

**MINUTES OF THE FRANCIS TOWN COUNCIL MEETING
MEETING HELD AT FRANCIS TOWN RECREATION BUILDING JULY 21, 2009**

The Francis Town Council convened in regular session on Tuesday, July 21, 2009 in the Francis Town Recreation Building. Mayor John Bergen called the meeting to order at 7:01PM.

Present:	Mayor John Bergen
Council:	Tim Butikofer John Keyes Lorin Prescott Lee Snelgrove
Town Clerk:	Lynette Hallam
Attorney:	Kraig Powell
Engineer:	Scott Kettle
Planner:	Alison Weyher
Others attending:	Gene Atkinson, Randy Butters, Earl McNeil, Chad Mitchell and Marilyn Mitchell

Mayor Bergen congratulated Lee Snelgrove on becoming the new mayor next year. Mr. Snelgrove explained he was the lone filer for the mayor seat. Lynette Hallam announced the candidates for the other vacancies. For the four-year seat, the candidates are Tal Adair, Gene Atkinson, Kristi Major and H. Gio Melendez. The candidates for the two-year seat are Lorin Prescott and Rae Prescott. The mayor commended the candidates for stepping forward and running.

Consent Agenda – Approval of Town Council minutes – 6/16/09 Council Meeting

John Keyes made the motion to approve the Council minutes of June 16, 2009 Council Meeting. Lee Snelgrove seconded the motion. The motion passed unanimously. Voting in favor: Mayor Bergen, Tim Butikofer, John Keyes, Lorin Prescott and Lee Snelgrove.

Adjourn to Reconvene as Local Building Authority

Lee Snelgrove made the motion to adjourn the Town Council to reconvene as the Local Building Authority. John Keyes seconded the motion. The motion passed unanimously.

The Council meeting was adjourned to reconvene as the Local Building Authority.

Convene as Francis Town Council

The Council reconvened as the Francis Town Council.

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Public Hearing – Discuss, with possible approval, amendments to the Annexation Declaration Area Proposed Zoning Map

Alison Weyher told those present that Francis Town adopted its Annexation Policy Plan boundaries in approximately 1998, the Town never completed the process by including a map showing potential future conceptual zoning of land within this area. Beginning in June, 2008 the Planning Commission studied this matter and decided to hold public hearings until people stopped coming, which they did.

Ms. Weyher indicated in addition to the public hearings, a work session was held with the Town Council and the annexation zoning map was posted on the Town's website.

Alison Weyher reported the Utah Municipal Code requires communities that have adopted Annexation Policy Plans to include a map of the proposed expansion area, and potential conceptual zoning of that area. Beginning in June, 2008, the Francis Town Planning Commission studied this matter, held several public hearings and discussions regarding conceptual zoning of areas indicated on the Annexation Declaration Area map, and formalized a conceptual zoning plan. In March 2009, the Planning Commission approved the map and recommended the proposed conceptual zoning plan be forwarded to the Francis Town Council. A part of that recommendation was to hold a joint work session with the Council to explain the history and reasoning behind the Planning Commission's determination. The joint work session was held on May 27, 2009. After tonight's meeting, the Council may choose to approve the Proposed Conceptual Zoning Map.

Ms. Weyher outlined the background of tonight's agenda item. The Utah Municipal Code, 10-2-401.5, requires communities that have adopted Annexation Policy Plans to include a map of the proposed expansion area and specific criteria that will guide the municipality's decision whether or not to grant future annexation petitions. The State required criteria include: the character of the community; projected population growth over the next 20 years; the need to expand infrastructure over the 20 years, including services and facilities; and the municipality's need for additional land suitable for residential, commercial and industrial development.

It is very important to note according to Alison Weyher that the zoning proposed on the annexation map is strictly a proposal. As property is annexed into Francis Town, the owner of that property is able to discuss and modify the zoning as a condition of the annexation. Therefore, this document does not restrict a property owner's rights to propose a different zone to the Town Council at the time of annexation.

Furthermore, Utah State laws require that Towns annex property in a strictly regulated manner. The property must be contiguous to the Town boundaries. The property owners must agree to the annexation. The Town must be able to provide services to the area proposed to be annexed.

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And, finally, it is important to remember that this is a twenty year conceptual plan, and will likely be changed as the General Plan is updated every two years.

