that means we’re building lots of housing which is transit-oriented development where people can have housing right near the station and be able to use the transit system and avoid using a car and lower the cost. “





Retail

In February 2021, Catalyst conducted a customer intercept study that included nearly 16,000 unique samples. These samples were collected from the Farmington Station using Common Evening Locations (C.E.L). These samples were geocoded to statistically construct the PTA. Catalyst utilized a conservative 67.4% capture rate of the total samples to define the Primary Trade Area. Due to the regionality and gravity of Station Park, the resulting trade area is reflective of a large destination-based population served by an area covering much of the metro area. The population of the PTA is greater than 387,731 residents.



Trade Area Summary

- Population – 378,731
- Households – 116,661
  - Owner-occupied – 75%
  - Renter-occupied – 22%
  - Vacant – 4%
- Median Household Income - $85,544
- Average Household Income - $101,242
- Median Home Value - $316,218
- Per Capita Income - $31,215
- Median Age – 31
- % Population 18+ - 68%

To calculate potential demand in square footage, Catalyst analyzed leakage within the PTA (potential demand in dollars less the existing supply in dollars). The result is retail gap or "leakage", the amount of dollars being spent on retail categories outside of the community. To calculate demand in square footage, Catalyst analyzed retail leakage within the PTA including the estimated individual demand generated from the regional student population, local workforce, commuter traffic, visitor, and residential drivers, and converted the amounts to square footage based on extensive industry knowledge and experience.

Population growth and the resulting household growth is generally the largest driver of retail demand for communities, especially in communities that are not served by disproportionate amounts of employees (major employment centers, central business districts, etc.). The residential component of the community often provides up to 80% of total retail demand in each market. Purchasing power represents the ability of a specified geography to purchase goods and services based upon the relationship of population and median household income. Research conducted by the International Council of Shopping Centers (ICSC) indicates that individuals spend 24% of their income on retail goods and services. The resulting retail goods and services purchasing power for the PTA is nearly $2.4 Billion, which equals out to 6,000,000 square feet of supportable retail goods and services (assuming $400/square foot). While the amount of retail leakage within the PTA indicates oversaturation in several categories, the undersupplied categories accrue a total 422,799 square feet of potential unmet retail demand. This potential demand accounts for categories that are currently underserved, although some oversaturate categories prove to be more resilient towards market factors and oversaturation, inducing additional demand.

With connectivity to the rest of the region via I-15, and FrontRunner rail, the site is uniquely positioned to funnel and capture destination retail gravity along these transportation routes. According to the UTA, roughly 157 people on average board the FrontRunner at Farmington Station. According to the Utah Department of Transportation (UDOT), nearly 125,000 vehicles pass by the site along I-15 daily. The resulting demand generated by commuters totals just shy

of 15,000 square feet of demand. Gateway features and a pronounced street edge can be an integral part of attracting potential visitors and can help establish and define boundaries and celebrate an identity. The perception of a development and its ability to attract and retain interest is often shaped by the quality and experience-related key thoroughfares.

Workforce generated demand represents a strong opportunity and existing component of the overall retail demand, especially with regards to daytime population and goods and services that facilitate the workers' life. Increased corporate presence will allow the study area to remain active throughout the day, supporting goods and services, while creating partnerships between the community and employer. Typical goods and services that are driven by workforce and commuters generally include: grocery stores, health and beauty stores, gas stations, general merchandise stores, office supply stores, sporting goods stores, and restaurants and eating establishments. Workforce generated demand accounts for more than 42,000 square feet of the total potential demand for the station area.

While existing demand may be satiated by future development, future population and household growth within the PTA will continue to generate additional demand for goods and services. For example, households with a median income of $100,000 are anticipated to generate an additional $24,000 in purchasing power. At a 70% capture, each additional household making $100,000 can be estimated to generate 42 square feet of demand for retail goods and services. If the PTA adds an additional 1,000 households, this will generate demand for 4,200 square feet of retail development. Similarly, increased regional employment and traffic volumes will only increase demand as well.

