

## **Staff Report**

**To: Francis City Planning Commission**

**From: Marcy Burrell**

**Report Date: April 10<sup>th</sup>, 2018**

**Meeting Date: April 26<sup>th</sup>, 2018**

**Title: City Center Zone or Town Square Zone**

**Type of Item: Code Text Amendment**

### **Executive Summary:**

The purpose of this zone is to create a “City Center” or “Town Square” at the heart of Francis 600 ‘ft. in diameter surrounding the flashing four way stop. (See proposed zoning map attached.) The intent of this zone is as follows:

- A. To create a strong identity for Francis City.
- B. To encourage private and public investment, attract shoppers and visitors, and appeal to existing and new residents.
- C. Promote development of a compact, pedestrian-oriented City Center consisting of a high-intensity employment center, vibrant and dynamic mixed-use areas, and residential living environments.
- D. Promote a diverse mix of residential, business, commercial, office, institutional, educational, and cultural and entertainment activities for workers, visitors, and residents;
- E. Encourage pedestrian-oriented development within walking distance.
- F. Create a place that represents a unique, attractive, and memorable destination for visitors and residents;
- G. Enhance the community’s character through the promotion of high-quality urban design.
- H. To provide opportunities to increase the city’s tax base, thereby helping to fund public improvements and public services.

**Community Review:** A public hearing is required and public comment is encouraged.

**Staff Recommendations:** Discuss options of what you would like to see in a “Town Square” and make a list of permitted uses you would like to see. See pictures below:















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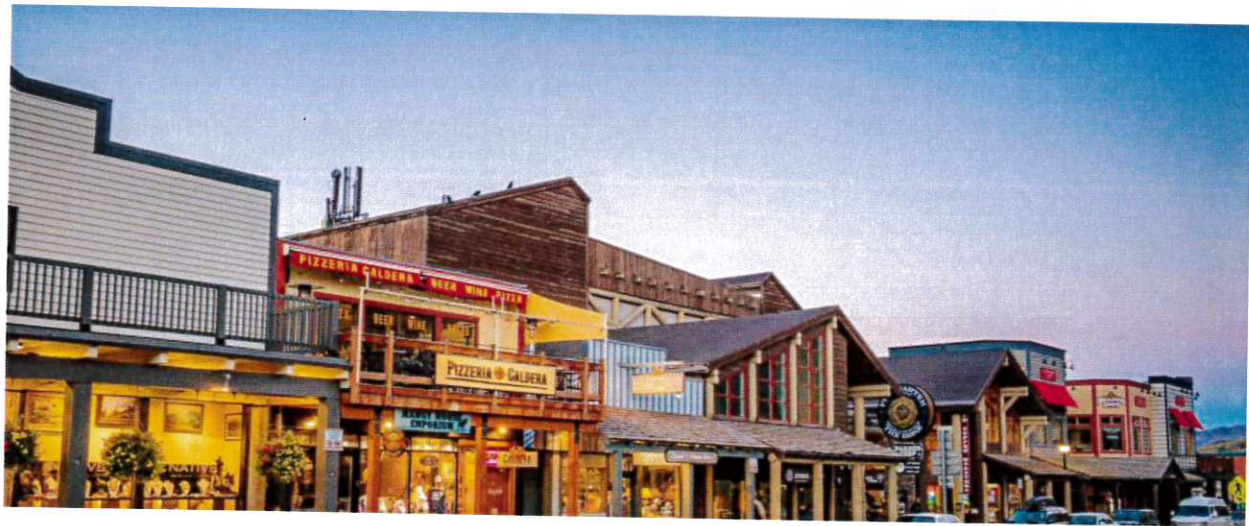














## Staff Report

**To:** Francis City Planning Commission

**From:** Marcy Burrell

**Report Date:** April 24<sup>th</sup>, 2018

**Meeting Date:** April 26<sup>th</sup>, 2018

**Title:** Stewart Ranches

**Type of Item:** Annexation Petition continued

### Timeline:

On Oct. 26<sup>th</sup> 2015 Stewart Ranch petitioned the City Council to annex into Francis City. It was approved for consideration at that time. The applicant Rex Campbell came before the Planning Commission on Feb. 18<sup>th</sup>, 2016, proposing 73 lots on the valley floor, which included 7 lots on the hillside. (see original concept attached) The Planning Commission motioned to table the application with these conditions: have a wild life study, traffic study, resolve water issues and create more open space. The applicant decided to come back with a conservation subdivision to create more open space and brought Pete Gillwald on board.

