A vibrant rainbow arches across a dark blue sky, casting a soft glow over a grassy field. In the foreground, four horses of various colors (brown, white, and black) are running across the field. The background shows a small town and distant hills under a clear sky.

Oakley City

**General Plan
(Final Draft)**

11-5-2020



Prepared by the Planning Commission
and Planning Staff of Oakley City
11-4-2020



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PHOTO CREDITS:

All photographs included in this General Plan are provided courtesy of:

**Charlie Lansche and
Tom Smart**

The Oakley City General Plan of 2020

Adopted on __-__-2020

1.0 Introduction

The Oakley City Council, Planning Commission, and administration have determined that the City requires a comprehensive review and upgrade to its General Plan. This project will begin with an update to this General Plan. After the initial City review, this Plan and accompanying maps will be presented for public review and discussion through Open Houses, Hearings, and Workshops if needed. When complete and approved by the Planning Commission and City Council, this document will become the foundation or preamble to many other plans and projects, including a new or revised Land Management and Development Code.

Cities in Utah are required to develop a General Plan as prescribed by Utah State law in 10-9a-403, Utah Code Annotated. The statute further notes that “The Planning Commission shall make and recommend to the legislative body a proposed General Plan for the area within the municipality.”

The Oakley City General Plan of 2020 (“General Plan”) is designed to be a decision-making tool and a general master plan for guiding future growth and development in Oakley City. It provides an officially adopted guide to future development for the City Council, Planning Commission, Board of Adjustment, and other concerned governmental entities, committees, residents, property owners, businesses, and others interested in the future of Oakley City. This General Plan updates the Oakley Master Plan of 1986 and the General Plans of 1995, 2002, and 2008.

This document is not intended to commit the City Council or Planning Commission to specific or particular courses of action but rather define the end products or policies that the City desires to attain in other regulations and development procedures.

Specific ordinances, including the Oakley Land Management and Development Code, will formally enact many of the objectives and policies outlined in this General Plan in a Code form. The code may then be interpreted, implemented, and applied by the City Planning Director and staff, the Planning Commission, and uniformly enforced by the City Council.

Map A (in Appendix A—Map section) below shows the current municipal boundary of Oakley City and the current Annexation Declaration boundary of the City. The City Council adopted this boundary to demonstrate the areas around the City, which could affect the character of the City as to how they are developed. These areas could be annexed in the future to ensure that the goals and objectives of this General Plan extend to these entry corridors and other environs, which play a role in the character of the City.

It is essential to understand the relationship of the General Plan to the Zone District Map and the Land Management and Development Code. While similar, they are not the same. The General

Plan provides a general direction in terms of land use the City hopes to achieve over time. It is developed with an eye toward the future rather than for current regulation. The zoning map and the Land Management and Development Code represent local regulations, as they exist at the moment. However, it is anticipated that the zoning map and development code will be adopted or revised in conjunction with the goals, objectives, policies, and zones presented in this General Plan. This effort will help to codify the intent of this plan. The development code and zoning map may require further revisions and additional ordinances to achieve the full purpose of this General Plan over time. Still, this continuing process of refinement and improvement to City codes is proper and desirable to accomplish this General Plan's overall ideals.

2.0 Overall City Vision and Goal

2.1 Background

Oakley City is a community rooted in a deep-seated work ethic, an ethos brought to the Uinta mountain valley by ranchers and farmers going back to 1860. That pioneer spirit has carried through to the present and is what makes Oakley such a pleasant place to live and work. The Oakley 4th of July Rodeo and Celebration has continued since 1915 and has become nationally famous. People travel from all over the country to see “one of the best little rodeos in the USA.” The celebration is an achievement of hundreds of hours of donated time by “City folk,” with much of its profits going back into the City coffers, resulting in Oakley having one of the lower municipal property tax rates in the State of Utah.

Oakley has experienced moderate growth since its meager beginnings in 1886, initially settled as a small community along the Weber River called Oak Creek. This growth began its expansion in about 1990 and continues to date. Annual growth rates of over three percent (3%) were not uncommon. The chart in Figure 2.1 below shows actual (1990 to 2020) and projected population growth (through 2030) based on US Census figures. The projections are based on a slight decrease in average past growth rates.

Summit County and its cities have the task of dealing with rapid expansion, caused by two main factors. First, Park City, a well-known and publicized ski resort community that attracts people worldwide to recreate on its famous ski slopes, firmly places Summit County upon the international map. Second, its proximity to the Wasatch Front (twenty (20) to forty (40) minute drive time by a major interstate). These factors make eastern Summit County an ideal bedroom community for both the greater Park City area and the Salt Lake vicinity. However, this can also cause a sub-urban type of growth in a part of Summit County is preferred for its rural-agricultural lifestyle and services.

Rural bedroom types of growth can present some consequences because it can severely impact public services since it does not always fully fund its fair share of more extensive

public infrastructures needed in a lower density environment. Commercial and higher density types of development are more adept at meeting these needs because of their higher tax base and service efficiencies. The growth impacts hit the new homeowner's pocketbook, but not nearly as hard as the impacts on the community's longtime residents. These same problems are amplified even more so in Oakley's situation, a long time small rural City faced with possible prospects of becoming a much more complex City in the next ten (10) to twenty (20) years.