In making this recommendation, Ms. Weyher indicated the Planning Commission reviewed several different zoning concepts, considered a variety of recommendations from members of the community, and reviewed the Eastern Summit County Zoning Ordinance as it applies to land abutting Francis Town. The Planning Commission understands that not all property owners are supportive of this proposal, but asks those property owners to remember that as property is annexed into the Town, the owner retains the right to request greater density.

Mindful of the goals of the General Plan, which recommend that the greatest density be at the Town Center, or four-way stop sign, the Planning Commission first considered a ‘bulls eye’ type layout, with multi-family housing, commercial developments and single family homes at the core. The further away from the center, the less the density that was proposed. This concept did not recognize the desires of property owners to develop their land, and was discarded. A second concept included areas of agricultural open space proposed to be located between residential areas. Members of the farming community were able to convince the Planning Commission that this would not provide viable farm land and would lead to continuing conflicts between residential and agricultural uses. In the end, the Commission returned to a modified version of what the Commissioners call the “H” layout, which is an extension of the current zoning concept of greater density abutting the major roads, SR 32, SR 35, 1000 East, Foothill, Spring Hollow and Gines Lane. The further away from these roads the property lies, the less density is recommended. There are several reasons for this plan. The first is that it supports the historic growth pattern of the Town. Second, it follows existing utilities. And finally, it offers the ability to preserve larger areas of agricultural land.

Alison Weyher stated Public Hearings were held at the December, January and February Planning Commission meetings. The draft maps have also been posted on the Town’s web page.

Ms. Weyher identified and analyzed the issues as follows:

1. There is no intent to change any existing zoning within Francis Town. All land currently zoned R1, R2, PF, or AG within the Town boundaries will retain that designation and the associated density. Likewise, all land in the County retains the County zoning until it is annexed into Francis Town.
2. All “proposed conceptual zoning” may be considered for modification to greater density when the property is annexed into Town or when it is developed.
3. The goals of this effort are to:
 - a. preserve the rural feel of Francis Town,
 - b. insure a logical progression of growth to areas where the Town is able to provide services,
 - c. allow for flexibility in future development

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4. Over the course of the Public Hearings, several residents indicated their desire to annex land into Francis Town and retain the existing agricultural designation. In some cases the goal is to insure that all land owned by a property owner is within the Town boundaries, in other cases the owner feels there are advantages to being within the Town rather than in the County. Because these annexations will not include development proposals, the Planning Commission recommends that Property that is annexed into Francis as agricultural land be subject to an annexation agreement requiring annexation fees to be paid at the time the property is developed.

Language will be added to the Development Code and Annexation Policy Plan which reads: “annexations that are accepted will not be rezoned beyond the base zoning until final subdivision approval is given. Until that approval is received, they will retain the base zone indicated on this map”.

5. The current Town zoning districts and density are as follows:

<u>Zoning Designation</u>	<u>Minimum Lot Size</u>
AG-1	1 acre
R-1	minimum 15,000 sq. ft
R-2	minimum 10,000 sq. ft (multi-family and requires a CUP)
RA-1	1 acre
C-1	
L-1	
PF	

6. The proposed zoning for areas in the Annexation Declaration Area are:

AG-1	1 dwelling unit per acre
R-1	2 dwelling units per acre
R-2	as determined by Conditional Use Permit
AG-5	1 dwelling unit per five acres
C-1	
L-1	
PF	

7. Because of concerns with subdivisions “averaging” lot sizes, the Planning Commission clarified that the all of the above are minimum lot sizes, with no averaging allowed. (Alison Weyher informed the Council one property owner has a lot of smaller lots and a couple large lots to get the average of ½ acre lots. There will be no averaging under the new plan.)

8. One of the original intents of this process, as recommended by the Town Council, was to have the Town’s zoning density match the County density at the boundary of the annexation area and Summit County. However, Francis is bounded by the County’s AG-100 zone and the

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Agriculture Protection Zone (1 unit per 40 acres). Public comment has not supported density this low; in fact, many property owners have argued for higher density than 1 unit per 5 acres.

