

AGENDA

**Francis City Council Meeting
Thursday, March 27th, 2025, 6:00 p.m.
2317 So. Spring Hollow Rd. Francis, Utah**

The meeting will be streamed via Francis City YouTube channel
<https://www.youtube.com/channel/UC-9wahpEELShvGQZShXGIXg> You
can also comment by email to comments@francisutah.gov

1. Welcome, Call to Order and Pledge of Allegiance

2. Consent Agenda---Approval of Invoice Register dated March 27th, 2025, and Minutes from March 13th, 2025

3. Public Comment

Comments will be taken on any item not scheduled for a public hearing, as well as on any other City business. Comments are limited to two minutes per speaker. The Council cannot act on items not listed on the agenda, and therefore, the Council may or may not respond to non-agenda issues brought up under Public Comment. Those wishing to comment should state their full name and address, whom they represent and the subject matter to be addressed. No person shall interrupt legislative proceedings. Total time allocated to public comments will be no more than 10 minutes.

4. Public Hearings

A. ~~Town Center CUP Hotel~~---The Public Hearing on the Hotel CUP Permit will not be held. The applicant has requested additional time to address outstanding issues.

- B. Town Center Conditional Use Permit for Restaurant with Alcohol Service
- C. Town Center Conditional Use Permit for Drive-Through Restaurant 1
- D. Town Center Conditional Use Permit for Drive Through Restaurant 2

5. Discussion, Updates and Approval on Potential Action Items

- A. Town Center Commercial Development
- B. Budget
- C. Appoint Planning Commissioner
- D. Frontier Days

6. Council Business

- A. Council Reports
- B. Planner Reports
- C. Engineer Reports
- D. Mayor Reports

7. (As Needed) Closed Executive Session to Discuss Pending or Reasonably Imminent Litigation, Purchase, Exchange, or Lease of Property and/or the Character, Professional Competence or Physical or Mental Health of an Individual.

8. Adjournment

I certify that this notice has been posted in three (3) public places and on the Utah State Public Notice Website. Attested by Suzanne Gillett City Recorder. In Compliance with the American Disabilities Act, individuals needing special accommodations during this hearing should notify Suzanne Gillett at (435) 7836236 at least three days prior to the hearing.



Staff Report

To: Francis City Council

From: Katie Henneuse, City Planner and Brad Christopherson, City Attorney

Report Date: March 20, 2025 - Updated March 25, 2025

Meeting Date: March 27, 2025

Title: Town Center Commercial Development and CUPs

Type of Item: Administrative

Location:

This site of the proposed Town Center commercial development is located on the southeast corner of State Road 35 and Spring Hollow Road. It is adjacent to and directly north of the new Francis City Hall. Town Center will be built on parcels FT-90, FT-92, and FT-99. The combined parcel acreage is 3.49 acres. The parcels are in the City Center (CC) Zone.



Background:

Commercial Development plans for the Town Center project were approved in the fall of 2022. Two mixed-use commercial and residential structures on parcels FT-99 and FT-92 were approved at the time. Russ Witt was the applicant. The Town Center property was purchased by Rusty Webster in 2024. Webster also became the owner of the neighboring property, FT-90 in 2024.

Executive Summary:

The applicant, Rusty Webster, submitted four applications that will be considered in this report:

- Commercial Development updated plans
- Conditional Use Permit for a restaurant serving alcohol
- Conditional Use Permit for drive through 1
- Conditional Use Permit for drive through 2

The applicant also submitted a subdivision application and a conditional use permit for a hotel. They will be reviewed separately. The architectural design portion of the commercial development application will also be reviewed at a later meeting.

Webster is updating the commercial development plans to expand the Town Center project onto parcel FT-90, add a hotel, and add a building with a drive-through restaurant space, a retail space, and three apartments. The Town Center plans now include the following:

- Hotel with 46 rooms, a 1,400 sq ft conference room, a convenience store, two hot tubs, a possible fitness center, business center, and a shared courtyard with a gas fireplace.
- Restaurant that offers full-service sit-down dining and alcohol service.
- Two drive-through restaurants.
- Retail space for up to 9 businesses - 14,000 sq ft
- Residential - 21 apartments* (14 2-bedroom and 7 3-bedroom)

General Plan Guidance:

Mission Statement: The City of Francis has a core mission 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.

Land Use Vision: Francis will continue to be a rural and family friendly community. Preservation of our agricultural heritage, dark skies, scenic views, and open spaces are our priority. Growth will be sustainable, well-planned, and consistent with the zoning map and General Plan.

Land Use Policy 2E: Condition development approval on construction of adequate culinary water, sewer, storm drainage, and transportation systems.

Land Use Policy 2F: Commercial uses should be highly accessible and provide adequate access and parking.

Economic Development Goal 1: The rate of commercial growth will be higher than the rate of residential growth.

Economic Development Policy 1A: Promote a positive environment for businesses to strengthen and improve the City's tax base and quality of life.

Economic Development Policy 2A: Improve, diversify, and increase the tax base. Seek revenue growth from economic development activities to mitigate residential property tax increases.

Economic Development Policy 2C: Buffer commercial and industrial uses from existing single family residential areas.

City Code Guidance – Establishment of the City Center Zone (18.57.010):

The City Center zone, hereinafter also referred to as the CC zone, is established to:

1. Create a strong commercial identity at the heart of Francis City.
2. Encourage private and public investment, attract shoppers and visitors, and appeal to existing and new residents.
3. Promote a diverse mix of residential, business, commercial, office and institutional, educational, cultural and entertainment activities for employees, visitors, and residents.
4. Encourage pedestrian-oriented development within walking distance.
5. Create a place that represents a unique, attractive, and memorable destination for visitors and residents.
6. Enhance the community's character through the promotion of high-quality urban design.
7. To provide opportunities to increase the city sales tax base, thereby helping to fund public improvements and public services.

Analysis – Commercial Development:

All requirements pertaining to the commercial (C-1) zone are applicable in the CC zone, excepting a few provisions unique to the CC Zone.

Parking - 18.45.160, 18.57.050, 18.100.100

"Parking is strongly encouraged to be located on the side and to the rear of any proposed structures, with minimum parking between the front of the building and the street. Parking shall not occur adjacent to any public street except when it has been established that such a location is needed or justified by other site conditions or building entrance location and the use is restricted to visitors/key employees."

On-street parking on Spring Hollow was previously approved for the Town Center project. Most of the parking is planned behind the structures.

The parking tabulation is an estimate based on the following assumptions: 1) The applicant qualifies for a reciprocal use reduction of 25%, 2) The space is used as planned by the applicant (it is possible that retail space may become a different use requiring more or fewer stalls), and 3) the applicant signs a shared parking agreement with the City for 36 stalls on City property.

During the business license approval process, the City will check that the applicant has adequate parking for each business use. The Planning Commission may authorize a reciprocal use reduction of up to 25% of nonresidential parking after the applicant demonstrates that they have overlapping daytime and nighttime uses.

It is estimated that 189 parking stalls will be required after the applicant qualifies for the 25% reciprocal reduction. The applicant is planning 170 stalls on their property and is seeking a shared parking agreement with the City for 36 stalls on City property including 10 trailer/truck stalls (see parking tabulation below and Shared Parking Agreement Exhibit A). Approval of the parking plan should be contingent upon the applicant reaching a shared parking agreement with Francis City for at least 19 stalls on City property.

Parking Tabulation	
Hotel – 46 rooms (1 per room)	46 stalls
Restaurants – 198 seats (1 per 3 seats)	66 stalls
Retail – 14,000 ft ² (4 per 1,000 ft ²)	56 stalls
Residential – 21 units (3 per unit)	63 stalls
Total Parking Required	231 stalls
Nonresidential Parking	168 stalls
25% Reciprocal Reduction	-42 stalls
City Shared Parking	-36 stalls
Total Required at Town Center*	153 stalls
Total Provided at Town Center	170 stalls

*If reciprocal reduction is approved and City signs agreement to share 36 stalls on City property.

Site Plan – 18.45.120 and 18.57.060

The building layout as shown on the site plan meets setback requirements. The city engineer determines whether the site plan is compliant with city code and standards.

Outdoor Lighting Plan - 18.118

“An outdoor lighting plan shall be submitted with the site/development plan. The plan must show the location, height, number, and type of fixtures to be used for all outdoor lighting.”

“All outdoor lighting must be full cut-off directing the light downward.”

“The maximum outdoor light output shall not exceed 100,000 lumens per acre.”

“All fixtures shall be mounted no more than 18 feet high when adjacent to residential zones.”

“Outdoor lighting shall be turned off or reduce total lumen usage output 50 percent by 11:00 pm except for the following conditions:

- a. Operations that are open for 24 hours.
- b. Lighting that has been approved by the City Council for security purposes.”

The parcel is 3.49 acres, allowing up to 349,000 lumens.

Nine parking lot lights are planned at a height of 12 ft. Three types of parking lot lights are planned. The fixture is the same for all types, but some poles have two lights, and the lumen output varies. The fixture appears to be full cut-off.

