

# FRANCIS CITY GENERAL PLAN



2017 – 2022

# Acknowledgments

## Francis City

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# Introduction

The General Plan is intended as a guide for the look, feel and layout of Francis City. The General Plan encourages economic growth without adversely impacting the overall character of the community. As a guide, it is important that the recommendations contained in this document are considered by the policy and decision-making organizations since land use decisions are made on a case by case basis and each decision relates to our community's goals, objectives, and guidelines, as well as impacting adjoining properties.

Long-range stability requires a continuous effort by the City, property owners and residents to maintain and improve all elements of the City. The City must assume responsibility for maintaining the public infrastructure such as streets, water and sewer lines. Residents and business owners must assume responsibility for maintaining private property. Property maintenance is a significant factor in evaluating the quality and desirability of a community.

## **LEGISLATIVE AUTHORITY**

The City of Francis, in accordance with Title 10 Cities and Towns, Chapter 9 Municipal Land Use Development and Management, Part 3 General Plan of the Utah Code Annotated, has legally prepared and adopted the following General Plan for Francis.

## **MISSION STATEMENT**

To provide the highest quality of life in a rural atmosphere through essential infrastructure, public safety and recreation by allowing responsible growth within the constraints of fiscally responsible government.

The General Plan contains ten main elements:



## Dynamics of the General Plan

The General Plan is not intended to be an idle document. It is to be used as a guide to identify where certain types and densities of land use should be located. Within five (5) years, this plan should be reviewed and may require some updating or amending.



# THE HISTORY OF FRANCIS

Francis is located two miles south of Kamas City and was originally settled in 1865 by members of the Eskelson family. It is believed that except for a few springs, there was no water available for irrigation. In 1865, on the Tommy Davis homestead, a well was dug 110 feet deep but never hit water. The South Francis Irrigation Company was organized and the first canal constructed. Irrigation water started to flow on the bench from the Provo River on August 7, 1873.

In addition to sheep and cattle ranching, logging was a major source of income and several sawmills were located in the foothills east of the City. A creamery also flourished and the butter was marketed to Park City and Salt Lake City.

The first school was held in one room of John Richardson's home, and from 1888-1889 school was held in a small log cabin. The first school house was built in 1892 on land donated by the Eskelsons. (Summit County Historical Society) The Daughters of Utah Pioneers has a cabin in Francis, located on SR 32.



Daughters of Utah Pioneers Museum



By the time President Grover Cleveland's administration came to an end, most of Francis had been homesteaded. On November 11, 1899, Francis M. Lyman, a member of the LDS Church Council of Twelve Apostles, was sent to the area from Salt Lake City to organize a ward of the LDS Church. The ward was named Francis after Francis M. Lyman.



Francis M. Lyman

On Labor Day in 1983, a small rodeo was held at the Francis City Park. From those humble beginnings, Francis Frontier Days has grown to a celebration that attracts crowds from all over the State. Frontier Days is held each Labor Day weekend and includes a RMPRA Rodeo Saturday night, a Patriotic Ceremony honoring Veterans, Live Entertainment and Dutch Oven Cookoff. Barebacks, Saddle Bronc and Bull riding is held Monday, along with a 5K race, Kids Scrambles, Jr. Rodeo and Sky Divers! The celebration is growing each year, but still affords a great time for the whole family with a western down-home atmosphere.



# COMMUNITY VISION

The most important part of the Francis general planning process is the Community Vision that indicates what direction the community would like to take for the future and to provide a framework for specific recommendations regarding the General Plan. To aid in the formulation of the Community Vision, goals, objectives and policies, the Francis City Council created a community survey. The results of the survey and a community visioning session with the Planning Commission and City Council were incorporated into this General Plan.

## Future Growth

Francis remains a beautiful rural community. However, growth is occurring and the purpose of the Plan and this Vision section is to identify what is important to the community to guide future growth in a way that will maintain and advance that identity.

## Population Projections

	2010	2020	2030	2040	2050	2060
<b>Summit County</b>	36,324	45,491	56,890	71,433	88,334	107,671
<b>Francis City</b>	1,077	1,624	2,415	3,546	5,925	8,260

### 1. Remain a beautiful and rural community

To retain the natural beauty and keep the rural community character in Francis City, a clean and family friendly atmosphere needs to prevail. This is achieved by keeping neighborhoods connected, hosting community events and having a central gathering place. Through proper planning for growth by staying consistent with our zoning map and utilizing a detailed subdivision process and roads master plan, neighborhoods can be connected and allow for a clean and family friendly environment. Francis City hosts a Frontier Days Celebration each year to celebrate our heritage and gather residents in a central location. The Community Center and Francis City Park is made available to residents to reserve for private and community events.

### 2. Develop a quaint Main Street

Economic Development is crucial in a small city to bring order and balance. A cross section streetscape master plan, permitted business use table, a description and pictures of building typology that fit the “Frontier” theme of Francis, and signage will provide a basis for the City to create a quaint Main Street. In an organized fashion, the building setbacks and parking areas can

develop a sense of clean space. With a quaint Main Street, the amenities to our citizens will flourish.

**The Goals of the Community Vision element are:**

❖ **To provide an organized, well-maintained, peaceful community.**

- Goal 1 Channel future growth and development into areas that can be efficiently and effectively served by public infrastructure and facilities.
- Goal 2 Set an example for the community by assuring that all City or publicly owned property is well maintained.
- Goal 3 Encourage property owners to keep their property clean and free of weeds and debris.
- Goal 4 Encourage managed growth and well-planned developments within the City.
- Goal 5 Encourage Commercial projects to locate in proposed Commercial areas.
- Goal 6 Development should be permitted only to the degree that the City has capacity to provide the necessary public services.
- Goal 7 Determine appropriate locations for future parks, trails, access points and other recreational facilities and preserve them.

❖ **To enhance the historical and rural atmosphere of Francis.**

- Goal 1 Encourage the preservation of existing agricultural uses and maintain zoning regulations which facilitate the ownership of animals for recreation and family food production.
- Goal 2 Encourage the preservation of the Daughters of Utah Pioneer's Home, the historic cemetery as well as historic markers throughout the community.
- Goal 3 Work with the Summit County Historical Society to identify further historical sites to be preserved and maintained.
- Goal 4 Encourage rural and country themes in architecture and site design.

❖ **To provide a tourism gateway to Wolf Creek Pass, the Uinta National Forest and Jordanelle State Park.**

- Goal 1 Allow for tourism-related businesses that benefit the entire community on a year-round basis.
- Goal 2 Cooperate with the State and Federal Agencies in promoting Francis as a gateway community to these attractions.
- Goal 3 Support and promote Jordanelle Reservoir and Rock Cliff State Park as tourist destinations.

# LAND USE

Francis was originally settled as an agricultural community with agriculture-related land uses including ranching, grazing, timber and lumber industries. Francis City is located at the southern end of the Kamas Valley. Francis is the gateway to Wolf Creek Canyon, the Uinta and Wasatch National Forests, and Jordanelle State Park. Surrounded by mountains, the valley is a scenic getaway that is growing, but still has a rural atmosphere. Hunting, fishing, camping and hiking in the surrounding area makes Francis a great destination.

Francis City was incorporated in December, 1939, and continues to grow. The forming and construction of the Jordanelle Dam and reservoir, resulting in a better highway and more direct route to Salt Lake City, contributed to a lot of growth. Francis is now only 45 minutes driving time from Salt Lake City. The population of Francis City as set by the 2010 census was 1,077. This population upgraded Francis Town to a City. The population continues to grow each year.

## **Annexation Policy**

1. Development should be encouraged to occur within the existing City boundaries as a first priority.
2. Annexations should only be approved based upon an overwhelming benefit to the community as a whole.

## **Land Use Categories**

The Land Use element of the Francis General Plan encourages the orderly and efficient distribution of land uses in the City. A full range and mix of land uses including an agricultural buffer, residential, commercial, and light industrial areas are provided within the City.

The intensities shown are based upon the gross acreage of development. Although the intensity of development in residential designations is defined by density ranges, the maximum densities indicated in each range are achievable with sound site planning. Proposed developments should be in substantial harmony with the General Plan.

## **Land Use Guidelines**

The following land use guidelines shall apply Citywide:



- Guideline 1    The identity of Francis should be strengthened by land uses which contribute to the unique character of the community.
- Guideline 2    The relationship of planned land uses should reflect consideration of existing development, historic preservation, environmental conditions, service and transportation needs, and fiscal impacts.
- Guideline 3    Developed areas should be protected and revitalized by promoting new development and the adaptive reuse of existing community resources.
- Guideline 4    The Land Use Plan should provide for a full range and mix of land uses including agricultural, residential, cottage, commercial, light industrial, and special use areas.
- Guideline 5    A variety of quality housing types should be provided where appropriate, and innovative development patterns and building methods will result in more affordable housing and should be encouraged.
- Guideline 6    Transitions between different land uses and intensities should be made gradually with compatible uses, particularly where natural or manmade buffers are not available.
- Guideline 7    Growth should be guided to locations contiguous to existing development or on in-fill properties to provide City services and transportation in a cost-effective and efficient manner.
- Guideline 8    Development approval throughout the community should be tied to the construction of primary culinary water, sewer, storm drainage, and transportation systems.
- Guideline 9    Density increases should be considered only upon demonstration of adequate infrastructure, resource availability and benefit.
- Guideline 10    An interconnecting open space system which is accessible to the public should be provided including pedestrian linkages, recreational areas, natural areas, and drainage-ways.
- Guideline 11    Commercial and Light Industrial uses should be highly accessible, clustered near the center of their service areas, and developed compatibly with the uses and character of surrounding districts.
- Guideline 12    Land use patterns should be encouraged that reduce travel distances for employment and essential services, allow for alternative modes of transportation, and conserve energy.