9. Under Summit County's current development code, if property in the AP zone is "a lawfully created lot of record that is not within a previously approved subdivision plat and is ten (10) acres or larger will be considered for one additional lot under the minor subdivision review process". Therefore, Summit County lots of record located within Francis Town's annexation boundaries may only be divided into two lots if the original lot of record is larger than ten acres, furthermore the property may not be divided into two lots without going through the County's minor subdivision process.

10. There are areas on the extreme east and west of the Town's Annexation Declaration Area that have not been included on the Conceptual Zoning Map. Those properties abut Wasatch County to the west and Woodland to the east. Because these areas are so remote from the existing Town boundaries and will likely be developed in concert with those entities, zoning has not been proposed for those areas.

11. Since this plan was developed, Summit County has received an incorporation petition from Woodland. Most of the area immediately south of the current Town boundaries is proposed to be in the new Woodland Town. However, because this will be a lengthy process, and the incorporators of the proposed Woodland Town have agreed to work with Francis on the boundaries, staff is proposing that we move ahead with this plan now.

Alison Weyher recommended that the Town Council discuss the proposed conceptual zoning map, make any changes desired and approve the Conceptual zoning map for Areas within the Francis Town Annexation Policy Plan Area.

Ms. Weyher indicated after the map is approved, the Planning Commission will come back with the update to the Annexation Policy Plan.

Kraig Powell advised the Town will be in total compliance with the State when the map is adopted. This is not on the agenda for action tonight.

Tim Butikofer asked about the AG-1 and R-2 zoning. Alison Weyher replied that the only R-2 at the present time is in River Bluffs. The colors are similar and it makes it hard to determine which zoning is which.

Lee Snelgrove inquired about annexation fees and the ability to collect them after a property was annexed at another zoning. Kraig Powell advised that all documents, ordinances and annexation policy plan will preserve maximum flexibility for the Council. Each annexation is different and can be considered on very unique factors. Annexation without imminent development creates a very difficult situation and is rare. Staff would work with them and talk with them to give the most information possible. The Council will have flexibility to decide the fee. The Annexation Agreement will clarify when they will be due, etc.

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Mayor Bergen clarified that the annexation fee is a negotiable fee. Some amount for annexation could be assessed at the time of the annexation; and when development occurs, further fees can be required based on density as outlined in an Annexation Agreement. Lee Snelgrove commented the Town doesn't want it to be locked into anything that would tie the Council's hand. Kraig Powell advised the most important tool is if the Applicant is not willing to agree and do what the Council requires, the Council can deny the annexation.

Lorin Prescott asked for clarification concerning the R-2 zoning and the Conditional Use Permit; are there any guidelines or does any proposal brought need to be considered. Alison Weyher outlined that current proposals are for lots between 10, 000 and 15,000 square foot lots. Ms. Weyher said the Planning Commission is also looking into condominiums and townhouses with considerably more density surrounded by open space. There is no minimum requirement set for open space. Single family dwellings would have different requirements than condos or townhouses.

Mayor Bergen opened the hearing for public comment.

Chad Mitchell commented he came to Planning Commission one time when it was stated that any property not already annexed into Town was being zoned R-1. Mr. Mitchell said he had been told there was not. Now that is not the case with the map that is being presented tonight. It was determined that property was a proposed annexation that had been denied, and the zoning should be changed back to the original zoning. Mr. Mitchell asked why there is an AG-1 piece in the middle of Commercial. Scott Kettle declared that piece of property is already in Town and that is the way it is zoned now. Alison Weyher indicated that could change if that property is developed. Mr. Mitchell asked how flexible the Town is concerning the roads. Mr. Kettle indicated the guidelines are flexible, we are just saying we want a road in this area. The road could be a collector road, an arterial road, etc.; and the roads can be curved. Alison Weyher clarified the roads shown are where it is envisioned there will be roads and are in the general vicinity of where the road is seen to be going.

Gene Atkinson asked, if the proposed zoning map is approved, how will it affect the Woodland Town incorporation. Alison Weyher replied the Town's annexation area includes areas in the conceptual Woodland incorporation. This topic will be discussed further in Item 4. Even if the annexation zoning map moves full speed it will take three to four months. Ms. Weyher advised the Council needs to get this done to be in compliance with the State.

Mayor Bergen closed the public hearing and brought the matter back to the Council.

Mayor reiterated it is important to move forward to come into compliance with the State Code. Scott Kettle asked if the section shown as R-1 (Uinta Willows) would be changed to AG-1. Ms. Weyher indicated it would.