Fifteen wall-mounted lights are planned around the sides of the buildings. They will be mounted at a height of 10 ft. The fixture appears to be full cut-off. The applicant plans to reduce lighting by at least 50 percent after 11:00 pm.

The lighting plan complies with the code.

Light Type	# of Fixtures	Height	Lumens/Fixture	Total Lumens
Parking – SF1	6	12 ft	9,591	57,546
Parking – SF3	2	12 ft	19,182	38,364
Parking – SF4	1	12 ft	9,835	9,835
Wall – SF5	15	10 ft	4,883	73,245
Total				178,990

Analysis – Conditional Use Permits:

State Code - 10-9a-507 Conditional Uses

- (1) (a) A municipality may adopt a land use ordinance that includes conditional uses and provisions for conditional uses that require compliance with objective standards set forth in an applicable ordinance.
- (b) A municipality may not impose a requirement or standard on a conditional use that conflicts with a provision of this chapter or other state or federal law.
- (2) (a) (i) A land use authority shall approve a conditional use if reasonable conditions are proposed, or can be imposed, to mitigate the reasonably anticipated detrimental effects of the proposed use in accordance with applicable standards.
- (ii) The requirement described in Subsection (2)(a)(i) to reasonably mitigate anticipated detrimental effects of the proposed conditional use does not require elimination of the detrimental effects.

- (b) If a land use authority proposes reasonable conditions on a proposed conditional use, the land use authority shall ensure that the conditions are stated on the record and reasonably relate to mitigating the anticipated detrimental effects of the proposed use.
- (2) (c) If the reasonably anticipated detrimental effects of a proposed conditional use cannot be substantially mitigated by the proposal or the imposition of reasonable conditions to achieve compliance with applicable standards, the land use authority may deny the conditional use.

Note: The City planning and legal staff are in the process of revising the city code to bring it into compliance with recent changes from the State Legislature. When State Law and City Code conflict, State Law prevails because of the correlating supremacy clause in the Utah States Constitution.

City Code – 18.65.090 Standards for Review

The city shall review each of the following items when considering a conditional use permit and proposing or imposing conditions on the permit:

1. Size and location of the site.
2. Traffic considerations including capacity of the existing streets in the area, location and amount of off-street parking, and internal traffic circulation.
3. Utility capacity.
4. Emergency vehicle access and control of delivery and service vehicles, loading and unloading zones, and screening of trash pick-up or waste storage areas.
5. Fencing, screening, and landscaping to separate the use from adjoining uses.
6. Design, architectural detailing, building mass, bulk, orientation, and the location of buildings on the site including orientation to buildings on adjoining lots.
7. Usable and permanent open space considerations.
8. Signage and lighting.
9. Noise, vibration, pollution, odors, steam, or other mechanical factors that might affect people and property off site.
10. Potential for discharge into the air, ground water, surface and subsurface water, or soil.
11. Potential adverse impact on the ability of those who live or own property in the vicinity, including adverse effects to property values and the right to use and enjoy their property.
12. Other technical review matters as may be advised by the City.

Standards #1, 4, and 6 were reviewed as part of the commercial development portion of this report but should be considered as part of each CUP review as well. The city engineer will review standards #2, 3, and 4 in his staff report. Standards #7, 10, and 12 are not applicable to these CUP applications.

Staff have identified the following reasonably anticipated detrimental effects of the proposed conditional uses to adjoining residential properties: disruption of privacy, additional noise, outdoor lighting, additional traffic, decreased property value, and decreased enjoyment of

property. These detrimental effects will be reviewed in relation to Review Standards #5, 8, 9, and 11 from Section 18.65.090. The measures proposed by the applicant and conditions proposed by the city to mitigate these effects are examined in the sections below. The city engineer will review the traffic impact study in his report.

The proposed development is on a corner of the main intersection at the heart of Francis City. There are several residential properties across the street from the proposed development on Spring Hollow Road and State Road 35. Additional noise and outdoor lighting from the project are not anticipated to significantly impact the residents living across State Road 35 because of the ambient levels of light and noise that already exist in this area from traffic. The residents that live across the street from the proposed development on Spring Hollow Road will be minimally impacted by noise and outdoor lighting because the main parking and loading/unloading areas will be behind the building. Very minimal wall lighting is planned on the front of the buildings. The on-street parking is about 100 feet from the residences. It is anticipated that noise impacts will be lessened by this distance by about 10 dB and will be in compliance with code. Therefore, the standards will be primarily viewed in relation to their impact on the adjoining existing residence.

Standard #5 – Fencing, Screening, Landscaping Buffers

In Section 18.45.150 regarding buffers, fences, and walls, city code says, “The intent in having special buffer, fence, and wall requirements is to provide quality separation between incompatible commercial uses, and to provide physical and visual protection between commercial and residential uses.”

“Buffer treatment may be required whenever a change occurs between residential and nonresidential uses. Additional landscaping and screening may be required at the discretion of the Planning Commission and City Council within the setback which separates the uses. Fences or walls will be reviewed for their effectiveness in screening a view, and for their color and texture in relationship to building materials.”

“Where differing uses are to be developed adjacent to existing residential areas, special consideration shall be made to protect the privacy of residents and requirements shall be at the discretion of the Planning Commission and City Council. As a minimum, the negative effects of noise and artificial lighting shall be minimized to protect existing residents.”

For a buffer between the commercial property and the adjoining residential property, the applicant is proposing an evergreen tree buffer in front of an 8 ft precast decorative concrete wall. A rock retaining wall is planned along the back portion of the eastern property boundary. An 8 ft vinyl fence in an earth tone is proposed along the southern and eastern boundary with the City.

The buffer planned will mitigate the detrimental effect of disruption of privacy, additional noise, and outdoor lighting from the parking lot, building lights, and vehicle lights.

Standard #8 – Signage and Lighting

18.105.150 “One monument sign less than six feet in height and 60 square feet measured from the farthest extent of the sign to form a rectangle is allowed per commercial project. If a commercial project includes more than five potential businesses the Planning Department may approve a sign up to 10 feet in height and 100 square feet measured from the farthest extent of the sign to form a rectangle. Application for additional monuments signs in a commercial project will be considered a conditional use. The applicant must demonstrate to the Planning Department that the additional sign(s) are necessary.”

“One wall sign not to exceed 30 square feet measured from the farthest extent of the sign to form a rectangle is allowed on the wall facing the primary entrance to the commercial project. Except as otherwise provided in this section, every wall sign and painted wall sign in a commercial zone shall comply with the following requirements:

- a. No part of any sign shall extend above the wall upon which it is situated.
- b. No sign, including any light box or structural part, shall project more than 12 inches from the face of the pan of the building to which it is attached.”

The applicant is planning a marquee sign for the development on the corner of Spring Hollow Road and State Road 35. They noted on the site plan, “Each business sign to meet Francis City signage code requirements. Any sign proposed not meeting Francis City signage code must be submitted for a conditional use review.”

The signage plans comply with the code and do not increase or change the detrimental effects listed.

18.45.150 “Outdoor lighting shall be designed to prevent exposure of light source to the view of residents.”

18.118 “The applicant in nonresidential zones must also provide a plan on how outdoor lighting will minimize impacts on adjacent properties.”

“All outdoor lighting must be full cut-off directing the light downward. The bulb or lighting source cannot be visible from the property line. Outdoor lighting cannot be directed towards any adjacent neighboring properties.”

In each CUP application, the applicant states that they “do not anticipate any abnormal ... lighting change ... associated” with the use.

Outdoor lighting was evaluated in the commercial development section of this report. The city code allows up to 349,000 lumens of outdoor lighting for this development. The outdoor lighting planned totals 178,990 lumens – just over half of the allowed limit. All fixtures appear to be full cut-off. Lighting may not be directed at neighboring properties to be compliant with code.

The applicant plans to reduce lighting as much as possible while still having some security lighting after 11:00 pm.

Vehicle lights will be an additional source of light at night. The detrimental effects of outdoor lighting and vehicle lights on the adjoining residence can be mitigated with the proposed 8 ft concrete wall and tree buffer.

The Vehicle Headlight Study conducted by City Staff (see attached) concludes that headlights will have a minimal impact on residential properties across the street from the development on SR 35. The access point and drive-through lanes along SR 35 align with existing driveways and unoccupied spaces. The applicant is proposing pine tree clusters aligned with the drive-through lanes to help mitigate vehicle light concerns. Vehicle headlights will have the most impact on the residential property across from the Spring Hollow Road exit. This access cannot be moved and was previously approved. The applicant will work with the property owner to add a landscape buffer, if desired by the owner.

Standard #9 – Noise or Odors

8.10.0020 “The following sounds are prohibited pursuant to this chapter:

1. A sound measuring 70 decibels or more between the hours of 7:00 a.m. and 10:00 p.m. Monday through Saturday, or between the hours of 9:00 a.m. and 10:00 p.m. on Sunday.
2. A sound measuring 55 decibels or more between the hours of 10:00 p.m. and 7:00 a.m. Monday through Saturday, or between the hours of 10:00 p.m. Saturday and 9:00 a.m. on Sunday.”