## Residential Land Uses

Residential Land Uses include a range of residential classifications including very-low and low density, moderate density, and high-density development. Density is expressed in dwelling units per acre (DU/AC). Zoning regulations may allow a limited number of nonresidential uses, such as places of worship, neighborhood parks, schools, home occupations, governmental buildings (except correctional facilities), etc. in residential areas. Special care should be taken to provide adequate transitions between various land uses.

### **AG-2 Agriculture - Very Low Density 1 DU/2 AC:**

This category will provide areas yet to be annexed on the outer fringes of Francis City, where residential uses may be harmoniously integrated with agricultural pursuits. This zone is intended to allow the keeping of farm animals in conjunction with single-family dwelling units, yet retain land in parcels large enough to provide efficient and attractive development or as clustered developments to encourage natural or agricultural open spaces.



### **AG-1 Agriculture – Low Density 1DU/1 AC:**

This category provides for a rural lifestyle where homeowners are able to raise and maintain livestock with small barns and other outbuildings. It recognizes the equestrian nature of the City and provides an appropriate zone for such activities.





### **R-H Residential Half –Medium Density 1 DU/ ½ AC:**

This category provides areas to encourage and promote an environment for family life which is characterized by attractively landscaped single family Residential lots and open space. The R-H zone is not intended to be an agricultural zone although limited animal rights are preserved and development is intended to occur at relatively low densities.



### **R-C Residential Cottage – Medium to High Density**

This category provides for smaller, single-family lots which may be used for affordable housing. (Minimum lot size 7,000 sq. ft.) The R-C zone is not intended to be an agricultural zone and development is intended to occur at medium densities.

### **The Goals of the Agricultural and Residential Land Use areas of Francis are:**

❖ **To provide for residential areas in Francis that support and complement the unique historical and rural quality and character of the City, and meet the existing needs of the community.**

- Goal 1 Encourage creative approaches to housing developments that maintain and protect natural resources and environmental features.
- Goal 2 Maintain and enhance the pleasing appearance and environmental quality of existing residential neighborhoods.
- Goal 3 Priority should be extended to existing agricultural uses, including animal ownership, versus new residential developments.
- Goal 4 Encourage residential development that is complementary to the existing historic structures in the community.

❖ **To promote and encourage high quality, well planned residential development and subdivision designs that provide for new or preserve open spaces in the City.**

- Goal 1     Develop and implement standards and policies that promote attractive and well-planned residential subdivisions in areas where there are existing public services.
- Goal 2     Develop and use a minor subdivision process to allow minor subdivisions of four homes or less for residential purposes.
- Goal 3     Allow the development of cluster subdivisions or other conservation subdivisions which provide for open space.
- Goal 4     Enforce ordinances which require land owners to keep their property free of weeds, junk vehicles, equipment, unsightly buildings, trash and other debris.
- Goal 5     Discourage subdivision of land that results in areas of residential development too small or too isolated to be adequately, economically and conveniently served by City services.

## **Commercial Land Uses**

The commercial areas provide appropriate locations where a combination of business, commercial, entertainment, and related activities may be established and maintained offering a variety of goods and services to the people who visit, live, and work in Francis. Commercial use areas should be located along major arterial streets for high visibility and traffic volumes.

Whenever commercial uses are adjacent to established or future residential areas, special care must be taken to ensure privacy and to protect personal property. Methods of protecting residential areas by providing transitions and buffers between residential and commercial areas include, but are not limited to: increased setbacks, landscaping, restricted land uses, diversion of traffic, controlled noise or light, height limitations, hours of operation and transitional land uses such as minor offices or high density residential uses.

### **C-1 General Commercial**

This category includes areas set aside primarily for the accommodation of retail commercial uses. This designation is generally located close to major arterial streets, providing convenient access for major traffic volumes without hazard and without traversing through

residential areas. This designation should not be applied to internal areas of residential neighborhoods. This zone should be overlaid over existing residential areas along major rights-of-way, so that older homes may be converted to businesses which preserve the visual heritage and historic buildings along State Road 32. It should in no way force out the current residential uses along these streets, but new residential developments are no longer allowed within the C-1 zone.

**The Goal of the Commercial Zone Land Use areas of Francis are:**

❖ **To encourage the establishment of a central business district with low impact businesses, which will enhance the City's sales and property tax revenues and provide the highest quality goods and services for local residents.**

- Goal 1      Expand the range of retail and commercial goods and services available within the community.
- Goal 2      Provide for adequate access, parking, traffic circulation, noise buffering, and other operational conditions within commercial areas.
- Goal 3      Improve the image and appearance of commercial corridors, especially along State Road 32.
- Goal 4      Carefully limit any negative impacts of commercial facilities on neighboring land-use areas, particularly residential development.
- Goal 5      Formulate thoughtful commercial site design and development standards, including guidelines for landscaping and signage, to express the desired overall image and identity as outlined in the Community Vision Statement.
- Goal 6      Encourage safe and convenient pedestrian access to shopping and service areas.
- Goal 7      Encourage building design that fits the Frontier feel of Francis which will enhance the gateway entrances to the City. Encourage attractive landscaping which will improve the highway corridor. Building design should be aesthetically pleasing.

**Light Industrial Land Uses**

The purpose of the light industrial zone is to provide locations and establishment of mining sites and light industrial operations, which because of their nature of operation are not appropriate near residential areas.

### Light Industrial

This category is designated for areas where manufacturing firms can engage in processing, assembling, manufacturing, warehousing, and storage; and for incidental service facilities and public facilities to serve the manufacturing area. This designation is intended to encourage sound development, by providing and protecting an environment for such development, subject to regulations necessary to assure the orderly growth of the City of Francis, and the protection of residential and commercial land uses from noise and other disturbances. Much of the property zoned for light industrial development is suitable for transitional uses such as mining and construction related activities. Properties used for gravel mining will be highly suitable for light industrial uses once the property is properly mined and reclaimed.



### **The goal of the Light Industrial Zone Land Use areas of Francis are:**

❖ **To promote quality businesses and environmentally clean light industrial development which will provide a diversified economic base and will complement local retail, commercial, and light industrial establishments in harmony with the community's overall rural and modern image and identity as reflected in the Community Vision Statement.**

- Goal 1      Promote the preparation of master planned areas to discourage small lot or piece-meal site development and encourage better access to properties.
- Goal 2      Encourage high quality, aesthetically pleasing development in the light industrial areas which should include incorporating major landscape features.
- Goal 3      Identify those areas most appropriate for light industrial development in future growth areas.
- Goal 4      Establish and enforce standards with respect to noise, air quality, odor, visual and other forms of environmental concerns.
- Goal 5      Provide space for manufacturing and processing uses within the City in appropriate locations and discourage uses from locating within the light industrial district which may thwart the use of the land for light industrial purposes.

- Goal 6     Encourage industries that broaden the tax base and improve the economic base of the community.
- Goal 7     Discourage the undesirable mixture of incompatible commercial, light industrial and residential uses.
- Goal 8     Develop and encourage standards for rehabilitation and mining of natural resources, which protect the residents of Francis City and future economic development of light industrial land.

## **Special Use Areas**

Special use areas include land use classifications that are distinct from the other three major groups. These uses include public and quasi-public uses.

In some cases, the City does not control the location of special uses, such as schools or major transmission lines, and the State and Federal Government can preempt local land use authority. However, the City can work with other jurisdictions and agencies on decisions regarding land use. Any negative impacts, including visual impacts, should be mitigated whenever possible.