The developers met with the Planning Commission on Nov. 16<sup>th</sup>, 2017, having all the conditions met and presented a new Cluster Development Concept "A." (see attached) It proposed 137 lots ranging from 8,000 sq. ft lots to .81 acre lots on the valley floor along with 7 lots along the hillside that range from 1-7 acres. The grand total equaled 144 lots. The Planning Commission's review at that time was that the roads master plan needed to be addressed with the layout, along with coming up with a different solution for the shared driveways. The consensus was that the Planning Commission liked the open space compared to the 1 ac. grid pattern lots in the original concept but did not approve of the increase number of lots.

On Jan. 11<sup>th</sup>, 2018 the developers presented a new concept "B" (see attached). They went back to the drawing board and reconfigured some of the lots to range from 8,000 sq. feet to .33 or 1/3 acre lots on the valley floor but did not change the 7 lots on the hill side. They took away the shared driveways and roundabouts and inserted the master planned roads which reduced the overall number of lots to 129. The Planning Commission requested the developers compromise between the configuration layout of concept "A," while keeping the reduced number of lots of concept "B."



### **Executive Summary:**

Francis City staff has been working on a Conservation Subdivision Ord. that could coincide with this pending annexation and any future subdivisions. The developers would like to present two options "C" and "D" for the Planning Commission that they feel go along with the draft Conservation Subdivision Ord. To compare apples to apples these concepts show the layout on the valley floor only. The 7 lots on the hillside remain unchanged, however the lot count represents the valley floor and hillside combine total.

- Option "C" has 146 lots with an increased number of shared driveways. The developers felt this would benefit the City because the shared driveways would be private and not maintained by the City. These lots range from 10,000 sq. ft to ½ acre with 53.6% of the project in raw open space. (See attached)
- Option "D" has 159 lots including 30 townhomes. The town homes will take up less ground and allow for more open space and offer a variety of housing types in Francis. The open space went up to 55.69% raw open space. All roundabouts were eliminated from this concept but there is still an increased number of shared driveways. (See attached)

**Community Review:** A public hearing has previously been held. No public comment at this time is required.

### **Staff Recommendations:**

Staff recommends working through the annexation process while finalizing the conservation subdivision ord. to provide a basis for future conservation subdivision developments to be consistent. The developers are anxious to annex and need specific direction to move forward to City Council therefore staff recommend one of the following:

**Accept Annexation:** Choose the best option that benefits the City and approve with conditions you deem necessary. By negotiating annexation of these parcels, it will ensure an organized subdivision that connects to City infrastructure and utilize City utilities. A potential benefit might include dedication of water infrastructure and road infrastructure connecting Francis residents more efficiently.

**Deny Annexation:** The General Plan states that development should be encouraged within the existing boundaries as a first priority. The developers consistently come back with an increased amount of lots which does not create an overwhelming benefit for the City.