In each CUP application, the applicant states that they “do not anticipate any abnormal odors ... or noise issues associated” with the use.

The Noise Disturbance Study performed by City Staff (see attached) concludes that the detrimental effects of additional noise can be mitigated with the planned buffer on the adjoining residential property line, restricting delivery and trash pick-up hours to the daytime Monday – Saturday, and requiring that mechanical equipment for building 3 (drive-through 2) be placed as far from the adjacent existing residence as possible and be enclosed.

Standard #11 – Property Values and Property Use of Adjoining Owners

The City has no specific evidence of property value changes associated with this project.

The new City Hall is directly south of this development along with other City buildings and the soccer field.

A review of literature on the impacts of commercial development on nearby residential is inconclusive.

There is one residential property that borders the project on the east. The site plan has mitigation with fencing and landscaping to reduce noise and lighting impacts and staff has recommended additional conditions, so the impact complies with the City Code.

Other residential properties exist across Spring Hollow and State Road 35. The residential homes are all at least 100 feet from the restaurants. This project is at the intersection of State Road 35 and Spring Hollow Road – which is the largest and most traveled intersection in the City. It is also located in the City Center zone, which was created to encourage development and begin to create a commercial center and bring commercial activity to the City. It is not unreasonable that development would arrive at this intersection. There are also commercial properties across the street to the west of this project. There are no Commercial or City Center zones that are not abutting, adjacent, or across the street from residential areas.

This proposed project will not prevent any of the uses currently surrounding the project but will bring increased traffic, noise, and lighting. These anticipated increases can be mitigated with measures taken by the applicant and the conditions proposed by staff.

Restaurant with Alcohol Service

“Any application for a permit to operate an establishment that offers alcoholic beverages for sale must first be reviewed for local consent by the City Council, which the City Council may grant or deny, in its sole and absolute discretion. If the City Council votes to grant local consent, the application will then be considered by the Planning Commission and City Council as a conditional use in accordance with FCC Title 17 and this title and in accordance with governing Utah law.” (18.15.110)

The City Council granted local consent on January 9, 2025.

The applicants’ stated hours of operation for the restaurant will be between 5:30 am and 11:00 pm.

The detrimental effects of decreased privacy, additional noise, and lighting caused by the restaurant serving alcohol can be mitigated with the planned buffer on the adjoining residential property line. Noise disturbances can be further mitigated by allowing deliveries and trash pickup only between the hours of 9:00 am and 7:00 pm.

Drive-Through Restaurants 1 and 2

Drive-through restaurants are a conditional use in the City Center Zone. (18.57.020)

The applicants’ stated hours of operation for the drive-through restaurants will be between 5:30 am and 11:00 pm.

Drive-through restaurant 2 will be one of the closest businesses in the development to the adjoining residential property owner. The detrimental effects of decreased privacy, additional noise, and lighting caused by the drive-through restaurants can be mitigated with the planned buffer on the adjoining residential property line. Noise disturbances can be further mitigated by allowing deliveries and trash pickup only between the hours of 9:00 am and 7:00 pm.

Planning Commission Recommendation:

The Planning Commission reviewed these items at their January 16th and March 5th, 2025, meetings.

Commercial Development

Parking – Positive Recommendation 3-2. The assenting Commissioners felt the parking plan met the code requirements. The dissenting Commissioners expressed concerns about the reciprocal and shared parking not being finalized.

Site Plan – Positive Recommendation with City Engineer’s recommendations 3-2. The assenting Commissioners felt the site plan met the code requirements. The dissenting Commissioners expressed concern about headlights from the access points and drive-throughs aligning with homes across the street. *Note – The applicant and City jointly performed a headlight study to address this concern, see attached.*

Outdoor Lighting Plan – Positive Recommendation 5-0.

Conditional Use Permits

Restaurant with Alcohol Service – Positive Recommendation 5-0 with their conditions included in Staff recommended conditions.

Drive-Through Restaurant 1 – Positive Recommendation 4-0 with their conditions included in Staff recommended conditions.

Drive-Through Restaurant 2 – Positive Recommendation 3-1 with their conditions included in Staff recommended conditions. The assenting Commissioners felt the conditions mitigated the reasonably anticipated detrimental effects. The dissenting Commissioner expressed a concern that there would be too much happening in the parking lot with two drive-through restaurants and a hotel. The Commissioners discussed possibly removing or changing the parking orientation of the islands to create better traffic flow.

Staff Recommendation:

Commercial Development

Parking - Approve the parking plan contingent upon the applicant reaching a shared parking agreement with the City for at least 19 stalls on City property.

Site Plan – Approve or deny. Follow the City Engineer’s recommendation.

Outdoor Lighting Plan – Approve with condition that outdoor lighting be reduced by 50% after 11:00 pm.

Conditional Use Permits

Restaurant with Alcohol Service – If the commercial development plans are approved or if they are tabled and no other reasonably anticipated detrimental effects are expected by potential changes, approve with the following conditions:

1. Build and maintain an 8 ft precast decorative concrete wall on the east property line adjoining the existing residence.
2. Plant and maintain an evergreen tree buffer as shown on landscape plan on the east property line adjoining the existing residence.
3. Deliveries and trash pickup are only allowed between the hours of 9:00 am and 7:00 pm.
4. Hours of operation are between 5:30 am and 11:00 pm.
5. Outdoor lighting be reduced by 50% after 11:00 pm.

Drive-Through Restaurant 1 – If the commercial development plans are approved or if they are tabled and no other reasonably anticipated detrimental effects are expected by potential changes, approve with the following conditions:

1. Build and maintain an 8 ft precast decorative concrete wall on the east property line adjoining the existing residence.
2. Plant and maintain an evergreen tree buffer as shown on landscape plan on the east property line adjoining the existing residence.
3. Deliveries and trash pickup are only allowed between the hours of 9:00 am and 7:00 pm.
4. Hours of operation are between 5:30 am and 11:00 pm.
5. Outdoor lighting be reduced by 50% after 11:00 pm.
6. Plant and maintain an evergreen tree that reaches at least 6 ft in height at maturity on the drive through turning radius.

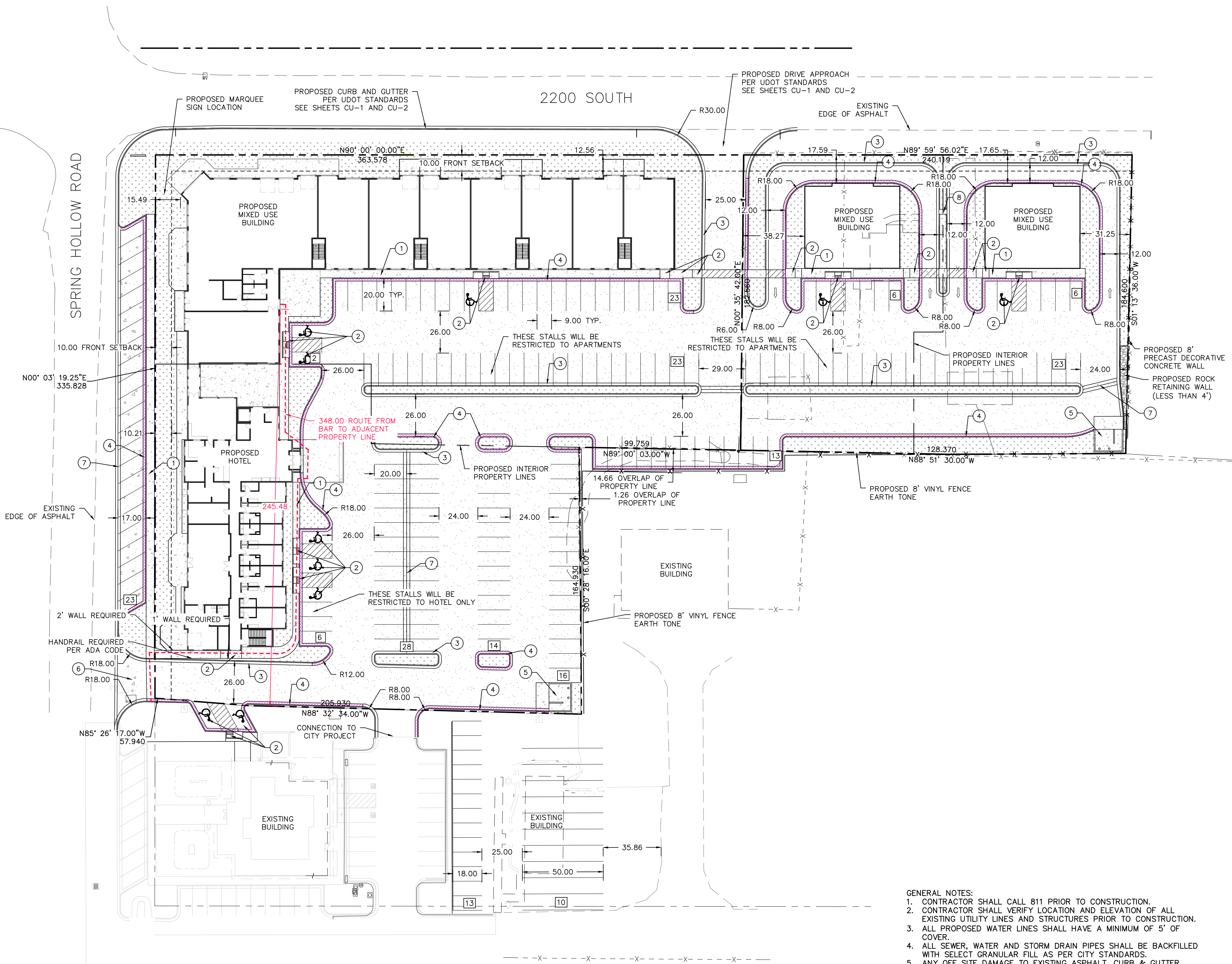
Drive-Through Restaurant 2 – If the commercial development plans are approved or if they are tabled and no other reasonably anticipated detrimental effects are expected by potential changes, approve with the following conditions:

1. Build and maintain an 8 ft precast decorative concrete wall on the east property line adjoining the existing residence.
2. Plant and maintain an evergreen tree buffer as shown on landscape plan on the east property line adjoining the existing residence.
3. Deliveries and trash pickup are only allowed between the hours of 9:00 am and 7:00 pm.
4. Hours of operation are between 5:30 am and 11:00 pm.
5. Outdoor lighting be reduced by 50% after 11:00 pm.
6. Plant and maintain an evergreen tree that reaches at least 6 ft in height at maturity on the drive through turning radius.
7. Mechanical equipment for this building be placed as far from the adjacent existing residence as possible and be enclosed.

Community Review:

A public hearing will be held for each of the three conditional use permits. The public hearings were noticed in accordance with State and local law. A public hearing is not required for the commercial development application.

SIGNAGE NOTES:
EACH BUSINESS SIGN TO MEET FRANCIS CITY SIGNAGE CODE REQUIREMENTS.
ANY SIGN PROPOSED NOT MEETING FRANCIS CITY SIGNAGE CODE MUST BE SUBMITTED FOR A CONDITIONAL USE REVIEW.



- LOT LINES (PROPERTY) ---
EXISTING CURB AND GUTTER ---
PROPOSED CURB AND GUTTER ---
SETBACK LINE ---
EXISTING FENCE ---X---
LANDSCAPE AREA [Pattern]
CONCRETE AREA [Pattern]
ASPHALT AREA [Pattern]
REVERSE PAN CURB [Pattern]

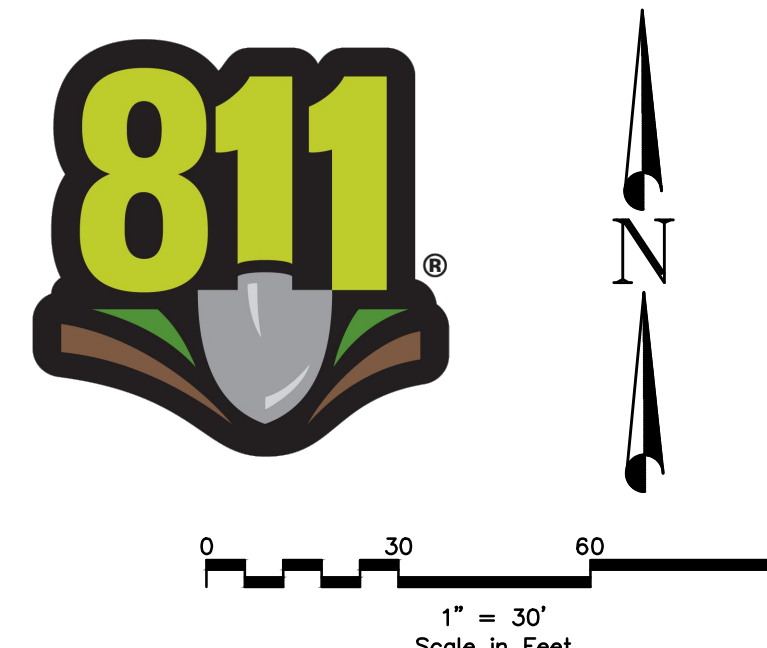
SITE DATA
LOT AREA: 152,092 SF (3.49 ACRES)
BUILDING AREA: 36,285 SF± 23.9%
PAVEMENT AREA: 95,061 SF± 62.5%
LANDSCAPE AREA: 20,746 SF± 13.6%

BUILDING DATA
ZONE: CC (CITY CENTER)
SETBACKS:
FRONT YARD: 10'
SIDE YARD: 0'
REAR YARD: 0'

PARKING TABULATION
REQUIRED: RETAIL = 4 PER 1,000 SF
RESTAURANT = 1 PER 3 SEATS OR 1 PER 100 SF
HOTEL = 1 PER ROOM
RESIDENTIAL = 3 PER DWELLING UNIT
REDUCTION: 25% RETAIL REDUCTION FOR RECIPROCAL USES
REQUIRED: RETAIL = 56 STALLS (14,000 SF)
RESTAURANT = 66 STALLS (198 SEATS)
HOTEL = 70 STALLS (70 ROOMS)
RESIDENTIAL = 63 STALLS (21 UNITS)
REQUIRED: 255 STALLS
REDUCTION: 191 STALLS
PROVIDED: 160 STALLS ON-SITE + 23 STALLS ON-STREET
8 ADA STALLS

SEEKING SHARED PARKING WITH CITY OF 8 STALLS.

- SITE DESIGN NOTES:**
- PROPOSED SIDEWALK PER APWA PLAN 231. SEE SHEET C-4 FOR DETAILS.
 - ALL ADA STALLS AND RAMPS TO BE INSTALLED PER ADA STANDARDS AND CITY STANDARD STREETS-5. SEE SHEET C-4 FOR DETAILS.
 - PROPOSED CURB & GUTTER PER APWA PLAN 205 TYPE E. SEE SHEET C-4 FOR DETAILS.
 - PROPOSED REVERSE PAN CURB AND GUTTER PER DETAIL 1. SEE SHEET C-4 FOR DETAILS.
 - PROPOSED DUMPSTER LOCATION. SEE ARCHITECTURAL PLANS FOR DETAILS.
 - COMMERCIAL DRIVE APPROACH PER CITY STANDARD STREETS-7. SEE SHEET C-4 FOR DETAILS.
 - PROPOSED 4' WATERWAY PER APWA PLAN 211. SEE SHEET C-4 FOR DETAILS.
 - PROPOSED CURB CUT. SEE SHEET C-4 FOR DETAILS.

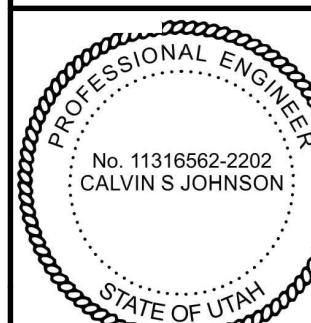


- GENERAL NOTES:**
- CONTRACTOR SHALL CALL 811 PRIOR TO CONSTRUCTION.
 - CONTRACTOR SHALL VERIFY LOCATION AND ELEVATION OF ALL EXISTING UTILITY LINES AND STRUCTURES PRIOR TO CONSTRUCTION.
 - ALL PROPOSED WATER LINES SHALL HAVE A MINIMUM OF 5' OF COVER.
 - ALL SEWER, WATER AND STORM DRAIN PIPES SHALL BE BACKFILLED WITH SELECT GRANULAR FILL AS PER CITY STANDARDS.
 - ANY OFF SITE DAMAGE TO EXISTING ASPHALT, CURB & GUTTER, LANDSCAPING AND ALL UTILITIES SHALL BE REPLACED IN KIND.
 - SEE UTILITY PLAN FOR CONSTRUCTION OF SEWER AND WATER LINES.
 - SITE LIGHTING SHOWN FOR REFERENCE ONLY. SEE SITE ELECTRICAL PLANS FOR LOCATION.
 - ALL WORK SHALL BE ACCORDING TO CITY STANDARDS.