Kraig Powell advised a vote can be made to approve the map with changes tonight. The Annexation Policy Plan will be presented for approval with the text and the map next month.

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Alison Weyher recommended the motion be made to adopt map with the change on Uinta Willows subdivision; the yellow will be changed back to green.

Lee Snelgrove made the motion to adopt the map with the change concerning the Uinta Willows subdivision. John Keyes seconded the motion. The motion passed with a unanimous vote. Voting in favor: Mayor Bergen, Tim Butikofer, John Keyes, Lorin Prescott and Lee Snelgrove.

Discussion Item – Woodland Town Incorporation

Mayor Bergen reported he and Alison Weyher had attended the Woodland incorporation meeting with the County. The mayor indicated that Francis Town is not objecting to the incorporation.

Alison Weyher stated the last legislature had changed law significantly on incorporations. Ms. Weyher indicated Francis should work closely with Woodland but has no official role in the incorporation.

Kraig Powell outlined the incorporation process. A request is submitted and a hearing is held before the County Commission. Within three months of that hearing, the petitioners for the incorporation must submit the petition with the required signers. If the petition is certified, the County can pay for a feasibility study. The County may deny the petition; it is unclear if that would happen. The County is the only place there is an option of review. The County holds an election for Town officials, the new mayor files incorporation papers with the Lieutenant Governor within 30 days after the election.

Mayor Bergen expressed compatibility between the two towns is important. Kraig Powell clarified that incorporation trumps an annexation declaration area. However, the incorporating town cannot include a pending annexation in an already incorporated town.

Alison Weyher reviewed her staff report. Because the area proposed to be incorporated falls within the Francis Town Annexation Declaration Area, and specifically, the northern boundaries of the proposed incorporation equal the southern boundaries of Francis Town, the Town Council may wish to discuss the potential impacts of the incorporation to the Town.

Woodland previously filed an incorporation petition with Summit County in February, 2008. At that time, the area proposed to be incorporated was much larger and included a portion of Wasatch County as well as Summit County. Also, since the original petition was filed, the Utah State Legislature has made substantial changes to the incorporation process. Attorney Kraig Powell has summarized those changes. The petition must be signed by half of all registered voters within the proposed area to be incorporated; land owners representing half of all acreage and half the assessed value; as well as one third of all parcels proposed to be incorporated.

The Public Hearing before the County Council was held on July 8, 2009. As required by State Statute, the purpose of the hearing was to “introduce the concept of the proposed incorporation to the public, allow the public to review the map or plat of the boundaries of the proposed town, allow the public to ask questions and become informed about the proposed town, and allow the

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public to express their views about the town's proposed boundaries." (quoted from Helen Strachan's staff report to the County Council) Mayor Bergen and Alison Weyher attended the Public Hearing and made comments. Their comments will be covered in the analysis of issues.

Alison Weyher identified and analyzed the issues surrounding the incorporation as follows:

- Francis Town supports Woodland's desire to incorporate. Woodland has functioned as a distinct community for over 100 years, has a water system (distinct from the Woodland Hills Mutual Water Company), and other support services.
- The proposed northern boundary of Woodland would touch the current southern boundary of Francis Town along Gines Lane. This is believed to be a serious problem because at the present time, the front portion of these parcels are in Francis Town, the back in Summit County. This has led to issues with regard to allowed uses, etc.; and property owners have approached Staff with the view of annexing those portions of their property that remains in the County into the Town.
- Areas between Gines Lane and Spring Hollow road, north of Lower River Road are also proposed to be incorporated into Woodland.
- Staff believes that Lower River Road forms a much more reasonable boundary, and provides a more cost efficient area for service delivery, such as water and sewer.
- The incorporators of Woodland have indicated their willingness to work with the Town on the proposed boundaries along Gines Lane: however, they believe the area to the west of Gines Lane and North of Lower River Road should be incorporated as a part of Woodland.
- One of the concerns of residents in this area who are supporting the Woodland incorporation has been the "high" annexation fees charged by Francis Town. Francis Town may wish to consider annexing these parcels into Town, with the understanding that when they are developed they will pay all applicable fees.
- Elk Meadows, which receives its water service from Francis Town is also included in the proposed Woodland incorporation.
- The Woodland Hills subdivision is not included in the proposed incorporation.
- It is unclear who will assume responsibility for Lower River Road. If the Town completes the Dade Rose annexation, and a survey indicates that Rose does own property on both sides of the road, the County will ask Francis to take over maintenance of that section of Lower River Road. It will have to be determined with the County what will be done with Lower River Road.