T+L FAMILY

GINES LANE  
WOODLAND BENCH RANCHES

SCALE IN FEET  
1"=150'  
(24"x36" SHEET ONLY)

|          |          |          |
|----------|----------|----------|
| 10-28-73 | 10-28-73 | 10-28-73 |
| 10-28-73 | 10-28-73 | 10-28-73 |

CIVIL ENGINEERING • CONSULTING • LAND  
CONSTRUCTION MANAGEMENT

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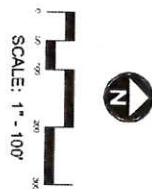
Original Honey



# Stewart Ranches Cluster Development Concept Westside Lot Layout

October 26, 2017

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| Westside Area Tabulations |                     |
|---------------------------|---------------------|
| Westside Area             | 85.11 Acres         |
| Lot Area                  | 24.50 Acres (28.8%) |
| Open Space                | 47.72 Acres (56.1%) |
| Interior ROW              | 12.89 Acres (15.1%) |



Concept A  
44b



# Stewart Ranches Cluster Development Concept

## Westside Lot Layout

January 09, 2018

|                                 |                     |
|---------------------------------|---------------------|
| <b>Project Area Tabulations</b> |                     |
| Total Area                      | 127.71 Acres        |
| Lot Area                        | 47.64 Acres         |
| Interior ROW                    | 14.86 Acres         |
| Open Space                      | 65.22 Acres         |
| Lot Green Space                 | 12.00 Acres         |
| ROW Green Space                 | 9.00 Acres          |
| Total Green Space               | 86.22 Acres (67.5%) |

|                                  |                     |
|----------------------------------|---------------------|
| <b>Westside Area Tabulations</b> |                     |
| Westside Area                    | 85.11 Acres         |
| Lot Area                         | 39.24 Acres         |
| Interior ROW                     | 13.46 Acres         |
| Open Space                       | 32.41 Acres         |
| Lot Green Space                  | 6.10 Acres          |
| ROW Green Space                  | 8.41 Acres          |
| Total Green Space                | 46.92 Acres (55.1%) |

|                                  |                     |
|----------------------------------|---------------------|
| <b>Eastside Area Tabulations</b> |                     |
| Eastside Area                    | 42.60 Acres         |
| Lot Area                         | 8.40 Acres          |
| Interior ROW                     | 1.39 Acres          |
| Open Space                       | 32.81 Acres         |
| Lot Green Space                  | 5.90 Acres          |
| ROW Green Space                  | .59 Acres           |
| Total Green Space                | 39.30 Acres (92.2%) |



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LANDSCAPE SOLUTIONS

Concept E  
129



# Project Area Tabulations

|                   |                     |
|-------------------|---------------------|
| Total Area        | 127.71 Acres        |
| Dwelling Units    | 146 Units           |
| Lot Area          | 45.42 Acres         |
| Interior ROW      | 13.80 Acres         |
| Open Space        | 68.51 Acres (53.6%) |
| Lot Green Space   | 7.55 Acres          |
| ROW Green Space   | 8.07 Acres          |
| Total Green Space | 84.11 Acres (65.9%) |

# Stewart Ranches Cluster Development Concept Westside Lot Layout

March 09, 2018



## Westside Area Tabulations

|                   |                     |
|-------------------|---------------------|
| Dwelling Units    | 139 Units           |
| Westside Area     | 85.11 Acres         |
| Lot Area          | 37.02 Acres         |
| Interior ROW      | 12.41 Acres         |
| Open Space        | 35.68 Acres         |
| Lot Green Space   | 1.65 Acres          |
| ROW Green Space   | 7.48 Acres          |
| Total Green Space | 44.50 Acres (52.3%) |

## Eastside Area Tabulations

|                   |                     |
|-------------------|---------------------|
| Dwelling Units    | 7 Units             |
| Eastside Area     | 42.60 Acres         |
| Lot Area          | 8.40 Acres          |
| Interior ROW      | 1.39 Acres          |
| Open Space        | 32.81 Acres         |
| Lot Green Space   | 3.90 Acres          |
| ROW Green Space   | .59 Acres           |
| Total Green Space | 39.30 Acres (92.3%) |

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Concept  
1461



# Project Area Tabulations

|                   |                     |
|-------------------|---------------------|
| Total Area        | 127.71 Acres        |
| Dwelling Units    | 159 Units           |
| Lot Area          | 44.61 Acres         |
| Interior ROW      | 11.67 Acres         |
| Open Space        | 71.43 Acres (55.9%) |
| Lot Green Space   | 9.10 Acres          |
| ROW Green Space   | 5.73 Acres          |
| Total Green Space | 86.26 Acres (67.5%) |