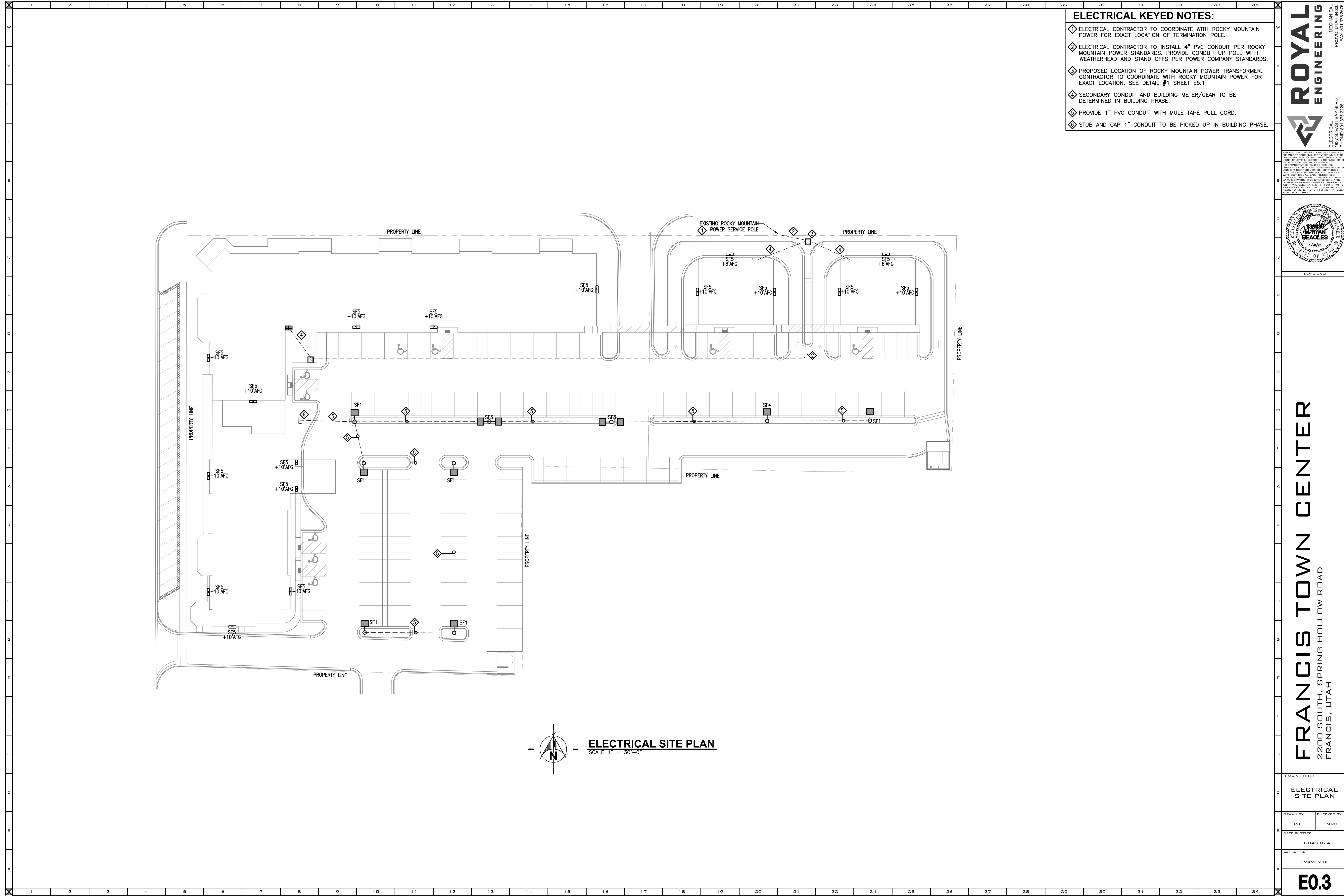
LEGEND ENGINEERING
52 WEST 100 NORTH
HEBER CITY, UT 84032
PHONE: 435-664-4828
www.legendengineering.com



FRANCIS TOWN CENTER
SITE PLAN
2217 S SPRING HOLLOW ROAD, FRANCIS, UTAH 84036



SHEET:
C-1
DATE:
2/26/2025



- ELECTRICAL KEYED NOTES:**
- 1. ELECTRICAL CONTRACTOR TO COORDINATE WITH ROCKY MOUNTAIN POWER FOR EXACT LOCATION OF TERMINATION POLE.
 - 2. ELECTRICAL CONTRACTOR TO INSTALL 4" PVC CONDUIT PER ROCKY MOUNTAIN POWER STANDARDS. PROVIDE CONDUIT UP POLE WITH WEATHERHEAD AND STAND OFFS PER POWER COMPANY STANDARDS.
 - 3. PROPOSED LOCATION OF ROCKY MOUNTAIN POWER TRANSFORMER. CONTRACTOR TO COORDINATE WITH ROCKY MOUNTAIN POWER FOR EXACT LOCATION. SEE DETAIL #1 SHEET E5.1
 - 4. SECONDARY CONDUIT AND BUILDING METER/GEAR TO BE DETERMINED IN BUILDING PHASE.
 - 5. PROVIDE 1" PVC CONDUIT WITH MULE TAPE PULL CORD.
 - 6. STUB AND CAP 1" CONDUIT TO BE PICKED UP IN BUILDING PHASE.

ROYAL
ENGINEERING

MECHANICAL
ELECTRICAL
1837 S. EAST BAY BLVD.
PHONE: 801.375.2228
FAX: 801.375.2676

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STATE OF UTAH
1/28/25
JAMES EAGLES

REVISIONS:

FRANCIS TOWN CENTER
2200 SOUTH, SPRING HOLLOW ROAD
FRANCIS, UTAH

DRAWING TITLE:
ELECTRICAL
SITE PLAN

DRAWN BY:
RJL

CHECKED BY:
MRB

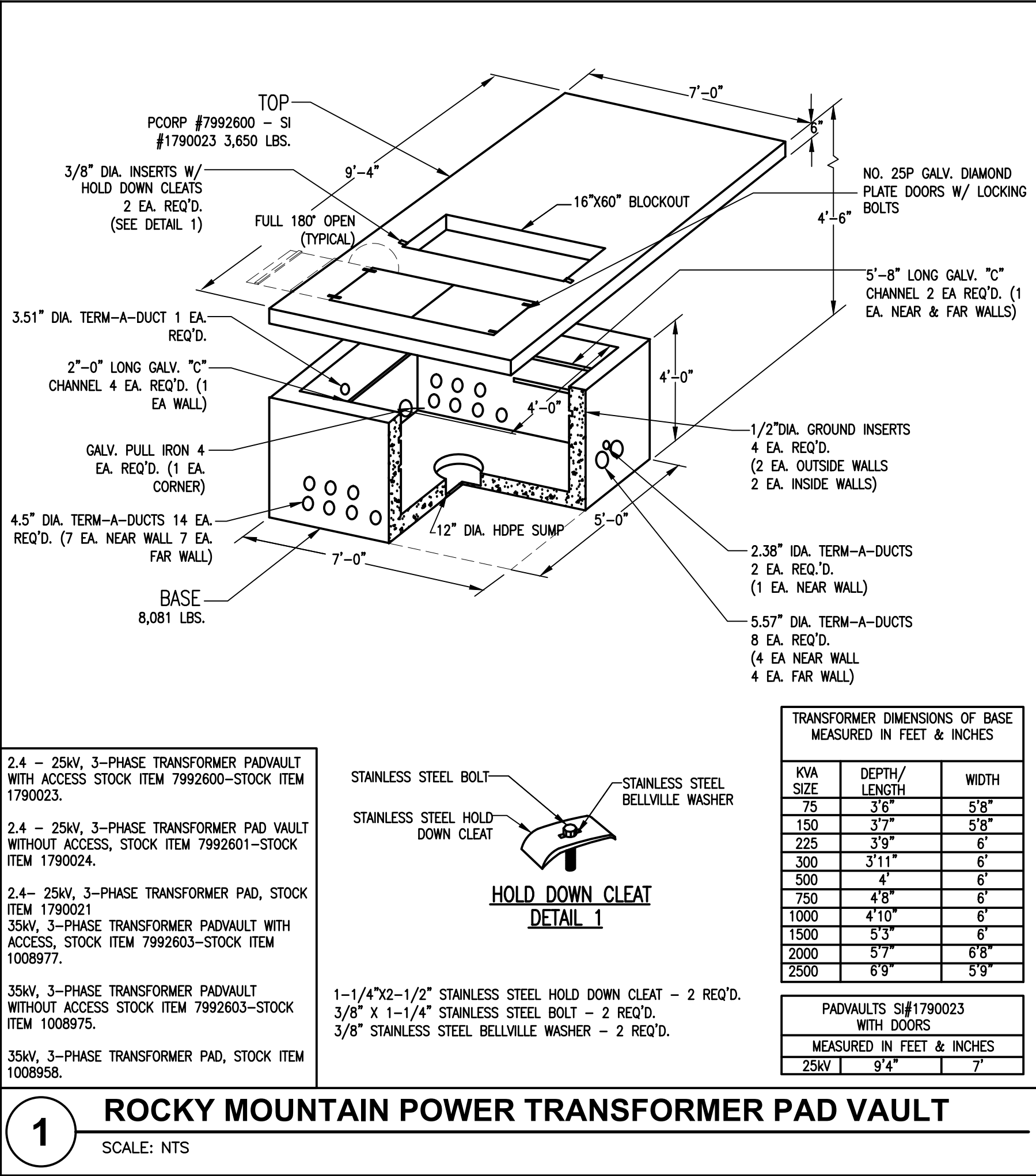
DATE PLOTTED:
11/04/2024

PROJECT #:
J24267.00

E0.3

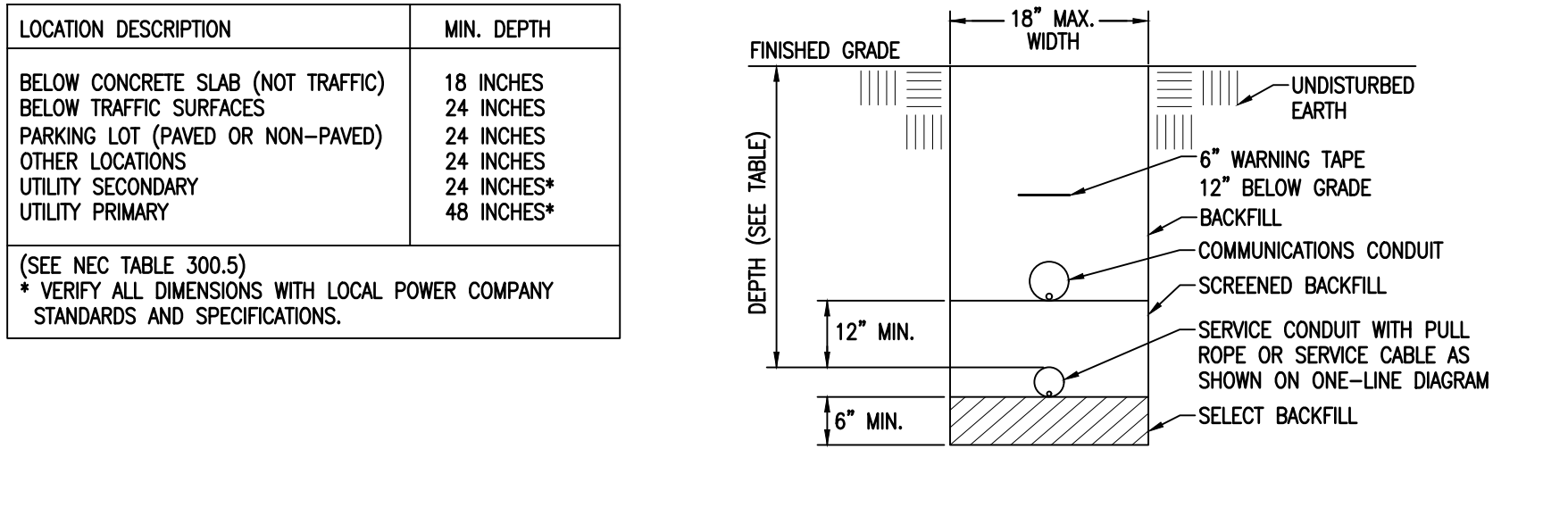
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SITE LIGHTING FIXTURE SCHEDULE											
FIXTURE NUMBER	FIXTURE MANUFACTURER	FIXTURE CATALOG #	FIXTURE					POLE			REMARKS
			TYPE	VOLTS	WATTS	MOUNTING	#POLE	MANUFACTURER	HEIGHT	CATALOG #	
SF1	McGRAW-EDISON	GLEON-SA2A-730-U-T4FT-HSS	LED 9591 LUMEN 70 CRI	208	66	POLE	1	LITHONIA GARDCO MCGRAW SPAULDING LTG CMT UNITED LSI	12'-0"	SSS 12 4C SSS-12-4-11 SSS-4A12-SFXXX SSS-12-40-1-**-SCBA ZA12-4-0-HS-PC-BC RPSQ-12-4-11 4SQBX-S11G-12-X-4BC	2'-6" BASE
SF3	McGRAW-EDISON	GLEON-SA2A-730-U-T4FT	LED 9,591 LUMEN 70 CRI	208	132	POLE	2	LITHONIA GARDCO MCGRAW SPAULDING LTG CMT UNITED LSI	12'-0"	SSS 12 4C SSS-12-4-11 SSS-4A12-SFXXX SSS-12-40-1-**-SCBA ZA12-4-0-HS-PC-BC RPSQ-12-4-11 4SQBX-S11G-12-X-4BC	2'-6" BASE
SF4	McGRAW-EDISON	GLEON-SA2A-730-U-SNQ	LED 9,835 LUMEN 70 CRI	208	66	POLE	1	LITHONIA GARDCO MCGRAW SPAULDING LTG CMT UNITED LSI	12'-0"	SSS 12 4C SSS-12-4-11 SSS-4A12-SFXXX SSS-12-40-1-**-SCBA ZA12-4-0-HS-PC-BC RPSQ-12-4-11 4SQBX-S11G-12-X-4BC	2'-6" BASE
SF5	McGRAW-EDISON	GWC-SA1A-730-U-T2	LED 4,883 LUMEN 70 CRI	120	34	WALL		NONE	N/A	NONE	



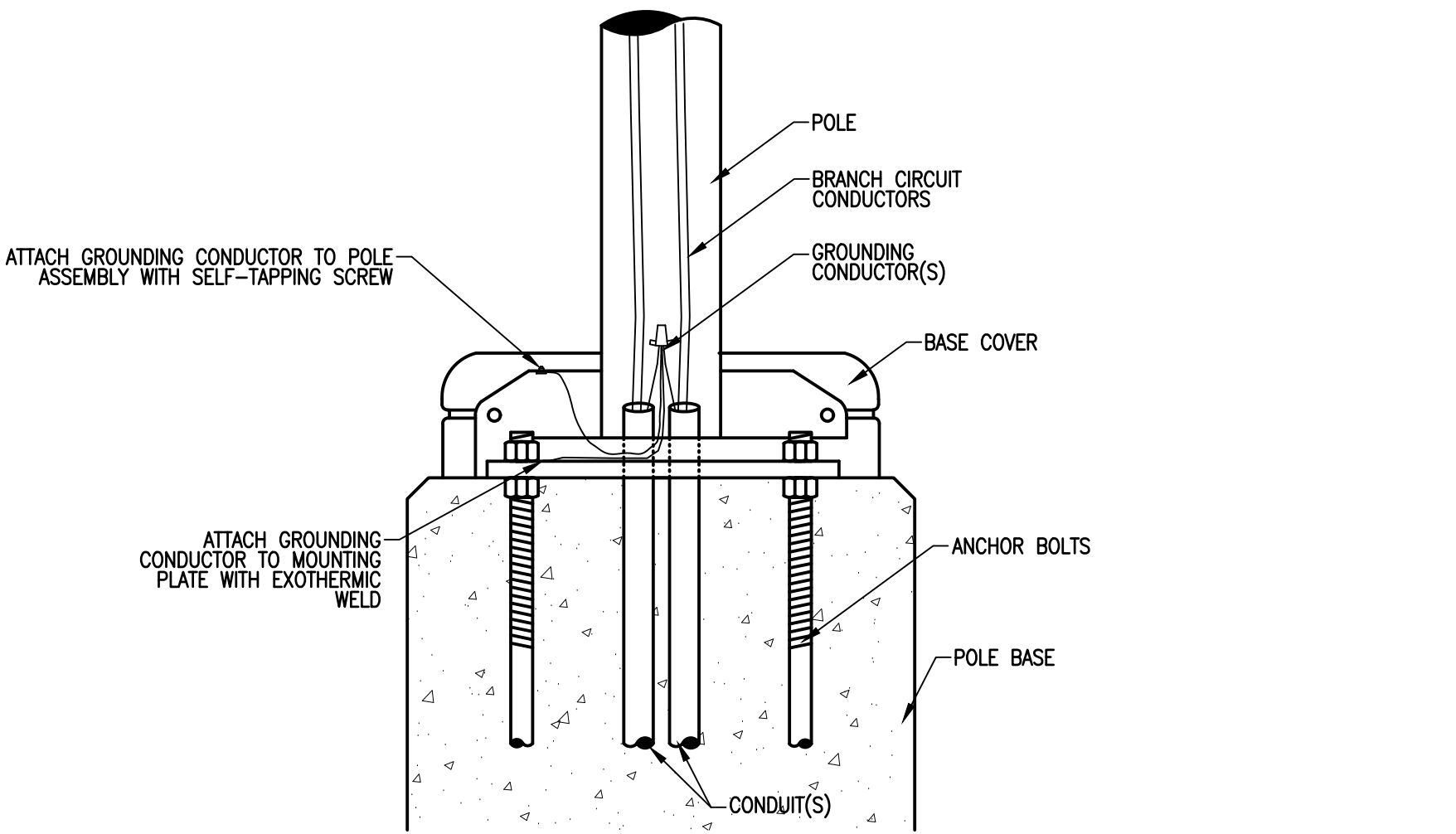
1 ROCKY MOUNTAIN POWER TRANSFORMER PAD VAULT