## **Sensitive Lands**

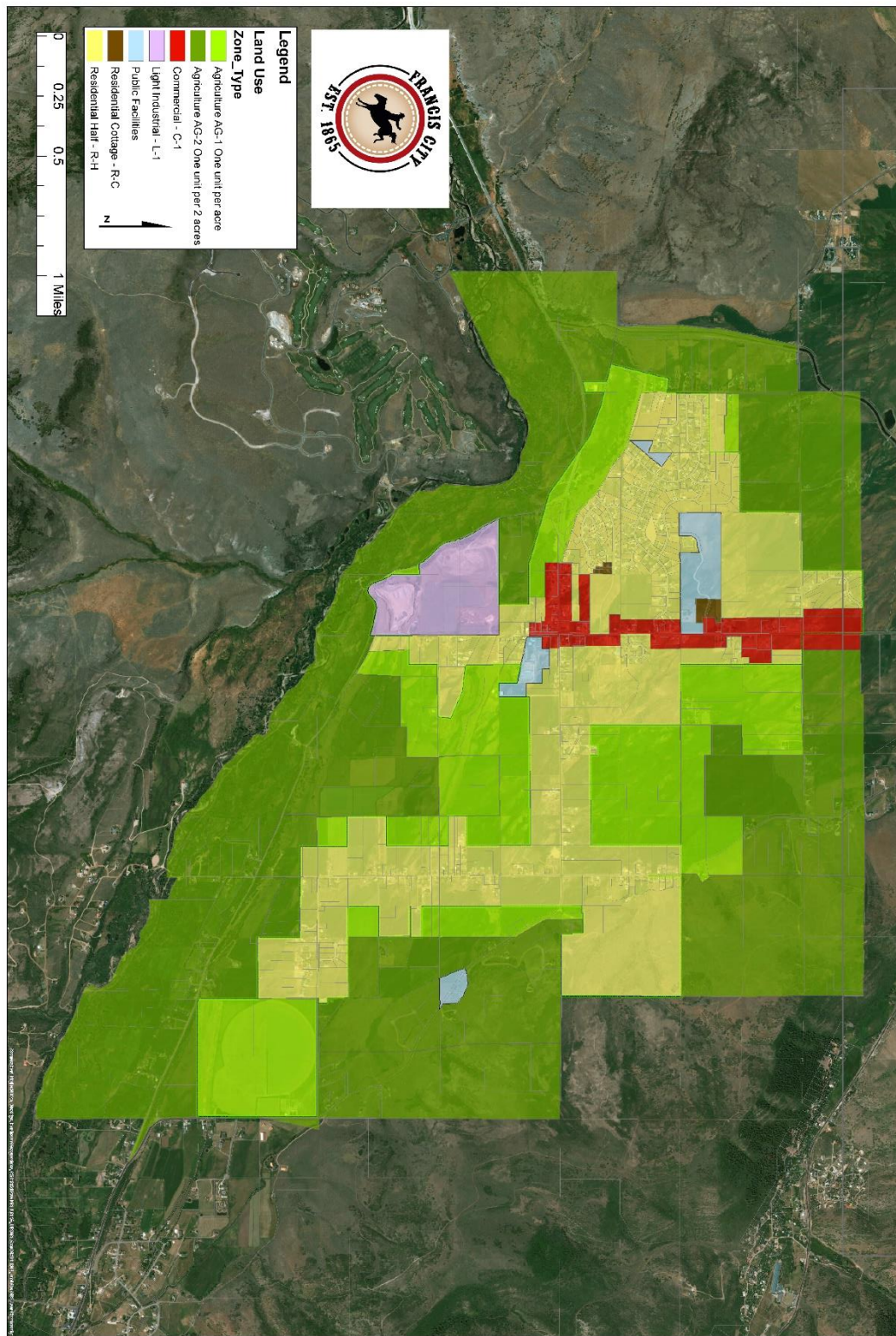
The sensitive lands category is an overlay district where environmentally sensitive areas such as watersheds, wetlands, natural springs, aquifers, recharge zones, wildlife habitat, or steep slopes may be protected. The purpose of the district is to protect sensitive areas, to minimize soil and slope instability, erosion, downstream siltation and to preserve the character of the hillsides and the Provo River.

## **Public Facilities**

The Public Facilities designation is for land uses that have a public or quasi-public nature such as parks or schools.

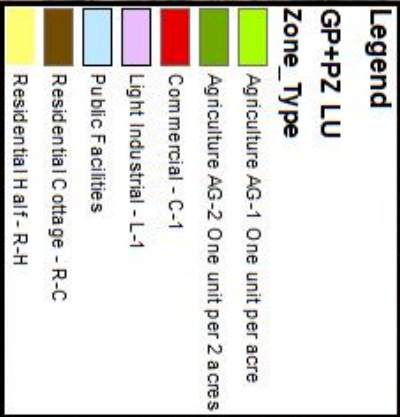


# Current Land Use Map 2017





## Future Land Use



# TRANSPORTATION ELEMENT

## Introduction

The Transportation Element of the Francis General Plan is designed to provide for the safe and efficient movement of people and goods in the City. Its primary purpose is to balance current and future demands generated by projected future growth with roadway improvements.

In order to meet the mobility needs of future residents, employees and visitors, Francis City must maintain, improve, and expand the existing transportation system. Movement in Francis City should be a balance between the movement of goods and people with automobiles, pedestrian facilities, bicycles and other non-motorized means, while being sensitive to the built and natural environment.

## Roadway Classification System

The City has three road classifications, each playing a part to move people and goods to and from homes and business within the City. Each of the following classifications represents a different type of roadway and a short description of typical characteristics. The classifications represent a local definition and description and are not intended to reflect any County, State or Federal definitions.

Class	ROW	Access Policy
Arterial	72+ ft	Intersections
Minor Collector	66 ft	Intersections and some driveways
Local	60 ft	Driveways

## Arterial

An arterial is a major roadway or street which serves the transportation needs not only of residents of Francis City, but also for travelers moving through the community and on to other destinations. Access should be strictly limited on arterial facilities in order to preserve the best possible traffic flow and safety. UDOT currently owns and maintains the arterial roads in Francis.

Because these facilities are designed for traffic with higher speeds, pedestrian facilities such as sidewalks, trails and paths should be separated from the traffic flow through the use of planter strips, detached sidewalks and/or landscaping.



## **Minor Collector**

A minor collector is the backbone of a local street pattern. These corridors carry traffic from the local neighborhoods to arterials. Although minor collectors are meant to service mainly residential development, they also serve to provide transportation to residential support uses such as parks, churches and schools. Access is not limited on minor collectors but traffic flow and safety are important considerations.

Pedestrian access is an important part of the minor collector system. All pedestrian facilities should be designed to be appropriate with regard to the minor collector road. The facilities should link to other sidewalks, trails or paths to make all services in the community accessible to pedestrians.

## **Local Street**

A local street is a street which typically serves local residents. The facility is designed for slow traffic and safety is the key concern. These roads should be designed to discourage through traffic with the use of traffic signs or other appropriate means.

## **New Transportation Facility Review Criteria**

As new transportation facilities are planned or constructed within Francis City, they will be reviewed for compatibility with the following key issues. In addition to addressing these issues, all new transportation facilities must satisfy the requirements found in the Subdivision Ordinance, Zoning Ordinance, Francis City Standard Construction Document, and all other relevant laws.

### **1. Compatibility with Built Form**

As plans for transportation facilities are developed, efforts should be made to ensure that the facility and the desired future land use pattern are mutually supportive. The facility should reflect the desired future development pattern.

### **2. Integration into Neighborhoods**

New transportation facilities should be designed to improve the mobility and transportation in existing neighborhoods. Smooth transitions, functional intersections, and safety will be given special consideration. All facilities should be completed in compatibility with the Master Street Plan and with future development patterns in mind so that development intended to use the same facilities will adequately handle the increased demand when approved.

### **3. Protection of Natural Environment**

While construction of any transportation facility will inevitably impact the adjacent natural environment, it is a goal of Francis City to minimize these impacts. Noise, air pollution, cuts and

fills, and run off of oils and other pollutants are all concerns related to protection of the natural environment.

#### **4. Safety**

Transportation facilities should enhance safety in the community. Transportation, simplicity, and maintenance should be addressed with safety in mind. The transportation system should provide each neighborhood with adequate access to police, fire and medical services. The transportation system should be designed so that visitors and other users unfamiliar with the City can easily find their desired locations. Finally, proper signage should be placed throughout the community to control traffic and guide users.

#### **5. Planning and Priority of Facilities**

All major construction and maintenance of transportation facilities should be included in the Capital Facilities Program of Francis City and planned to increase the effectiveness of each transportation dollar. This Element and the Master Street Plan should be regularly updated to reflect current development patterns, changes in transportation needs, and projected funding levels.

#### **6. Maintenance Responsibilities**

Some of the streets in Francis City are under the jurisdiction of other public entities such as the State of Utah and Summit County. It is a goal of the City to coordinate and cooperate with such entities for the ongoing maintenance of these facilities.

#### **7. Transportation Corridors and Circulation**

Important to the success of the Francis City transportation system is the need for an effective and complete hierarchy of roadways with transportation corridors and nodes which reflect access management strategies and alternatives to corridor access.

#### **8. Right-of-way Protection and Acquisition**

Francis City is a growing community surrounded by undeveloped land. As the community continues to expand, new transportation facilities will need to be constructed in order to maintain an efficient and effective transportation system. Development approval without considering long term effects will prove costly to the community. The Master Street Plan should be reviewed prior to any development approval.

The Master Street Plan should also identify future transportation corridors and determine the functional class of each facility. The City can then effectively plan for the preservation or acquisition of critical transportation corridors. Once identified, the City can use a number

of methods for the future financing and construction of the facilities including exactions, impact fees, capital improvements programming, Summit County Corridor Preservation funds and cooperation with other appropriate government entities such as the Utah Department of Transportation and Summit County.

## **Transportation Plan Guidelines**

The primary purpose of the transportation plan is to balance future demands generated by the Land Use Element with future roadway improvements, thereby developing a long-range transportation system plan which would efficiently support future land development.