# Stewart Ranches Cluster Development Concept

## Westside Lot Layout Townhome Plan

April 9, 2018

| Westside Area Tabulations |                      | Eastside Area Tabulations |                     |
|---------------------------|----------------------|---------------------------|---------------------|
| Dwelling Units            | 152 Units            | Dwelling Units            | 7 Units             |
| Westside Area             | 85.11 Acres          | Eastside Area             | 42.60 Acres         |
| Lot Area                  | 36.21 Acres          | Lot Area                  | 8.40 Acres          |
| Interior ROW              | 10.28 Acres          | Interior ROW              | 1.39 Acres          |
| Open Space                | 38.62 Acres          | Open Space                | 32.81 Acres         |
| Lot Green Space           | 3.20 Acres           | Lot Green Space           | 5.90 Acres          |
| ROW Green Space           | 5.14 Acres           | ROW Green Space           | .59 Acres           |
| Total Green Space         | 46.96 Acres (55.17%) | Total Green Space         | 39.30 Acres (92.2%) |



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LAND SOLUTIONS  
LAND DESIGN & DEVELOPMENT

Concept I  
159



## **DRAFT** 17.60 Conservation Subdivision

- 17.60.05 Definition
- 17.60.10 Purpose
- 17.60.15 Applicability
- 17.60.20 Process
- 17.60.25 Dimensional Standards and Multi-family option
- 17.60.30 Design Standards
- 17.60.35 Use Regulations
- 17.60.40 Conservation Land and Design Standards
- 17.60.45 Permanent Protection of Conservation Lands
- 17.60.50 Ownership of Conservation Lands
- 17.60.55 Maintenance of Conservation Lands

### **17.60.05 Definition:**

Conservation subdivisions (CSDs) are a design strategy that attempts to preserve undivided, buildable tracts of land as communal open space for residents. In a conservation subdivision, ideally 50 to 70 percent of the buildable land is set aside as open space by grouping homes on the developed portions of the land. This process was designed and promoted by Randall Arendt. It begins by identifying land to be conserved and ends with drawing in lot lines for the planned homes. These design steps occur in an order opposite that of conventional subdivisions.

### **17.60.10 Purpose**

The purpose of this Chapter is to:

1. Encourage the preservation of open land for its scenic beauty and to enhance open space, forestry, agricultural and recreational use.
2. Provide for a diversity of lot sizes, building densities, and housing choices to accommodate a variety of age and income groups, and residential preferences.
3. Provide greater design flexibility and efficiency in the siting of services and infrastructure, including the opportunity to reduce the length of roads, utility easements, and the amount of paving required for residential development.
4. Encourage innovation and promote flexibility, economy and ingenuity in development.
5. Preserve the natural environment, including those areas containing natural features such as meadows, streams, farmland, wildlife corridors and/or habitat, historical buildings and/or sites, and open space.
6. Protect areas of Francis City with productive agricultural land by conserving blocks of land large enough to allow for viable farm operations.
7. Protect sensitive lands, including those areas containing sensitive and undevelopable features such as steep slopes, floodplains and wetlands.
8. Conserve scenic views and elements of Francis City's rural and scenic character and minimize perceived density by minimizing impacts of new development from existing City roads.

### **17.60.15 Applicability**

The option to develop property as a Conservation Subdivision is voluntary and provided to developers as an alternative to the development of property pursuant to other provisions of this Land Use Ordinance. The intent of this Chapter is to encourage the creation and development of flexibly-designed open space subdivisions. Conservation Subdivisions may be developed within the Agricultural AG-2 and AG-1 zones. Conservation Subdivisions shall be developed in accordance with and subject to the development standards, conditions, procedures and regulations of this Chapter and the General Design Standards for

Subdivisions as contained in FCC Title 17 and with all other applicable subdivision ordinances and zoning regulations of Francis City.