SCALE: NTS



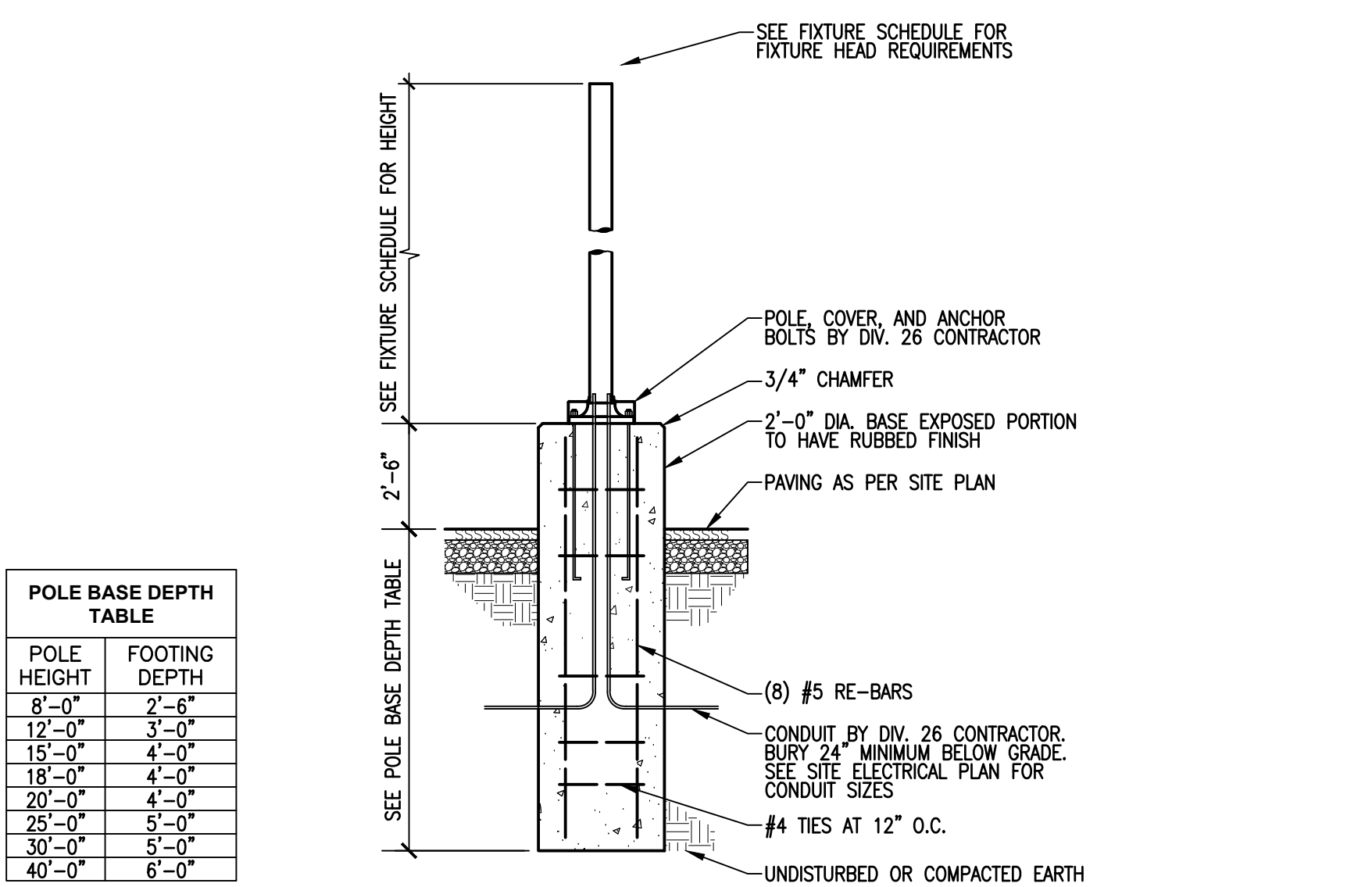
2 TRENCHING DETAIL

SCALE: NTS



3 POLE LIGHT GROUNDING DETAIL

SCALE: NTS



POLE BASE DEPTH TABLE	
POLE HEIGHT	FOOTING DEPTH
8'-0"	2'-6"
12'-0"	3'-0"
15'-0"	4'-0"
18'-0"	4'-0"
20'-0"	4'-0"
25'-0"	5'-0"
30'-0"	5'-0"
40'-0"	6'-0"

4 POLE BASE DETAIL

SCALE: NTS



REVISIONS:

DRAWING TITLE:
**ELECTRICAL
DETAILS &
SCHEDULES**

DRAWN BY: R.J.L.
CHECKED BY: MRB

DATE PLOTTED:
11/04/2024

PROJECT #:
J24267.00

E5.1



Town Center Commercial Development Access and Drive-Through Vehicle Headlight Impact Study

Date: January 28, 2025

Prepared By: Katie Henneuse, City Planner and Code Enforcement Officer

Introduction

This report was written in response to the Planning Commission's concern that vehicle headlights will have a detrimental effect on residential property owners across from the Town Center development. The Planning Commission asked the applicant to identify the locations of vehicle travel in the proposed development (specifically the exit points and north-traveling drive-through lanes) and evaluate the impact of vehicle lights on nearby residential properties. Vehicle headlights may have a detrimental effect on nearby residences if it is shown that vehicle lights align with homes. Two potential mitigation measures were identified in the January 2025 meeting. The first is to add a landscape buffer aligned with the drive-through lanes and the second is to consider moving the location of an access or drive-through to align with driveways and roads opposite the development.

The Town Center project proposes the construction of a hotel with up to 67 rooms, three restaurants including two drive-throughs, 14,000 square feet of retail space for up to 9 businesses, and 21 apartments. The development will be constructed on a vacant lot on the southeast corner of State Road 35 and Spring Hollow Road.

Two access points are planned for the Town Center development – one on Spring Hollow Road and another on State Road 35. Each access point will allow vehicles to enter and exit the development. Two drive-through restaurant lanes are also planned. The drive-through lanes are one-directional. Survey markers were placed in the ground to identify the locations of each of these access points or drive-through lanes, with survey markers placed for the drive-throughs where vehicles travel north (see attached plan and map of survey markers for reference).

Spring Hollow Road Access

The Spring Hollow Road access survey markers at the driveway centerline are labeled 1000 - 1002.



Survey Marker 1002
Centerline of Spring Hollow Access



Aerial View of Town Center and
Properties Across the Road

This access point aligns with a home. The residents will likely be impacted by vehicle headlights. This type of detrimental effect can be mitigated in other locations by moving the access point so it aligns with a driveway or road opposite the development. Homes line the west side of Spring Hollow Road and there are no other locations to move the access point that do not impact a residential home. Additionally, in the opinion of the city engineer, the access point was placed at the best location because it is as far from the intersection as possible. This access point was previously approved during the site plan review for the first Town Center proposal. The applicant has agreed to discuss mitigation measures with the property owner and offer to pay for a landscape buffer on the residential property.

State Road 35 Access

The State Road 35 access survey markers at the driveway centerline are labeled 1007 - 1009.



Survey Marker 1008
Center of SR 35 Access



Survey Markers 1007 – 1009
Edge of Road View

No mitigation measures are recommended for this access point because the location already aligns with a driveway for a commercial business.

Drive-Through 1

The drive-through 1 survey markers are labeled 1012 - 1018. The photographs below were taken at the centerline of the travel lane.



Survey Marker 1012
Center of Drive-Through 1



Survey Marker 1012
Edge of Road View

No mitigation measures are recommended for drive-through 1 because the location of the drive-through already aligns with a secondary driveway and side yard of the property across the street. The applicant added three evergreen trees to the landscape plan at the turn radius to help mitigate vehicle headlight concerns.

Drive-Through 2

The drive-through 2 survey markers are labeled 1019 - 1025. The photographs below were taken at the centerline of the travel lane.