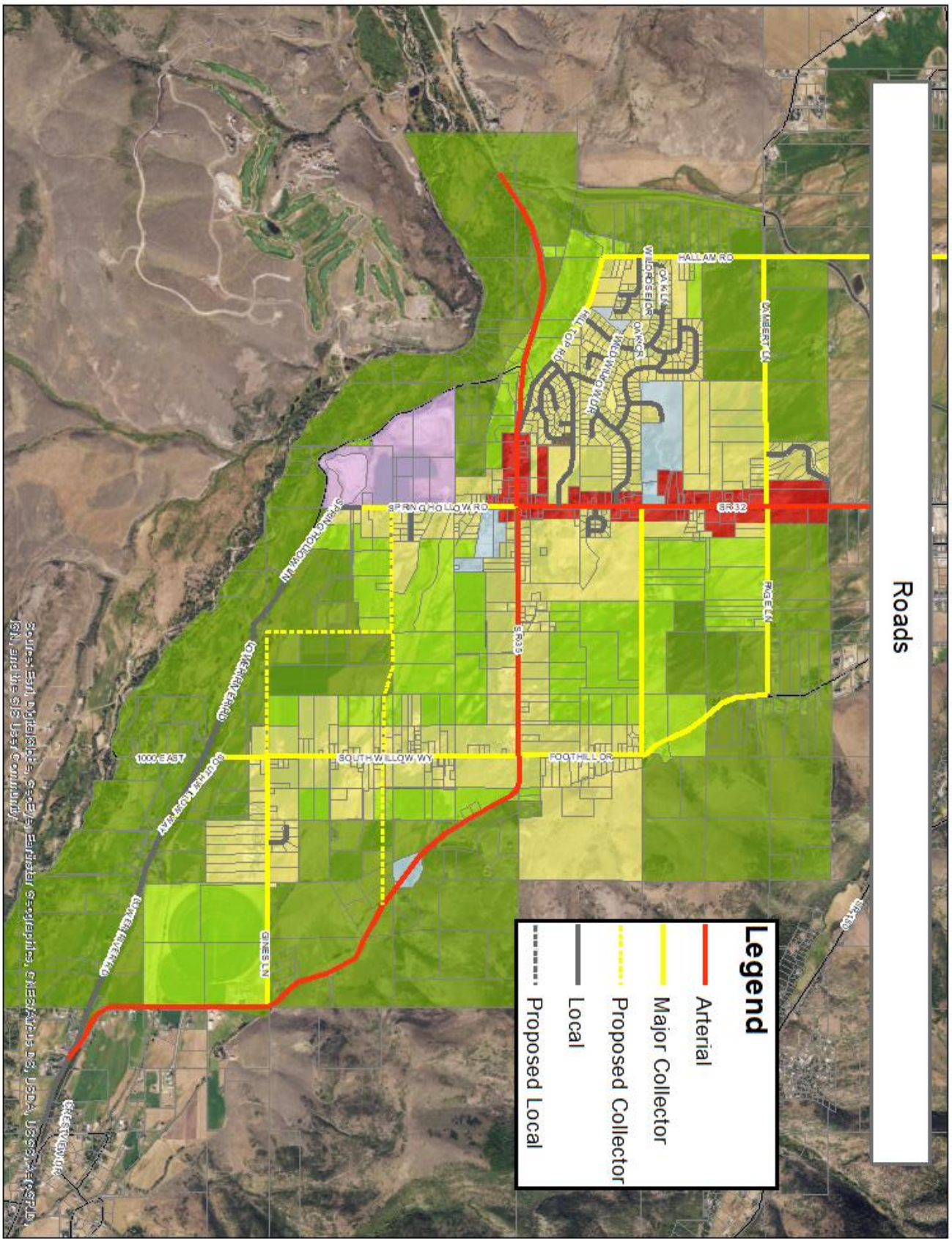
## **Transportation Plan Goals:**

❖ **To have a balanced transportation system which provides for safe and efficient movement of vehicles and pedestrians, which reinforces surrounding land development patterns, and enhances regional transportation facilities.**

- Goal 1     Ensure that decisions regarding future land development and roadway construction are closely coordinated and mutually supportive.
- Goal 2     Private development participates in major street system improvements through street dedication of land, construction of facilities and impact fees.
- Goal 3     Private roads are discouraged in the City.
- Goal 4     Coordinate land-use and transportation planning to maximize the land development opportunities created by major transportation routes within and around Francis.
- Goal 5     Design an adequate thoroughfare system within future growth areas and designate sufficient rights-of-way prior to land development or through the plan approval process.
- Goal 6     Ensure adequate access to and transportation around commercial and light industrial areas, public facilities, and other activity centers.
- Goal 7     Improve the overall design and appearance of roadways within the community.
- Goal 8     Ensure that transportation facilities are designed and developed in harmony with the natural environment and adjacent land uses.
- Goal 9     Minimize non-local and commercial traffic within residential neighborhoods.
- Goal 10    Utilize proper parking standards for all land use applications.
- Goal 11    Provide for safe and convenient bicycle and pedestrian movement.

- Goal 12 Cooperate appropriately with other public and private agencies in the provision of convenient public transportation services within Francis, and between Francis and other nearby destinations.
- Goal 13 All facilities will be built to adopted City standards.
- Goal 14 Coordinate with Summit County and UDOT over the design and location of the major street system within future growth areas.
- Goal 15 Provide for the safe and efficient movement of trucks and service vehicles within the community in a manner that does not adversely affect nearby land-uses.
- Goal 16 Streets in developing areas should provide for the free flow of traffic when the construction is complete.
- Goal 17 Existing streets should be upgraded to minimize congestion. Where congestion can be attributed to new construction or expanded uses, needed improvements should be the responsibility of the developer.
- Goal 18 Street classification should be determined by projected traffic volumes, desired operation speeds, projected traffic types, projected construction phasing, and location.
- Goal 19 Intersections should be located at intervals which maximize street capacities, and provide necessary access. Warranted traffic signals should be installed as needed.
- Goal 20 Minimize localized traffic congestion and operational problems by creating connectivity.
- Goal 21 New streets need to be organized to follow the existing grid system.
- Goal 22 Protect arterial streets from encroachment resulting from improper access to adjacent land-uses.





# MODERATE INCOME HOUSING

The availability of moderate income housing has become a statewide concern. In 1996, the Utah State Legislature adopted §10-9-307 of the Utah Code dealing with "Plans for Moderate Income Housing." This section of the code requires that every municipality adopt a plan for moderate income housing within the community. The plan must address the following five issues:

An estimate of the existing supply of moderate income housing located within the municipality

A survey of total residential zoning

An estimate of the need for moderate income housing in the municipality for the next five years as revised biannually

An evaluation of how existing zoning densities affect opportunities for moderate income housing

A description of the municipality's program to encourage an adequate supply of moderate income housing

Moderate income housing as defined by the Utah State Code § 10-9-307 (2) (a) is: "...housing occupied or reserved for occupancy by households with a gross household income equal to or less than 80% of the median gross income of the county for households of the same size." In 2017 the median income for Summit County is \$74,000.

The Summit County moderate income level is recommended by the State to be used by Francis City in determining whether or not housing is affordable.

## **Estimate of Existing Supply**

According to the Utah State Affordable Housing Model, Francis currently has 0 units for households making 80% of the Metropolitan Statistical Area Median Income (MSAMI).

## **Estimate of the Need for Next Five years**

The majority of the need for moderate income housing within Francis will be to serve the City's own growth. Or in other words, to house existing residents and more particularly their children as they grow up and move out of their parents' homes.

Francis City anticipates the need for 15 additional units to moderate income families according to the Utah State Affordable Housing Model, which indicates population growth in Francis between 2010 and 2020 (i.e. 80% MSAMI).

## **Survey of Residential Zoning**

Francis City has four zoning districts that are designated for residential living:

### AG-2 Agriculture (two-acre zone)

This zone is intended to allow the keeping of farm animals in conjunction with single-family dwelling units, yet retain land in parcels large enough to provide efficient and attractive development or as clustered developments to encourage natural or agricultural open spaces.

### The AG-1 Agriculture (one-acre zone)

This zone is intended to allow the keeping of farm animals in conjunction with single-family dwelling units. The AG-1 zone is also intended to accommodate equestrian-oriented residential developments, allowing a design which could contain noncommercial stables, training areas and equestrian or pedestrian trails as an integral part of the development.

### The R-H Residential (half-acre zone)

This zone is established to provide a residential environment within the City which is characterized by attractively landscaped single-family residential lots and open space. The R-H zone is not intended to be an agricultural zone although limited animal rights are preserved and development is intended to occur at relatively low densities.

### The R-C Residential (cottage zone)

This zone is established to provide a residential environment within the City which is characterized by attractively landscaped single-family residential lots, cottage-type homes, and open space. The R-C zone is not intended to be an agricultural zone and development is intended to occur at medium densities. The minimum lot size is 7,000 sq. feet

## **Evaluation of Zoning's Effect on Housing Opportunities**

The Francis City Planning Commission and City Council hold one of the most important keys to providing housing opportunities for persons of moderate income. The key the City holds

is zoning. However, many other factors contribute to the affordability of housing that cannot be controlled by the City. Land prices, supply of homes for sale, construction material, interest rates and other financing costs can significantly influence housing costs. By working cooperatively with State and County Agencies, Francis can assure affordable housing to its citizenry.

Moderate income households making 50% of the median income, which will typically be renters, may be affected by zoning, but may also be impacted by market conditions beyond the control of the City. Households making 30% of the MSAMI will more than likely need government rental assistance in addition to any zoning assistance from the City. Both of these categories are beyond the scope of this plan and State planning code requirements.