Alison Weyher recommended setting up a committee to work with Woodland and Staff to work on these issues. Ms. Weyher pointed out on the map the properties along Gines Lane that are half in Town - half in County.

Lee Snelgrove expressed concern over the resolution of the Francis Town water hookups in Elk Meadows. The number of hookups allotted to Elk Meadows. There are presently three houses in

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the subdivision. They are entitled to seven hookups which includes the fire hydrants. Alison Weyher felt that was something which could be worked out.

Earl McNeil recommended one of the Council Members be appointed to sit down work on this with the Woodland incorporation committee. Mr. McNeil contended there are very few issues left to be resolved. Blackett's (Dade Rose) and Farrell Knight's property is below Francis Town's sewer grade. If Lower River Road is the boundary, Mr. McNeil did not feel the County would assume responsibility for the road. Mr. McNeil felt the cleaner resolution would be to put Woodland's boundary on Francis's southern boundary. Earl McNeil reported he had talked to three of the five on Gines Lane that would be affected, Shane Bushell, Leland Call and Don Turner, and they are happy either way. Alison Weyher clarified that on incorporation, islands are allowed.

Mayor Bergen asked the Council how they want to form the committee for this incorporation so everything isn't dumped on Staff. It was decided Lorin Prescott and Lee Snelgrove will work with it.

Woodland Hills Mutual Water Company update

Alison Weyher reported the Woodland Hills Board has been working very hard on this matter for a long time. A newsletter was recently sent to the residents of Woodland Hills reporting on what has been happening and advising them of the upcoming annual shareholders' meeting..

Lee Snelgrove stated the objective when the Woodland Hills Board met a year ago was to operate Woodland Hills as a separate company. After a lot of time and effort, Staff and the Board came up with a direction everyone agreed to; Woodland Hills Mutual Water Company will operate as a separate company. After the shareholders approve the changes, Francis Town will bill for office and maintenance service. Woodland Hills will bill Francis Town wholesale for water used. Woodland Hills will pay all their own bills. A newsletter was sent out to the residents to let them know what was going on with the company. The update of the Articles of Incorporation, the Bylaws, the Policies and Procedures and a meeting schedule will be delivered to the residents. It was agreed rather than mailing these packets they would be hand delivered and an invitation issued to come to the meeting rather than send a proxy. Some of the 2/3 vote requirements have been eliminated. The Board has tried to take into consideration the desires of the Woodland Hills residents and doesn't want to roughshod over anyone.

Mayor Bergen gave some history of the Company. Francis Town made a bid to Taylor Burton to buy the Company under the assumption they would be able to control adequate water in the future for the Town. Several years ago a 500, 000 gallon tank was added to the 110, 000 gallon tank already there. The mayor commended the board on their work. Mayor Bergen indicated the Francis mayor appoints three members to the Woodland Hills Board, normally Council members, and Woodland Hills elects two members.

Alison Weyher indicated she would have the packets prepared and delivered to Lee Snelgrove as soon as possible.

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Discussion Item – Petition to put the issuing of bonds for a Town office on the ballot

The Town Clerk will verify the registered voters the first week of August, and the petition will be certified at the August meeting.

Bid Award – Awarding of the bid for the Public Works Building

Scott Kettle reported the project to complete the Public Works building was advertised and bid. There were four bidders: Excel General Contractors, LLC; Wasatch Development Group; Ridgeline Development; and A.C. Builders. Excel General Contractors were the apparent low bidder at \$63,088.00. Mr. Kettle recommended accepting Excel's bid.

John Keyes asked if a drain is going to be put in each of the two bays. Scott Kettle replied there would be drains which will take the runoff outside of the building and will be finished with a sump pump. The contractor will be required to run the sewer and water to the building, and Luke Thomas will put in the service. Radiant floor heating may be added because the budget for the building was \$80,000. Mr. Keyes asked if the budget money will cover Mr. Thomas running the water line and power line. Mr. Kettle thought it would. Lee Snelgrove opined radiant heat in the ceiling works better. Scott Kettle felt that could affect the paint on the equipment. Tim Butikofer asked what the line item for heating was; Mr. Kettle replied there would be two forced air gas heaters.