According to the Urban Land Institute's (ULI) Emerging Trends in Real Estate (2021), several thousand interviewees and survey respondents indicated that "one of the most oft-mentioned themes that we heard was that COVID-19 did not create new trends but accelerated those that were already underway." To continue growing and thriving, cities will be tasked with creative adaptation. While there is no prescribed response, it's mentioned numerous times by professionals and industry experts that additional green space and outdoor activities should continue to improve livability for existing residents while retaining and attracting residents who continue to value an urban lifestyle.

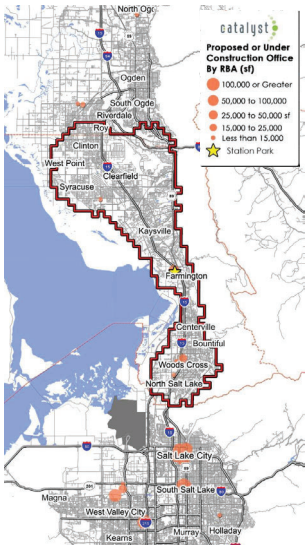
The role of mixed-use, pedestrian-focused developments in cities continues to evolve from the historical perspective as a community's retail shopping hub to a cultural and entertainment destination providing a variety of uses and cultural events within a walkable context. Building upon and enhancing a walkable urban environment within Farmington will enhance and fortify its long-term well-being and sustainability. Both the immediate context and character of these environments are characterized by a street grid pattern with walkable blocks, and a variety of land uses.

Potential Supportable Retail Square Footage by Retail Category

Category	NAICS	Workforce	Commuter	Residential	Total
Auto Parts, Accessories & Tire Stores	4413	-	457	-	457
Furniture Stores	4421	-	-	23,715	23,715
Home Furnishings Stores	4422	-	-	12,876	12,876
Electronics & Appliance Stores	4431	1,762	575	686	3,023
Bldg. Material & Supplies Dealers	4441	-	-	54,829	54,829
Lawn & Garden Equip & Supply Stores	4442	-	-	818	818
Grocery Stores	4451	3,684	1,635	94,885	100,246
Specialty Food Stores	4452	-	-	26,350	26,350
Beer, Wine & Liquor Stores	4453	-	-	1,463	1,463
Health & Personal Care Stores	446,4461	7,109	575	92	7,798
Gasoline Stations	447,4471	-	7,613	8,414	16,028
Clothing Stores	4481	1,326	628	142	2,119
Shoe Stores	4482	1,823	1,150	-	3,016
Jewelry, Luggage & Leather Goods Stores	4483	1,389	548	8,949	10,907
Sporting Goods/Hobby/Musical Instr. Stores	4511	790	575	-	1,365
Book, Periodical & Music Stores	4512	-	-	7,441	7,441
Department Stores Excluding Leased Depts.	4521	2,370	575	-	2,945
Other General Merchandise Stores	4529	10,937	863	37,271	49,071
Florists	4531	-	-	1,545	1,545
Office Supplies, Stationery & Gift Stores	4532	2,674	575	1,402	4,651
Used Merchandise Stores	4533	-	-	-	-
Other Miscellaneous Store Retailers	4539	-	-	46,363	46,363
Full-Service Restaurants	7221	3,474	967	77,791	82,279
Limited-Service Eating Places	7222	4,679	1,370		6,114
Special Food Services	7223	-	-	7,165	7,165
Drinking Places - Alcoholic Beverages	7224	-	-	10,602	10,602
Total Demand (SF)		**42,016**	**18,107**	**422,799**	**483,183**

Office

Utah's thriving tech sector is driving much of the state's economic success, sourcing from its deep talent pool and relative affordability, especially compared with other growing tech hubs of the west coast. Examples of this phenomenon can be seen through a variety of developments, but perhaps none more pronounced than the Silicon Slopes, the hub of Utah's startup and tech community, and the University of Utah Research Park, also known as Bionic Valley, a bioengineering epicenter on the campus of the University of Utah in Salt Lake City.



Site Selection Magazine discusses how the success of mixed-use developments has changed the relationship between major employment and retail in an urban area, stating that "the once-discrete markets of office and retail" now share an "interwoven nature of value" in context of planning and development, meaning it is important to strike a balance between attracting new major employers and establishing new retail hubs.