### **Program to Encourage Moderate Income Housing**

The City of Francis has taken the following steps to ensure housing is available to a wide variety of households:

- ❖ Allow some cottage housing
- ❖ Reasonable lot sizes
- ❖ Reasonable development fees and costs
- ❖ Available land zoned for development
- ❖ Multiple self-help housing projects that are directed specifically to create moderate income housing.



# Public Facilities Element

Public facilities represent the public's investment in the development of the complex, urban infrastructure that is necessary to support the physical operation of the City. The Public Facilities Element is a plan for municipal utilities, public structures, properties, and measures required to meet the needs of the community. It is an important part of the General Plan, and must be reviewed and updated within the context of all other plan elements and against the broader context of changing economic, social, and political standards of the City.

Francis's investments in public facilities are designed to respond to the identified needs of both the existing population and projected population growth as outlined in the capital facilities plan.

A Capital Facility Plan is a detailed evaluation of a community's infrastructure and future utility needs. The evaluation includes an analysis of the existing system to ensure adequate capacity and a detailed projection of improvements that will be required to meet the projected growth. Included in Francis City's Capital Facility Plan are analyses of the water, sewer, transportation and parks. The Capital Facility Plan is to be updated at least every five years or as directed by the City Council.

## **Culinary Water System**

Francis City is committed to providing for the safe and efficient delivery of water to the community. The City of Francis encourages water conservation as described in the Francis City Water Conservation Plan. Private development will provide and construct all necessary infrastructure and transfer of water shares necessary to serve the development. No private culinary water systems will be allowed within the City limits.

## **Sewer System**

Francis City provides and maintains a municipal sewer collection and treatment system. Private development will provide and construct all necessary infrastructure and transfer of water shares necessary to serve the development.

## **Storm Drain**

Francis City incorporates detention and retention basins, irrigation ditches and storm drain facilities throughout the City. As development occurs, the development is required to provide

storm drain facilities for the development. The storm drain facilities should be easily maintained and operable.

## **Parks**

Francis City currently has approximately 5 acres of existing developed park land and 10.92 acres of potential, unimproved park open space. The park will be built and maintained per the capital facilities plan.

The City has set a park ratio of 3.00 acres of park per 1,000 people.

### **Francis City Park:**



# ECONOMIC ELEMENT

Economic development brings in new capital from outside the area into the community to improve the lifestyle of local citizens. In order to keep pace with the projected growth in Francis due to new residential development, economic development becomes a critical element of the City. Since residential development does not provide enough tax revenue to cover the associated cost of essential governmental services, for a community to be fiscally responsible and viable there must be a source of increased revenues not associated with residential development. A fiscally responsible community needs to provide economic opportunities that encourage retail and business services expansion, job growth and associated retail and services development. In keeping with Francis's general plan vision, the focus on expanding retail opportunities along the commercial corridor is an appropriate goal.



Frontier Café - photo by Byron Ames

## Economic Needs

Commercial jobs, defined as retail, service and professional, are important for local citizens. Most current Francis residents travel to other communities to meet their commercial purchase needs and to work. Francis needs to create commercial business and job opportunities. Given the location and size of Francis, the service industry has the greatest potential for job development.

Maximizing returns on commercial and manufacturing space should be a City goal. After all, this is the investment which the City makes to earn returns which help to keep taxes on residents as low as possible, while providing necessary City and school services.

Francis City would like to retain the feel of a rural community, which would include no “big box” retail stores and more locally owned shops. Commercial development is needed to provide tax base for the City and quality of life for residents.

**The Goal of the Economic Element is:**

- Goal 1 To promote and encourage commercial and other economic endeavors to strengthen and improve the City’s tax base and quality of life.
- Goal 2 Coordinate closely with private, County, State and other economic development organizations.
- Goal 3 Promote a positive environment for the growth and development of economic activities which will enhance the City’s quality of life.
- Goal 4 Encourage the creation of additional local jobs to create the opportunity for more residents to work within the community rather than commuting to adjacent areas.
- Goal 5 Provide adequate infrastructure to support the anticipated needs of Commercial, Light Industrial and Residential development.
- Goal 6 Make Francis a more self-contained community by providing retail opportunities to obtain basic necessities and other commercial/retail services within the community.
- Goal 7 Encourage businesses to locate along State Road 32 in existing commercial zones.
- Goal 8 Work with businesses and UDOT to provide access to these businesses in the City.

# ENVIRONMENTAL ELEMENT

Francis is located in the south east portion of Summit County approximately 45 minutes from Salt Lake City and Provo. The elevation of the City is approximately 6,500' above mean sea level.

## Climate and Vegetation

The climate in Francis is semi-arid, characterized by higher summer temperatures, low humidity, wide temperature ranges, and low seasonal precipitation. The mean maximum high and low temperatures for January and July are shown in Table 1.

TABLE 1

The closest meteorological station (Station 424467) is located in Francis.

Season	Mean Maximum Temperature	Precipitation
Winter	36.6° F	4.31"
Spring	56.2° F	4.78"
Summer	82.1° F	3.06"
Fall	60.4° F	4.74"

Source: Western Regional Climate Center, Utah State University

Days are generally sunny, except during periods of winter storms or afternoon thunderstorms in the summer. Since the area normally has very little cloud cover, the temperature falls rapidly at night, resulting in a high daily temperature range.

Precipitation is mostly orographic in origin and averages 18 inches per year. Precipitation occurs evenly throughout the year with a variance of about 3/4 of an inch between April, the wettest month (1.84") and June, the driest month (1.06").



## Environmental Issues and Hazards

### **HAZARDS TO DEVELOPMENT**

- Flooding
- High Water Table
- Wetlands
- Wildfire
- Steep Slopes
- Debris flow/  
Landslides

Due to the varied occurrence of one or more of the mentioned hazards to development, development throughout Francis should consider each development individually to determine the appropriate studies that need to be completed as part of the approval process.

## Environment Goals and Guidelines

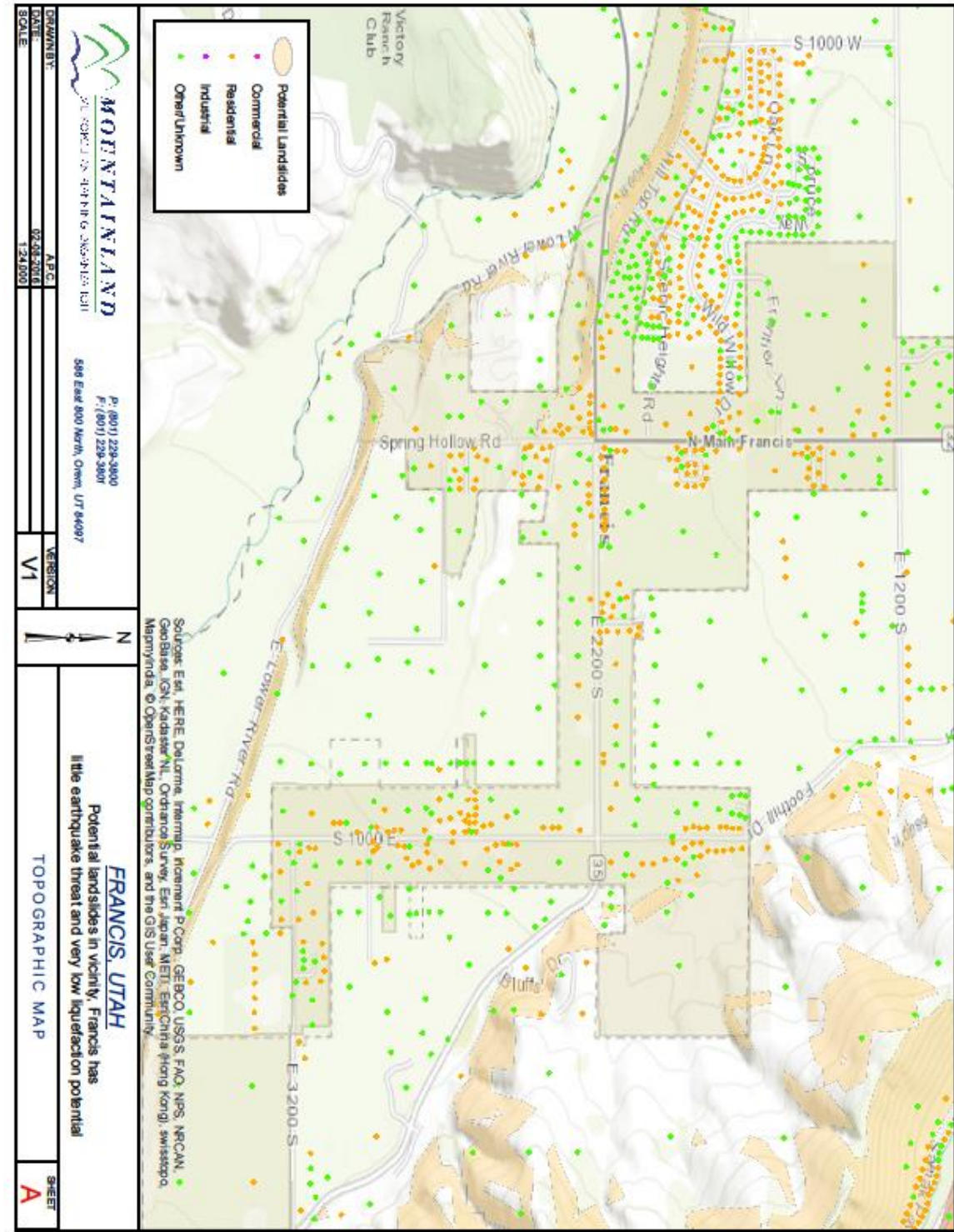
**Goal:** Environmental resources of the City should be protected including water quality, air quality, wildlife habitat, scenic quality, hillsides, prime agricultural land, open space, soils, vegetation, wetlands, riparian corridors and flood plains.