#### **17.60.20 Process**

Applications for a Conservation Subdivision shall be submitted and processed in accordance with the requirements and procedures set forth in FCC Title 17 (Subdivisions) of this Land Use Ordinance, including submission and approval of concept, preliminary and final plans and any additional procedural requirements set forth in this Chapter. Including, but not limited to submission of a Subdivision Yield Plan, Sensitive Area Designation Plan and/or a development agreement. A Subdivision Yield Plan would exhibit the base density allowed in the underlying zone minus areas protected through Sensitive Area Designation.

Each application for a Conservation Subdivision shall demonstrate that these four design steps were followed by their site designers in determining the layout of their proposed streets, home sites, and open space.

1. Designation of Open Space and Conservation Areas (Primary and Secondary):
  - Primary conservation areas may include bodies of water, easements, floodplains, steep slopes, soils, waterways, wetlands, wooded areas, etc.
  - Secondary conservation areas may include buffers, historic components, landmarks, prime views, public vistas, etc. as determined by the Planning Commission and City Council.
2. Location of Building Sites: Home sites should be clustered and located not closer than 50 feet to wetland areas but may be situated within 50 feet of designated open space areas.
3. Street and Lot Layout: Alignment of proposed streets should provide vehicular access to each house in the most reasonable and economical way. When lots and access streets are laid out, they shall be located in a way that avoids or at least minimizes adverse impacts on open space.
4. Lot Lines: These are generally drawn midway between house locations. Lot locations will still need to meet setback requirements.

#### **17.60.25 Dimensional Standards**

Density: The permitted density for development within a Conservation Subdivision shall be determined in accordance with the Development Incentive Chart below. The percentage increase noted as the “multiplier” in the chart are percentage increases from the base density identified in the approved Subdivision Yield Plan for the proposed development. **Multi-family housing or townhomes are allowed at 25% of the total development.**

Development Incentive Chart

| Zone | Typical Lot Area | Minimum Lot Size | Required Open Space | Incentive Multiplier |
|------|------------------|------------------|---------------------|----------------------|
| AG-2 | 2 acre           | <b>½ acre</b>    | 60%                 | <b>10%</b>           |
| AG-1 | 1 acres          | <b>¼ acre</b>    | 50%                 | <b>10%</b>           |

1. Open Space Requirements: All Conservation Subdivisions shall provide at least the minimum percentage of conservation land as set forth in the Development Incentive Chart. The minimum percentage of required



conservation land for any given Conservation Subdivision shall be calculated based upon the total acreage of the property within the proposed subdivision less areas containing sensitive lands.

**Lot requirements:**

- a. Lot Width at Building Line: The minimum lot width at the building line for main buildings within a Conservation Subdivision shall be one hundred feet (100').
- b. Street Frontage: The minimum street frontage for lots within a Conservation Subdivision shall be a minimum of eighty feet (80') except along the circumference of a cul-de-sac improved to city standards where a minimum of thirty-five feet (35') may abut the street.
- c. Front Setback: The developer shall designate the building pads for main buildings in a Conservation Subdivision. Front setbacks shall be a minimum of twenty feet (20') and every other lot shall be staggered an additional fifteen feet (15').
- d. Rear Setback: The minimum rear yard setback for main buildings within a Conservation Subdivision shall be fifteen feet (15').
- e. Side Setback: The minimum side yard setback for main buildings with a Conservation Subdivision shall be ten feet (10').
- f. Side Corner Setback: The minimum side corner setback for main buildings within a Conservation Subdivision shall be twenty feet (20') from the property line in compliance with clear vision standards.