Regional Characteristics

According to the Davis County Community & Economic Development department, nearly 1 in 4 jobs in the county are in government. Most of those jobs are a result of Hill Air Force Base, which constitutes over 20,000 jobs related to military, civil services, and private contracting. There are several other large regional employers located in Davis County. Davis County is home to a total of 99,735 employees, of which Farmington constitutes roughly 9.5% of total employment. A breakdown of local employment by industry is in the Appendix.

The acronym "STEM" (Science, Technology, Engineering, and Mathematics) is widely used in discussions across government, academia, and business, to characterize employment with an increased emphasis on innovation and its implications for the economy and labor market. Another

implication of STEM employment is the utilization of office space, as these employment categories tend to rely on office employment to carry out daily activities. Of the total employment in Davis County, an estimated 39% fall within the STEM category (Information, Finance & Insurance, Real Estate Rental & Leasing, Professional, Scientific & Tech Services, Management of Companies & Enterprises, Educational Services, Health Care & Social Assistance, and Arts, Entertainment & Recreation) compared to more than 51% in Farmington. According to the Utah STEM Action Center, 10% of Utah's $150 billion economic activity is directly related to STEM activities. Concerted efforts throughout the state provide opportunities for kids to learn the necessary skills and develop them into viable employment opportunities. Regional partnerships and opportunities related to STEM make the state a premier destination for tech start-ups and local employers invested in the community. Local employers that have previously supported the STEM Awareness Campaign included Comcast, Merit Medical, Nelson Labs, IMFlash, L3, NuSkin, and ATK.

Analyzing existing employment in Farmington reveals a pattern of commuter-oriented employment. According to the U.S. Census Bureau, over 90% of people who work in Farmington live outside of the community, leaving less than 10% of the City's workforce as both residents and workers. Opportunities exist to create employment that serves the highly-educated, white-collar workforce that exists in Farmington. A table of the existing workforce characteristics in Farmington is found in the Appendix.

Corporate Attraction Factors

Corporate attraction requires satisfactory access to workforce characteristics. Some key characteristics that help inform the (re)location of corporate campus' are characterized below:

- Access to talent
- Distance to airports
- Access to a variety of transportation networks (multimodal)
- Synergies with the existing or similar industry employment (clustering)
- Availability of infrastructure (water, sewer, fiber, rail, etc.)
- Physical design and features
- Housing that supports the workforce
- Entertainment / community components

Access to Talent:

Under most circumstances, within 20 minutes of Farmington you can be at Weber State University, Hill Air Force Base, Downtown Ogden, Downtown Salt Lake City, or University of Utah.

Distance to Airport:

Farmington is only 20 minutes away from Salt Lake International Airport via car and due to the Farmington Station, commuters can access the airport via the Green Line and Front Runner within 1 hour.

Access to multi-modal transportation:

With regards to prospective development, transportation was top of mind for most of the developers and corporate end users interviewed in the 2020 Gensler US Workforce study. Almost all participants were involved in local or regional initiatives to reduce the friction for their employees to travel and to get to work daily. Examples of efforts to improve transportation connectivity ranged from integration of high-speed rail to more direct flights, to shuttle services, to transportation as a service. Farmington is ideally positioned to support a variety of transportation methods including auto, commuter rail, and pedestrian (walking/biking).

Capturing a regional office market

The greater Ogden office market is home to over 14 million total square feet of office space product, distributed across 981 buildings. Of the total office space in the market, only 9.3% (1,308,126 square feet) is Class A.

Since 2005 Farmington has absorbed 250,777 square feet of office space compared to 2,934,223 absorbed throughout the entire Ogden market. All of Farmington's Class A office (2 buildings) has been absorbed since 2017. Alternatively, just under 60,000 square feet of the office space in Farmington is Class A.

Currently, 7.4% of the total office space in the market is vacant, compared to 11% of the Class A. While the average absorption for the Ogden market has registered at just under 175,000 square feet since 2005, nearly 45,000 of that has been Class A. The current gross direct rent of $24.77 in Farmington is significantly higher than the $18.87 in the market.

The adjacent map shows office under construction or planned in the greater Farmington region.