**Objective:** Protect all of the environmental and natural resources of the City by requiring development to occur in a manner and location which respects sensitive environmental lands: wetlands, flood plains and natural drainage patterns, steep slopes, productive agricultural lands, geologically unstable areas, and critical wildlife areas.

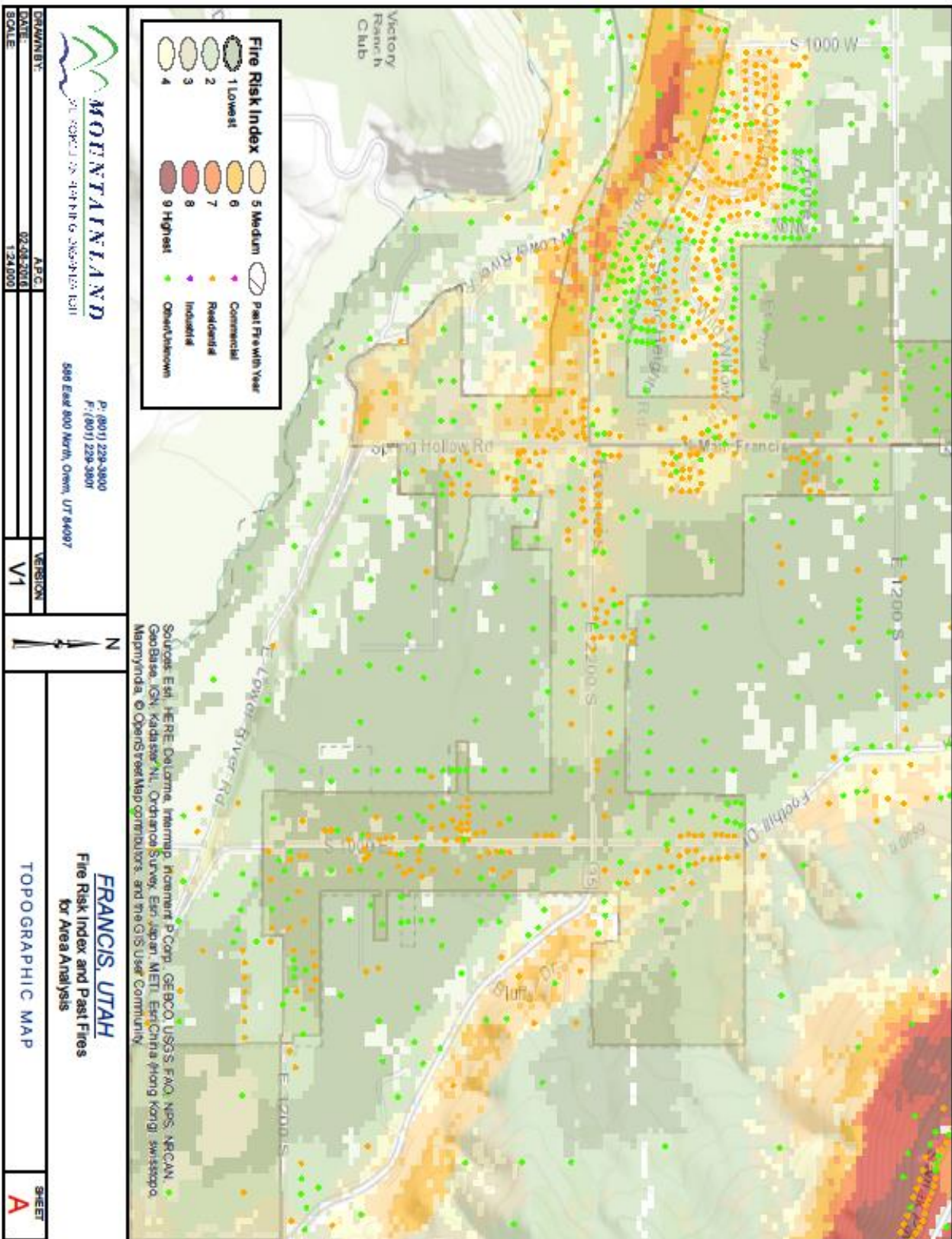
**Guideline:** Prohibit any development in wetlands, unless appropriate mitigation is approved by the jurisdictional governmental agencies.

**Guideline:** Prohibit development or construction below any historic high-water line of all streams and rivers whenever it will significantly alter the natural drainage patterns of the land. Development in a flood plain is strongly discouraged and if occurs shall specifically comply with all applicable Federal Emergency Management Agency regulations.

# EARTHQUAKE MAP

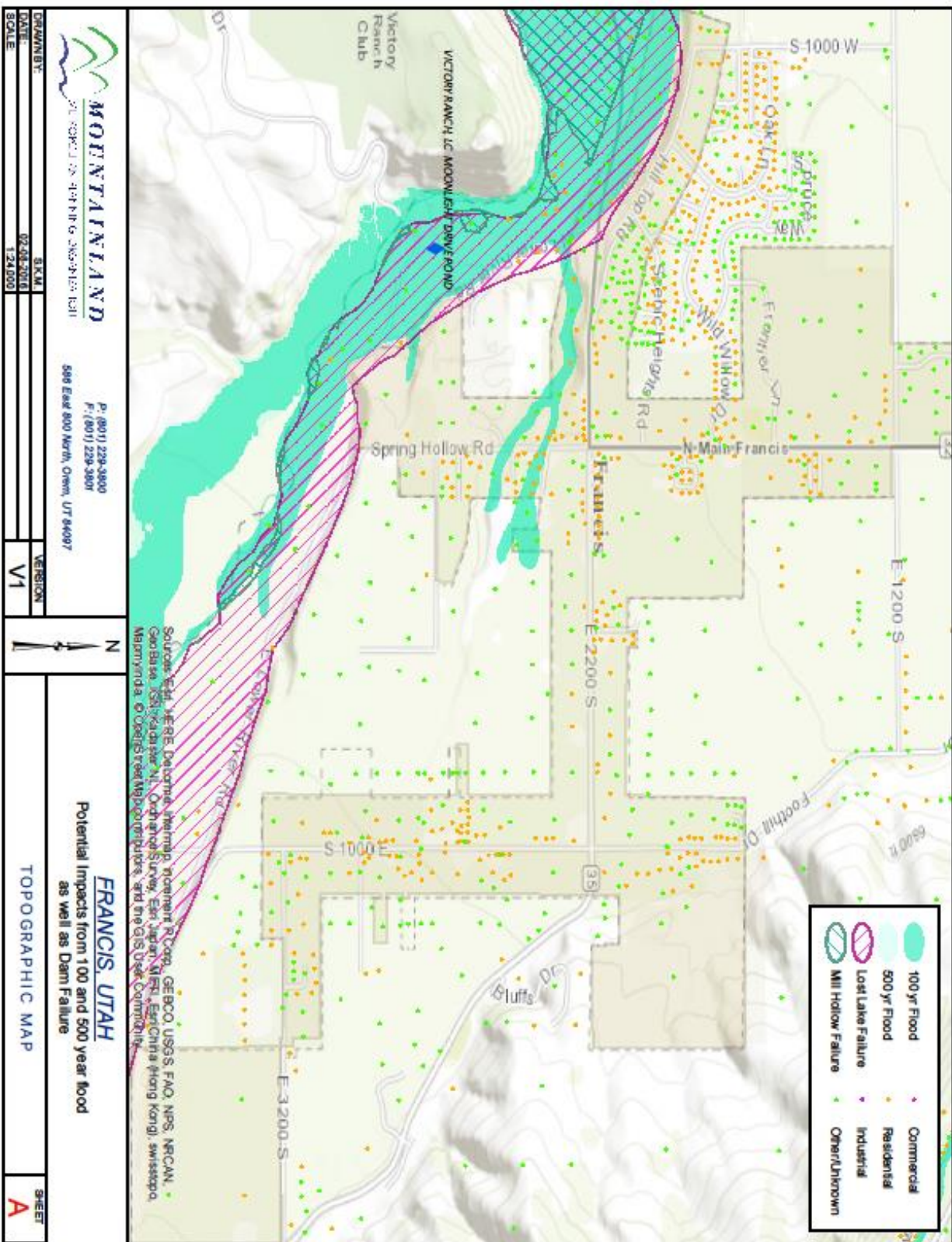


## FIRE MAP





## 41



# Annexation

## **Annexation Policy**

1. Development should be encouraged to occur within the existing City boundaries as a first priority.
2. Annexations should only be approved based upon an over-whelming benefit to the community as a whole.