**17.60.30 Design Standards**

1. Individual Lots: Individual lots in Conservation Subdivisions shall be laid out pursuant to the dimensional standards set forth in FCC 17.60.25. Individual residential lots shall not encroach upon or contain any of the required minimum designated conservation land for the subdivision.
2. Buffer from Road: All new dwellings shall be arranged and located a minimum of eighty feet (80') from all external roads.
3. Views of house lots from exterior roads and abutting properties shall be minimized by the use of changes in topography, existing vegetation, or additional landscaping.
4. Access: House lots shall be accessed from interior streets.
5. Abutment to Conservation Lands: At least half of the lots shall directly abut conservation land or face conservation land across the street.
6. Conservation Lands: Standards pertaining to the quantity, quality, configuration, use, permanent protection, ownership and maintenance of conservation land within a Conservation Subdivision shall be in compliance with all provisions contained herein.
7. Sensitive Lands: Restriction and regulations regarding the preservation, protection, ownership and maintenance of sensitive lands within a Conservation Subdivision shall be in compliance with this Chapter of the Francis City Land Use Ordinance.

**17.60.35 Use Regulations**

1. Subdivision: Subject to use and development restrictions of sensitive lands, land within Conservation Subdivisions may be used for the following purposes:
  - a. Permitted Uses: Any use permitted in the relevant zone.
  - b. Conservation Land
  - c. Accessory Uses: Any permitted accessory use as provided in the relevant zoning regulations.



2. Conservation Land: Conservation land may be used for the following purposes:
  - a. Permitted Uses: The following uses are permitted in conservation land areas:
    - a) Conservation of open land in its natural state; i.e., meadow, grassland, trees, farmland, etc.
    - b) Agricultural and horticultural uses, including raising crops and associated buildings that support an active, viable agricultural or horticultural operation.
    - c) Pastureland for sheep, cows and horses, excluding commercial livestock operations involving swine, poultry and mink.
    - d) Non-commercial equestrian facilities.
    - e) Underground utility easements for drainage, access, sewer or water lines, or other public purposes.
    - f) Above-ground utility and street rights-of-way may traverse conservation land, provided areas encumbered by such facilities and/or rights-of-way shall not be counted towards the minimum required conservation land for the subdivision.
    - g) Neighborhood open space uses such as common areas, picnic areas, trails, and similar recreational uses.
    - h) Fencing, when deemed necessary and appropriate for the particular use, condition, purpose and/or location of the conservation land.
    - i) Wholesale nurseries and associated buildings that are specifically needed to support active, viable horticultural operations.
    - j) Active non-commercial recreation areas, such as playing fields, playgrounds, courts, and bikeways.
    - k) Golf courses, not including miniature golf.

#### **17.60.40 Conservation Land and Design Standards**

Designated conservation land within a Conservation Subdivision shall meet the following standards:

1. Significant Areas and Features: Conservation land should include the most unique and sensitive resources and significant features of the property within the subdivision.
2. Contiguous Land: Conservation lands within a development shall be contiguous to provide for large and integrated open space areas within the subdivision. Non- contiguous parcels of conservation lands may be approved by Francis City during the plat approval process upon finding that such exception is necessary and/or desirable based upon consideration of the size of the project, the size of the conservation parcels, the types of features and resources included within the conservation lands, and other relevant considerations.
3. Resource Uses: A substantial amount of the minimum required conservation land may be devoted to active resource uses such as agriculture, horticulture, or equestrian uses, provided at least twenty percent (20%) of the minimum required conservation land remains available for the common use and enjoyment of the residents and/or the public.
4. Recreation Uses: A substantial amount of the minimum required conservation land may be comprised of the active recreation facilities such as playing fields, golf courses, tennis courts, etc., exclusive of parking lots; provided at least twenty percent (20%) of the minimum required conservation land remains available for the common use and enjoyment of the residents and/or the public.
5. Buffering: Conservation land shall be designed to provide buffers and to protect scenic views looking from or towards existing roadways.
6. Pedestrian Access: Adequate pedestrian access to conservation land shall be provided.
7. Maintenance Access: Sufficient maintenance access to all conservation land and sensitive land will be provided.