Given the historical rate of absorption, lack of Class A product, and established regional context, it's feasible to believe that a corporate campus of ~250,000 square feet could be absorbed on an annual basis.

Program Justification

New experiential and entertainment uses centered on one-of-a-kind activities such as art, amusements, or food, are continuing to push the boundaries of what is supportable in shopping centers. Noticeable increases in food uses across retail venues can be observed, including food halls, which now seem ubiquitous in some areas.

	Owner-Occupied Residential	Renter-Occupied Residential	Retail	Office
Demand	**High**	**High**	**Moderate**	**High**
Opportunities	Mixed-use / Planned Development. Strong population growth and regional job market create high demand for quality housing. White-collar residents can serve the local workforce. Existing neighborhoods have set precedence for high-quality development.	Mixed-use / Planned Development. High-quality product that connects and accentuates the existing neighborhood fabric. Connectivity and open space are highly desirable amenities.	Mixed-use. Access to a largely regional population, as well as neighborhood. Growing population and incomes will create demand for additional retail. Leverage existing retail gravity from Center Park.	Corporate Campus. Access to a high-quality local population that can provide an employment pool. Multimodal transportation allows for draws from the entire region. Interstate frontage. Few owners make development more plausible. Access to vast trail network and regional interstate with corporate visibility

Challenges	Providing wide range of housing to accommodate local workforce without creating adjacency issues.	Creating balanced neighborhoods and placement of strategic higher density product to activate developments and above commercial to maximize yield	Competing with area planned centers and second-generation space (if available)	Location is a greater distance from the SLC urban core. The Salt Lake region is a secondary market in the US.
Target	Market rate. Moderate rate. High-density	Mixed- high density product	Regional retail, entertainment, restaurants, local service, and daily needs	Class A corporate campus, co-working, regional satellite office space to cater to suburban population.
Target Market Values	$250K + home values. Mix of market with affordable mix.	$2 +/SF rental rate	$20+/SF rental rate	+/- $30/SF rental rate in market
Absorption	Demand for 708 units annually	Demand for 900 units annually	Demand for over 480,000 SF across all categories	Demand for +/- 250,000 SF annually

Fiscal Summary

The proposed concept plan includes over 8M square feet of commercial/office, approximately 531,000 square feet of retail, and more than 8.25M square feet of residential product supporting 8,259 residential units including 350 townhomes. In addition, there are 49 additional parking facilities to accommodate the proposed program. The remainder is proposed for parks, open space, and public facilities and amenities.

Proposed Building Square Footage/Units	**SF/Units**	**Unit Size**	**SF**
Commercial Office	8,029,800		
Retail (1 level)	531,000		
Residential Multi Family Sq. Ft.	8,259,000		
Residential Units (1 DU / 1k sf)	8,259	2,500.0	17,238,000
Townhomes Units (west-side buffer)	264	1,800.0	475,200
Townhomes - Wasatch Properties (9.41 acres)	86	1,800.0	154,800
Apartments - Wasatch Properties (7.67 aces)	459	800.0	367,200

The proposed program creates over $5.6B in net new proposed development, and $349M in additional parking facilities. The total project value at build-out is estimated at nearly $6B.

Based upon local tax rates, the project would generate over $75M in annual net new fiscal benefits to the City of Farmington, Davis County, and local taxing entities.

PROPERTY TAXES:		**Tax Rate**	**Annual Taxes**
Total Property Tax	*Effective Rate:*	0.012537	**$75,085,333**

In addition, the additional commercial would create an estimated $106M in additional commercial revenue that would equate to an additional $7.7M in additional property taxes.

Estimated Gross Sales		$106,200,000
Utah	4.85%	$5,150,700
Davis Co	1.80%	$1,911,600
City of Farmington	0.10%	$106,200
Davis Co Tr	0.50%	$531,500
Total	**7.25%**	**$7,699,500**

Note: Assumptions are based upon similar projects and current tax rates. Results are subject to change and limited to the amount of actual future development that occurs. Future development could be affected by changing market conditions, entitlement, availability of infrastructure, and other uncontrollable or unforeseen events.

THIS PAGE IS INTENTIONALLY LEFT BLANK