Lee Snelgrove motioned to accept the bid of Excel General Contractors. John Keyes seconded the motion. The motion passed with a unanimous vote. Voting in favor: Mayor Bergen, Tim Butikofer, John Keyes, Lorin Prescott and Lee Snelgrove.

Bid Award – Award of the Foothill Lift Station project

Mayor Bergen reported he and Scott Kettle went to the Community Development Block Grant committee and obtained a \$120,000 emergency grant to upgrade the Foothill Lift Station.

Scott Kettle informed the Council the project installing the Foothill Lift Station had been advertised and bid. There were two bidders: Webster Construction, LLC and Vancon. Webster Construction is the apparent low bidder with a bid of \$24,500.00 to install the lift station and grinder and the generator.

John Keyes asked if there would be a shutoff valve so that it could be shut off if anyone had to get down in the lift station to service. Scott Kettle stated there was a shutoff valve and stated this is an above-ground station so no one will have to go down in the hole.

Lee Snelgrove asked what we were doing to hold money for these projects until they are completely done. Mr. Snelgrove said there are things that need to be done on the water line

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Webster Construction did which are still waiting for completion. Scott Kettle indicated that project was a little different because it was done in conjunction with the subdivision. On the lift station there will be a warranty bond. When a payment is made, five percent will be withheld until the project is done. Mr. Kettle indicated this will be done on the Public Works building as well.

Lorin Prescott asked if Webster has done this type of work before. Scott Kettle indicated they have worked on lift stations before, but not this particular type. Mr. Prescott asked if inspections will be done; Mr. Kettle indicated it will. In reply to John Keyes' question, Mr. Kettle indicated Webster will have to make his work good.

Mayor Bergen recommended acceptance of Webster Construction's bid.

John Keyes made the motion to accept the bid of Webster Construction for installation of the Foothill Lift Station. Lee Snelgrove seconded the motion. The motion passed with a unanimous vote. Voting in favor: Mayor Bergen, Tim Butikofer, John Keyes, Lorin Prescott and Lee Snelgrove.

Request – Donation for the Summit County Jr. Livestock Auction , John Keyes

Mayor Bergen said after research it was determined the budget for the donation to the Summit County Jr. Livestock Show was \$400.

John Keyes expressed support for this donation as being well worth participating in. It helps the young people who exhibit at the fair. The livestock committee has a booster club where money goes to bid the lower lamb sales to get the price up closer to what the others are receiving. It takes a lot of work for these young people to get their animals ready to go to the Show.

Mayor Bergen reminded the Council that by law the Town cannot donate unless it is budgeted.

Lee Snelgrove asked that the Booster Club direct this donation to participants from Francis Town.

John Keyes made the motion to donate the \$400.00 to the Summit County Jr. Livestock sale that has been budgeted for that organization. Lee Snelgrove seconded the motion. The motion passed with a unanimous vote. Voting in favor: Mayor Bergen, Tim Butikofer, John Keyes, Lorin Prescott and Lee Snelgrove.

Department Reports

Mayor Bergen read into the record a letter concerning a cycling event that will take place partially in Francis taking place on August 1, 2009.

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Lee Snelgrove reported there have been a few water leaks in Town that have been resolved. Mr. Snelgrove indicated the biggest issue is getting someone to help Luke Thomas do the repairs.

John Keyes reported the paving was done in the park and public works complex, in Wild Willow and Naylor subdivisions. Lee Snelgrove asked about the road around the LDS Church. Scott Kettle indicated the Town has not accepted it yet. The Town will have to do snow removal on the whole road this winter. Alison Weyher stated Country Lane is now a Town road. There should be trash pickup on that road now. If a letter is needed from Francis Town to get service, the Town will write one.

Approve payment of bills and Adjourn

John Keyes made the motion to approve payment of the bills and adjourn. Tim Butikofer seconded the motion. The motion passed unanimously..

The Francis Town Council meeting adjourned at 8:20 PM.

These minutes were approved at the August 18, 2009 meeting.

John Bergen, Mayor

Lynette Hallam, Town Clerk