8. Landscaping: All conservation land that is not wooded, farmed, or maintained as conservation meadows, grassland, or other approved open space, shall be landscaped. For each dwelling unit, there shall be required on the project site at least two (2) deciduous trees at least two (2) inch caliper in size and one (1) conifer tree at least six (6) feet in height.

#### **17.60.45 Permanent Protection of Conservation Lands**

1. Conservation Easement: All conservation land shall be permanently restricted from future development by a conservation easement or other method of protection and preservation acceptable to Francis City. Under no circumstances shall any development be permitted in the conservation land, except for those permitted uses listed herein and approved with the Conservation Subdivision. All methods of protection and preservation of conservation land shall be approved by Francis City and recorded prior to or concurrent with the recording of the final plat for the Conservation Subdivision.
2. Terms and Conditions: All conservation easements, or other acceptable method of protection and preservation of the conservation land within a Conservation Subdivision shall include the following terms and/or conditions:

- a. Legal description of the easement.
- b. Description of the current use and condition of the property.
- c. Permanent duration of the easement.
- d. Permitted uses.
- e. Maintenance responsibilities and duties.
- f. Enforcement rights and procedures, and
- g. Other terms or conditions as deemed necessary by the Planning Commission and City Council.

#### **17.60.50 Ownership of Conservation Lands**

Unless otherwise approved by Francis City, the grantee of a conservation easement shall consist of one of the following acceptable entities which shall be qualified to maintain and enforce such conservation easement.

**Undivided Ownership:** Unless otherwise approved by Francis City and subject to the provisions set forth in this Chapter, the underlying fee ownership of the conservation land shall remain in single ownership and may be owned and maintained by the homeowners' association, a land trust, conservation organization, or private individual. In the case of the HOA holding the conservation easement, the following regulations shall be met:

- a. A description of the organization of the proposed association, including its by- laws, and all documents governing ownership, maintenance, and use restrictions for the conservation land, including restrictive covenants for the subdivision, shall be submitted by the developer with the Final Plat application.
- b. The proposed association shall be established and operating (with financial subsidization, if necessary) prior to or concurrent with the recording of the Final Plat for the subdivision.
- c. Membership in the association shall be mandatory for all purchasers of the property within the subdivision and their successors in title.
- d. The association shall be responsible for maintenance and insurance of the conservation land.
- e. The by-laws of the association and restrictive covenants for the subdivision shall confer legal authority on the association to place a lien on the real property of any member who falls delinquent in dues. Such dues shall be paid with the accrued interest before the lien may be lifted.



- f. Written notice of any proposed transfer of conservation land by the association of the assumption of maintenance for the conservation land must be given to all members of the association and to Francis City no less than thirty (30) days prior to such event.
  - g. The association shall have adequate staff to administer, maintain and operate such conservation land.
2. Property subject to a conservation easement, or other acceptable method of protection and preservation, shall not be subdivided.

#### **17.60.55 Maintenance of Conservation Lands**

1. Costs: Unless otherwise agreed to by Francis City, the cost and responsibility of maintaining conservation land shall be borne by the owner(s) of the underlying conservation land.
2. Maintenance Plan: The developer shall submit a maintenance plan providing for and addressing the means for permanent maintenance of the conservation land within the proposed Conservation Subdivision with the Preliminary Plat application for the subdivision. The maintenance plan shall provide the following:
  - a. The plan shall define ownership.
  - b. The plan shall establish necessary regular and periodic operation and maintenance responsibilities for the various kinds of open space (i.e., lawns, playing fields, meadows, pasture, wetlands, stream corridors, hillsides, cropland, control of noxious weeds, etc.)
  - c. The plan shall estimate staffing needs, insurance requirements, and associated costs, and define the means for funding the maintenance of the conservation land and operation of any common facilities on an on-going basis. Such funding plan shall include the means for funding long-term capital improvements as well as regular yearly operating and maintenance costs.
3. Approval: The maintenance plan must be approved by Francis City prior to or concurrent with Final Plat approval for the subdivision.