## **Francis City Annexation Policy:**

The annexation requirements specified in this element are intended to protect the general interests and character of the Francis City municipal community (“City” or “Francis City”) by assuring the orderly growth and development through: coordinating and planning utilities and public services; preserving open space, enhancing parks and trails; ensuring environmental quality; protecting entry corridors, view sheds and environmentally sensitive lands; preserving historic and cultural resources; creating buffer areas; protecting public health, safety, and welfare; and ensuring that annexations are approved consistent with the Francis City general plan, the Francis City vision and applicable laws of the state of Utah.

In meeting the goals of Francis City’s annexation policy plan, contained herein, the City Planning Department, Planning Commission, Mayor and City Council shall strive to avoid gaps between or overlaps with the expansion areas of other municipalities; consider the population growth projections for Francis City and adjoining areas for the next 20 years; consider current and projected costs of infrastructure, urban services, and necessary public facilities; facilitate full development of areas within Francis City; expand infrastructure, services, and facilities into the area being considered for inclusion in the expansion area when practical and feasible; consider, in conjunction with Francis City’s general plan, the need over the next 20 years for additional land suitable for residential, commercial, and industrial development; consider the reasons for including agricultural lands, forests, recreation areas, and wildlife management areas in Francis City; and be guided by the principles enumerated below.

If practical and feasible, the boundaries of an area proposed for annexation shall be drawn to:

1. Eliminate islands and peninsulas of territory that are not receiving municipal type services;

2. Facilitate the consolidation of overlapping functions of local government; and
3. Promote the efficient delivery of services.

It is the intent of this element to ensure that property annexed to the City will contribute to the attractiveness of the community and will enhance the rural image which is critical to the economic viability of the community, and that the potential fiscal effect of an annexation does not impose an unreasonable burden upon City resources and tax base.

This chapter hereby incorporates by reference all applicable provisions Utah Code Annotated.

## **General requirements**

The following specific requirements are hereby established for annexation to Francis City:

1. Property under consideration for annexation must be considered a logical extension of the City boundaries.
2. Annexation of property to the City must be consistent with the intent and purpose of this chapter and the Francis City General Plan, in addition to the master plan for water, sewer, and roads.
3. Every annexation shall include the greatest amount of contiguous property area, which is also contiguous to the City's municipal boundaries.
4. Piecemeal annexation of individual small properties shall be discouraged if larger contiguous parcels are available for annexation within a reasonable time frame in order to avoid repetitious annexations.
5. Islands of county jurisdiction shall not be left or created as a result of the annexation and peninsulas and irregular boundaries shall be strongly discouraged.
6. In addition to services provided by existing districts, such as sewer, fire protection, and public schools, the following urban level services, consistent with those normally provided in the rest of the incorporated boundaries will be provided to annexed areas:
  - a. Law enforcement protection;
  - b. Snow removal on public streets, subject to standard City snow removal policies;

c. Maintenance of existing public streets, provided that such streets have been constructed or reconstructed to City street standards or are acceptable to the City Engineer and City Council;

d. Planning, zoning, and municipal code enforcement;

e. Access to municipal sponsored parks and recreational activities and cultural events and facilities;

f. Water and sewage waste disposal services as the area is developed. Existing facilities for water treatment, storage and delivery, and/or for sewage removal and treatment may be inadequate to provide water and sewer services to a proposed annexation area. The City shall determine the timing of and necessary capacity for the extension of water and sewer service to a proposed annexation area. New development in an annexation area shall pay the cost of improvements necessary for the extension and connection of new developments to City water and sewer lines and systems, as well as contribute to the cost of additional capital improvements, including, but not limited to, storage and distribution facilities as necessary for safe, reliable, and efficient water flows and waste removal.

7. Before considering requests for annexation, the City shall carefully analyze the impacts of annexation of the area proposed by taking into consideration whether the area will create negative impacts on the City and considering whether the City can economically provide services to the annexed area. Community issues such as location and adequacy of schools and community facilities, traffic, fire protection, particularly in wildfire/wildland interface areas, usable open space and recreation areas, protection of sensitive lands, conservation of natural resource, protection of view corridors, protection and preservation of historic resources, affordable housing, balance of housing types and ownership, adequate water and sewer capacity to serve the future needs of the proposed annexation area shall be considered.
8. Where it is in the public interest to preserve certain lands from development in flood plains, where geologic hazards exist, where slopes are severe, or where the need for preservation of community open space and/or agricultural lands is consistent with the general plan annexations may be used as a means to retain those lands in a natural state.

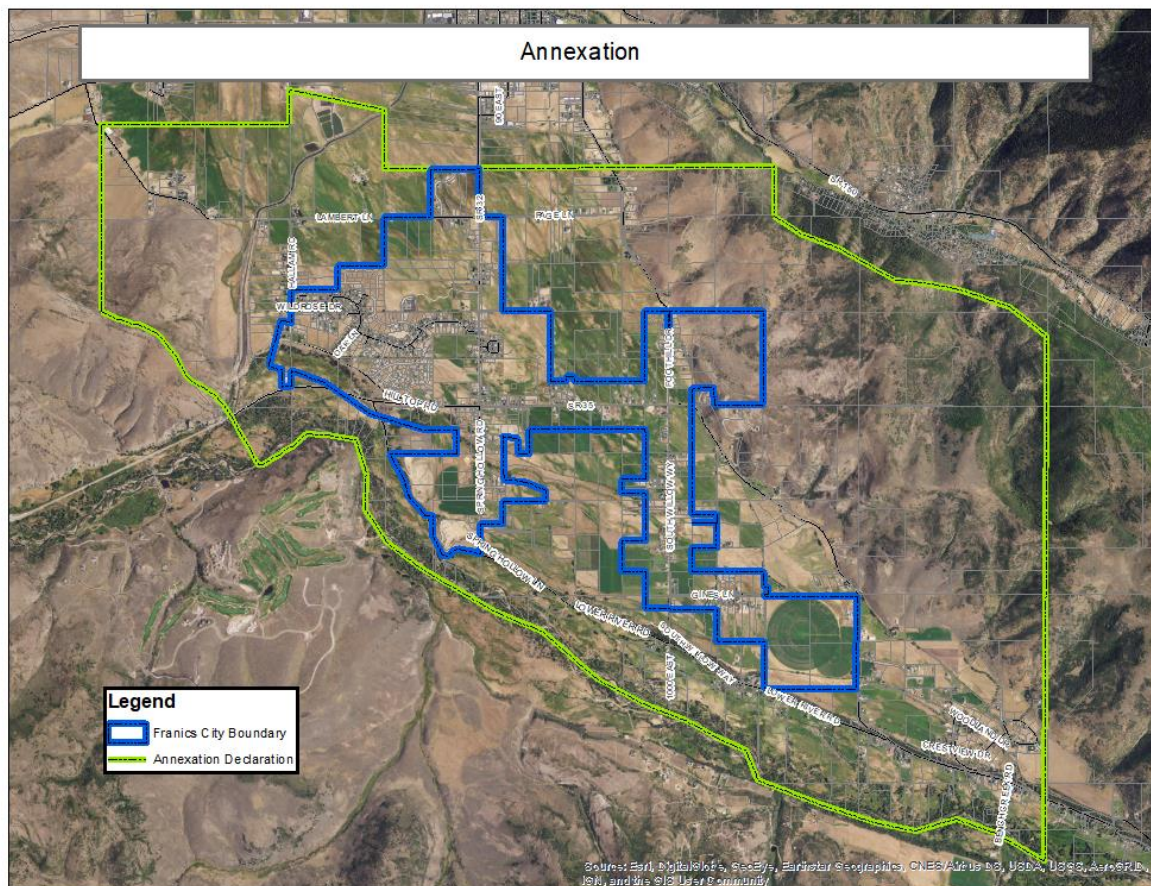


9. Francis City shall consider annexation of unincorporated areas of Summit County that are within the annexation declaration area on its own initiative in order to promote the policies set forth in FCC 17.10.010.
10. In general, the annexation of unincorporated territory which should be located within another municipality is not favored, nor the annexation of unincorporated territory solely for the purpose of acquiring municipal revenues, nor for retarding the capacity of another municipality to annex. (Ord. 2007-12 § 2, 2007.)