Survey Markers 1020-1025
Center of Drive-Through 2

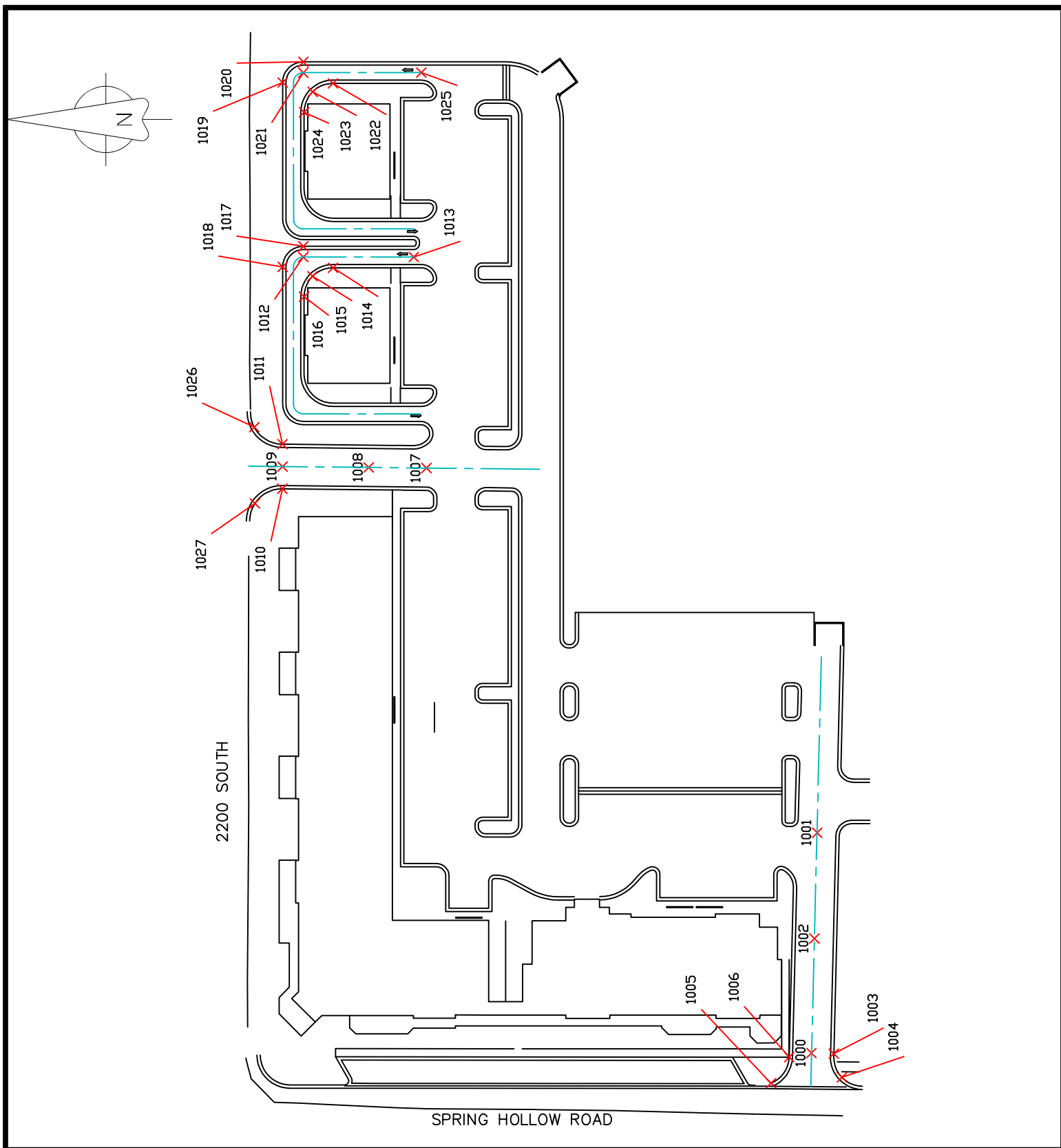


Survey Markers 1021
Edge of Road View

No mitigation measures are recommended for drive-through 2 because the location of the drive-through already aligns with a driveway, barn and garage of the property across the street. The applicant added three evergreen trees to the landscape plan at the turn radius to help mitigate vehicle headlight concerns.

Conclusion

Vehicle headlights will have a minimal impact on residential homes opposite the Town Center development on SR 35. No mitigation measures are recommended. The access points and north-traveling drive-through lanes are planned in locations across from driveways and accessory buildings. The applicant added clusters of evergreen trees at the drive-through turn radii to help mitigate vehicle headlight concerns. Vehicle headlights will impact the residential property across from the Spring Hollow Road exit. This access cannot be moved and was previously approved. The applicant will work with the property owner to add a landscape buffer if desired.



PROJECT T25-006	DATE: 01/28/2025	PROJECT: FRANCIS PRELIMINARY LAYOUT	983 E. 270 N. HEBER CITY, UT 84032 435-671-0392
DRAWN BY: BRM	SHEET 1 OF 1	PREPARED FOR: WEBSTER CONSTRUCTION	



Town Center Commercial Development Noise Disturbance Study

Date: Updated February 26, 2025

Prepared By: Katie Henneuse, City Planner and Code Enforcement Officer

Introduction

The Town Center project proposes the construction of a hotel with up to 67 rooms, three restaurants including two drive-throughs, 14,000 square feet of retail space for up to 9 businesses, and 21 apartments. The development will be constructed on a vacant lot on the southeast corner of State Road 35 and Spring Hollow Road.

This report evaluates the proposed project's potential to generate noise in excess of standards established in the Francis City Code, Section 8.10.020:

"The following sounds are prohibited pursuant to this chapter:

1. A sound measuring 70 decibels or more between the hours of 7:00 a.m. and 10:00 p.m. Monday through Saturday, or between the hours of 9:00 a.m. and 10:00 p.m. on Sunday.
2. A sound measuring 55 decibels or more between the hours of 10:00 p.m. and 7:00 a.m. Monday through Saturday, or between the hours of 10:00 p.m. Saturday and 9:00 a.m. on Sunday."

Sound level was measured in decibels (dBA) using an Extech Type 2 Sound Level Meter.

Existing Noise Environment

Base level measurements were observed at different times during the day for a period of about three minutes. The low and high measurements were recorded. The noise level mode was also recorded (level of noise most frequent). The measurements were taken on-site at the proposed development, approximately 50 feet from the intersection.

The noise created by the intersection traffic had the most impact on the base level of noise. No other noise disturbances were noted on the day that measurements were recorded.

Time	Low	High	Mode	Site Activity Description
8:55 AM	48 dBA	72 dBA	55 dBA	Average traffic patterns for this time during the day. Several vehicles and some commercial trucks passing.
12:20 PM	45 dBA	71 dBA	54 dBA	Average traffic patterns for this time during the day. Several vehicles and a few large commercial trucks passing.
4:05 PM	48 dBA	66 dBA	55 dBA	Average traffic patterns for this time during the day. Several vehicles and some large commercial trucks passing.
8:00 PM	40 dBA	57 dBA	48 dBA	Average traffic patterns for this time during the day. A few vehicles and no large commercial trucks passing.

Expected Noise Disturbances from Development

The sound level of typical loud outdoor noises expected from the development were measured on-site about 20 ft from the source (correlating with the minimum distance from the development to the adjoining residential property). Measurements were recorded when there was base level of sound amplification of about 54 dBA.

Noise Source	Total Sound Level Measurement (Sound + Base)
Large diesel truck	71 dBA
Loud talking – 2 people	58 dBA
Truck door slamming	68 dBA

Mechanical HVAC equipment was not measured on-site, but typically generates a sound level between 50-60 dBA from a distance of 30 ft. (Source: Camino Real Hotel Noise and Vibration Assessment, 2021).

Note on sound measurement math – Decibel levels are based on logarithms. When you have multiple sources of sound in an environment, the sound levels do not add together. For example, one vacuum creates a sound of 80 dB, but the sound created by two vacuums is just 83 dBA.

Conclusion

The reasonable noise disturbances created by the Town Center project from a distance of 20 feet may exceed the levels allowed by the Francis City Code during the 70 dB (daytime) and 50 dB (nighttime) periods. The following mitigation measures are recommended for this project so that the noise disturbances are reduced for nearby residential property owners and comply with Francis City Code.

1. 8 ft concrete wall in locations adjoining existing residence.
2. Tree landscape buffer in locations adjoining existing residence.
3. Deliveries allowed during daytime hours only Monday to Saturday.
4. Mechanical equipment for building 3 placed as far from existing residence as possible and enclosed.

EXECUTIVE SUMMARY

This study addresses the traffic impacts associated with the proposed Town Center development located in Francis, Utah. The development is located at the southeast corner of the 2200 South / Spring Hollow Road intersection.

The purpose of this traffic impact study is to analyze traffic operations at key intersections for existing (2024) and future (2029) conditions with and without the proposed project and to recommend mitigation measures as needed. The morning and evening peak hour level of service (LOS) results are shown in Table ES-1. A site plan of the project is provided in Appendix A.

Table ES-1: Peak Hour Level of Service Results

Intersection		Level of Service							
		Existing (2024)				Future (2029)			
		BG		+P		BG		+P	
		AM	PM	AM	PM	AM	PM	AM	PM
1	2200 South / Spring Hollow Road & SR-32	A	A	A	A	A	A	A	A
2	Town Clerk Office Access / Spring Hollow Road	a	a	a	a	a	a	a	a
3	North Access / 2200 South	-	-	a	a	-	-	a	a
4	South Access / Spring Hollow Road	-	-	a	a	-	-	a	a
1. Intersection LOS values represent the overall intersection average for roundabout, signalized, and all-way stop-controlled (AWSC) intersections (uppercase letter) and the worst movement for all other unsignalized intersections (lowercase letter) 2. BG = Background (without project traffic), +P = Plus Project (with project traffic)									
Source: Hales Engineering, December 2024									

SUMMARY OF KEY FINDINGS & RECOMMENDATIONS

Project Conditions		
- The development will consist of a mixed-use project with restaurants, retail space, residential units, and a hotel. - The project is anticipated to generate approximately 2,173 weekday daily trips, including 165 trips in the morning peak hour, and 197 trips in the evening peak hour - A SB LT lane at the North Access / Spring Hollow Road intersection may be recommended, however it may not be necessary due to the overall low volumes on Spring Hollow Road.		
2024	Background	Plus Project
Findings	• Acceptable LOS	• Acceptable LOS
2029	Background	Plus Project
Findings	• Acceptable LOS	• Acceptable LOS