Francis City Property Tax Rate .009633
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Summit County Dist. 23 Property Tax Rate .007944
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## Exhibit A: Annexation Declaration Map

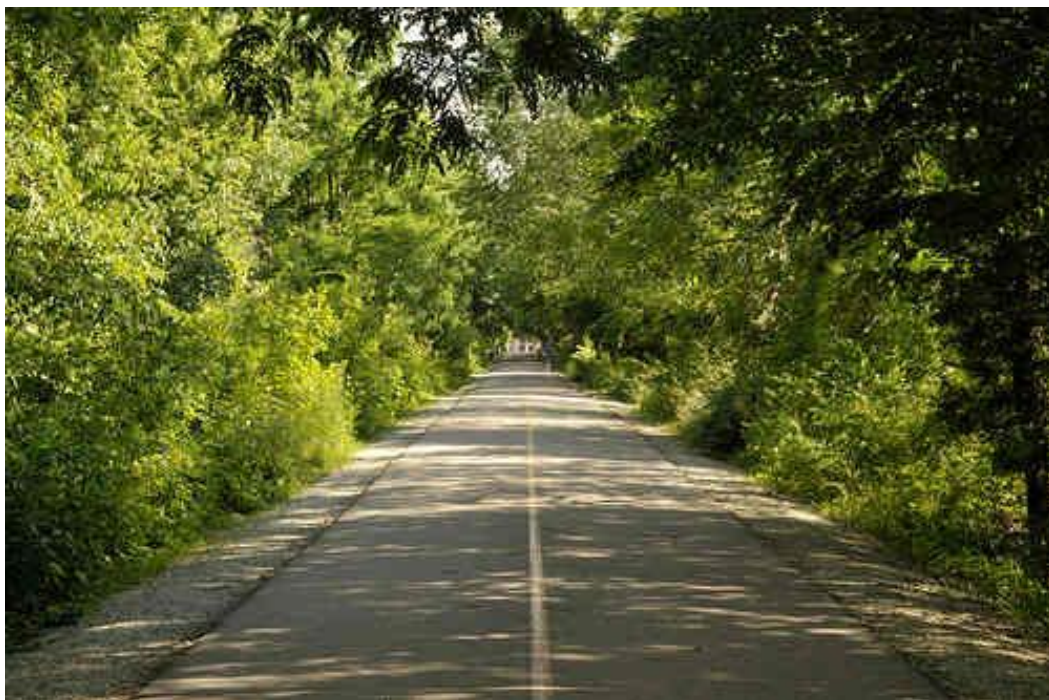




# Trails

The purpose of this portion of the general plan is to begin the development of a community-wide trails plan. By providing information to decision makers and advisory boards, such as the Planning Commission, City Council, Mayor, Planning Departments, trail-oriented groups and the public, this plan will help coordinate the development of a trail system that is a valuable asset while remaining economically responsible.

As a rural community, Francis has few dedicated pedestrian pathways through newly planned subdivisions. Citizens have typically taken advantage of the wide gravel shoulders to get around the City. However, as the community develops and the popularity of non-motorized transportation increases, demand for safer facilities has increased. This plan attempts to balance the rural characteristics of the City while providing a safe place for residents to walk, jog or ride.



## System Benefits

**Safe Routes to School:** Trails provide excellent means for allowing kids to walk or ride safely to and from bus stops.



**Transportation:** Trails can increase the transportation mode split of bicycling and walking trips, and also improve safety and increase access.

**Mobility for All Residents:** Trails provide safe, comfortable routes for those who either are unable or choose not to drive: children, the elderly, disabled, and certain economically disadvantaged persons need the independence and choice afforded by a good non-motorized network.

**Recreation:** Trails provide an easily accessible outdoor resource for many forms of recreation, most notably bicycling and walking. Trails greatly increase community access to physical activity and fitness opportunities by providing more miles of safe, attractive bicycling, walking, and hiking facilities.

**Reduction of Pedestrian/Bicycle/Auto Accidents:** A good non-motorized system targets and eliminates key behaviors that cause accidents.

**Economic:** Walkable communities can increase the value of real estate, and generate income from tourists, special events, and other users. Improved walking conditions improve the quality of life by making an area more attractive for business relocations and in-migration. Costs of developing and maintaining the road access infrastructure are also lessened as motor vehicle trips are reduced.



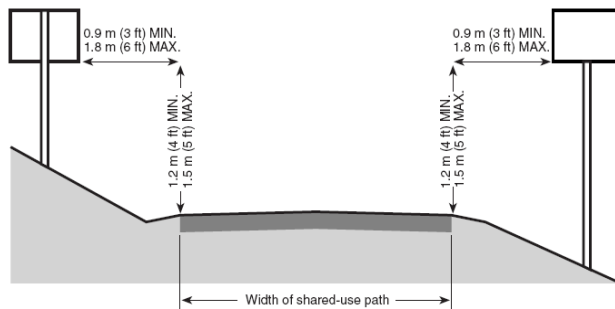
**Land Use Planning:** Trails and other green way corridors promote park and recreation development, wet land preservation, and buffered environmental protection. Trails preserve undeveloped lands in urban areas and serve to separate and buffer contradicting land uses.

**Environment:** Possible environmental benefits include wildlife preservation, water quality protection, storm water management, preservation of vegetation, and other benefits, such as firebreaks. They also reduce noise and visual pollution.

**Quality of Life:** Increases in the quality of life associated with non-motorized trails are realized through expressions of community character and pride, aesthetics of the local environment, economic revitalization of the community, access to the outdoors, opportunities for casual socialization, and easy increase of mobility.

## Trail Types and Uses

Francis has identified two separate trail types that appear on the Trail Plan map and are described below.

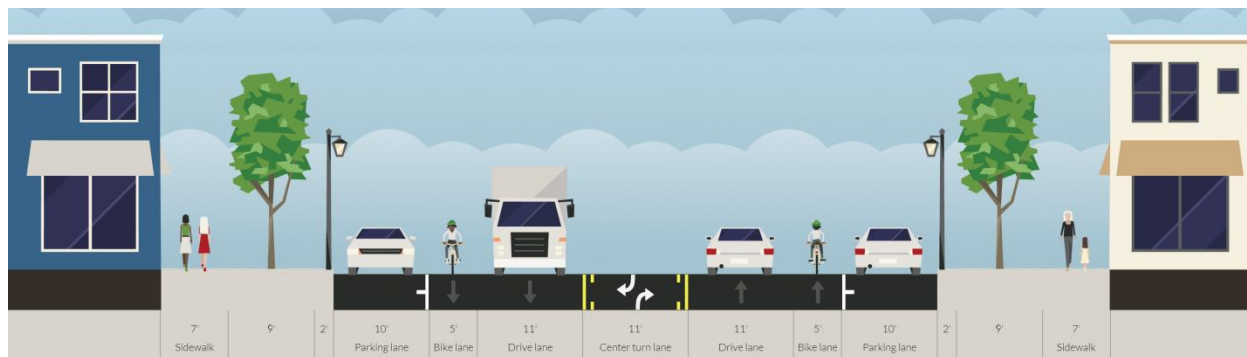


**Non-Motorized:** Non-Motorized trails are a dedicated asphalt path designed to be used by walkers, joggers and recreational bikers at slower speeds. They typically serve recreational users and are located in many areas of the community but not along every street. Separated from traffic and higher speed bikers, users enjoy a much safer and

more enjoyable experience. Development of these more expensive trails will likely occur through development, grants and other funding sources as they become available.



**Bike Lane:** Bike lanes are designed to allow bike users to cover larger distances at greater speeds and are therefore located primarily along arterial and collector roads within the City. A widened shoulder with specific striping separates riders from traffic and pedestrians which will increase safety and comfort for all users and vehicles. Development and maintenance are relatively inexpensive and usually occurs with road development and maintenance projects.



## Funding

Funding will likely become one of the more difficult aspects of creating the Francis City trail system. When viewed as a whole system, the costs of construction and acquisition can seem overwhelming. Therefore, the City should strive to build smaller sections as opportunity and funding becomes available through development exactions, grants, and road maintenance. As time continues these small sections will be connected and become a well-developed system.

## Trail Project Priorities

Name	Type	Description
UDOT Roads	Stripe Bike Lane	Stripe bike lane along SR 32 & SR 35
SR 32	Non-Motorized	Continue trail along SR 32 from Marion to Francis







# Implementation Element

It should be recognized that a general plan is never really finished. Rather, a general plan should become a repository for new and improved ideas which can be assimilated and made part of an on-going program. As better solutions to problems become known, or as changes and unforeseen conditions arise, corresponding changes should be made in the plans. However, what may appear to be a better solution to one problem, may lead to other changes. Changes should therefore, be made in the Plan only after the total effects have been taken into account.

## **Implementation**

This plan is to be used as a guide for the decision-making process and should remain flexible enough to allow decisions to be made that are in the best interest of Francis. The Plan encourages economic growth without adversely impacting the overall character of the community. As a guide, it is important that the recommendations contained in this document are followed by the policy and decision-making organizations.

Although this information is general, it represents an important perspective that will help direct future planning decisions. Land use decisions must be made on a case-by-case basis. These decisions must carefully consider how each use relates to the community's goals, objectives, and policies, as well as the Land Use Plan and its overall impact on adjoining properties. As better solutions to problems become known, or as changes and unforeseen conditions arise, corresponding changes should be made in the plan. However, what may appear to be a better solution to one problem, may call for other changes to be made which, in total, become unacceptable. Changes should, therefore, be made in the plan only after the total effects have been taken into account.

## **Implementation Measures Needed**

The following are measures which should be taken to implement the General Plan:

1. Preparation and adoption of a revised Zoning Ordinance designed to implement the Land Use Element of the General Plan.
2. Preparation and adoption of revised subdivision regulations designed to implement the Transportation Element of the General Plan.

3. Preparation and adoption of policies covering extension to water and sewer lines and other public utilities as a means of encouraging development to take place in accordance with the plan.
4. Preparation and adoption of a long-range Capital Improvement Program (CIP) showing public facilities listed according to priority of need and indicating the approximate amount and source of funds.
5. Adoption of impact fee ordinances to fund the improvements required by new development and growth.

## **General Plan Review**

Francis City's General Plan should be reviewed every five (5) years or as determined by the Planning Commission or the City Council.