This new growth often results in higher property values, thus inflating the property taxes artificially on longtime residents. Higher property values and development costs can attract even more upper and upper-middle-class residents to the rural farm region and may intensify socio-economic differences between different classes of wage earners. Typically, over time the new residents will demand public services more in line with their services in their previous higher population community. Many longtime residents of Oakley would be delighted with more straightforward and cost-efficient services, more in line with past experiences. Remote working necessitated by the COVID 19 pandemic has also opened Summit County to another second home type of market.

Development restrictions and growth pressures and intensifying property values in the western portion (Snyderville Basin) of Summit County will likely push many from that area into the Eastern County and Oakley. Oakley is slowly becoming closer and closer to Park City and the Wasatch Front through expanding infill developments such as Promontory and other large developments surrounding Jordanelle Reservoir in Wasatch County. These and other factors will present a challenge to not intentionally become a "suburb" of these areas in the future.

It is no wonder then that the overall goal or vision of this General Plan is to preserve our agricultural legacy and community spirit while also preserving unique green spaces, heritage, beauty, open space, clean air, and clean water. Values that Oakley's families have enjoyed for as long as possible.

2.2 Oakley City Mission, Vision, and Values

A crucial part of this General Plan is, to begin with, the Mission Statement and the Vision Statement of Oakley City. These define the current and future overall goals of this healthy and vibrant community and its planning efforts. The Core Values demonstrate how the Mission and Vision will be implemented in all daily operations and public service.

OAKLEY CITY MISSION STATEMENT

Oakley celebrates today and every day while promoting its mission of healthy people, healthy earth, and healthy growth.

OAKLEY CITY VISION STATEMENT

Oakley City is known for its unique quality of life by providing lower density development rooted at the City's center, natural green space including farms, trails, parks, rural lifestyle, family values, and a successful July celebration. Oakley City will continue to enhance these values with well-maintained municipal services, thoughtful planning and zoning, protection of riparian areas, and encouraging volunteerism. Oakley City will always be transparent, fiscally responsible, and committed to good governance, including respect, ethics, and accountability.

CORE VALUES

Core values personalize the City's mission and vision by serving as simple organizational principles which guide decision making while influencing how the City conducts day-to-day business with the public, its volunteers, and its employees:

ACCOUNTABILITY – Assist City Council members, volunteer boards, management, and staff to accept responsibility for their actions and be accountable for those actions' consequences.

COLLABORATION – Respect the ideas and contributions. Encourage collaboration and communication, openly support coaching, mentoring, and feedback. Give thoughtful consideration to each other's differences, opinions, and diversity. Prevent all forms of harassment and discrimination.

COMMUNICATIONS – Improve communication with employees, citizenry, and stakeholders to build trust and confidence. Create a proactive public presence to assist in positive impressions of the City and direct the community discussion.

CULTURE – Focus on our people so that employees put safety first, take pride in their work, and feel valued for contributions. Empower employees to be professional in all their actions and to take ownership of their projects and responsibilities.

EXCELLENCE – Set high expectations for our teams and us. Continuously improve skills and performance through mentoring and training programs. Always strive to achieve the best results.

FINANCIAL VIABILITY – Increase City infrastructure efficiency, revenue, and revenue sources. Reduce costs to ensure adequate reserves and debt-service coverage.

INNOVATION – Pursue new technologies and sustainable solutions to improve all operational efficiency and serve our public and community better. Encourage free-flowing, outside-the-box thinking, and a willingness to take reasonable risks.

INTEGRITY – Be honest and ethical in every action and decision. Do the right thing even if nobody is watching, and act transparently.

LEADERSHIP – Leadership opportunities and development must exist and is expected by every employee, as well as our public persona.

PARTNERSHIPS – Identify and cultivate meaningful relationships with stakeholders to advance research and development, increase funding opportunities, and build goodwill in the community.

QUALITY – Improving quality of service in every department and work builds confidence in the organization, improves safety and credibility with the citizenry, and results in better long-term and cost-effective solutions.

RESPONSIBILITY – We are responsible for our behaviors, actions, and use of any of the public resources entrusted to us.

SAFETY – Always act to protect public safety and the personal safety of City employees and contractors. This quality must be paramount in everything we do.

SERVICE – Deliver quality, timely, professional public service and act in a responsive way that supports citizenry's well-being and the betterment of the community.

STANDARDS – Comply with all regulatory standards, including City rules and policies. Be consistent in the enforcement, and always look for areas of improvement.

STEWARDSHIP – Preserve and protect our land and its natural resources. Demonstrate accountability to the public, ratepayers, and taxpayers through careful financial and resource stewardship.

2.3 Demographics

Demographics paint a clear picture of Oakley’s size and character at a specific time and become more significant as regulations and standards are developed to govern the City. Numbers become our “starting point” for evaluating in a more statistical way—who we are on paper. The current demographic position of Oakley City as of early 2020 is found in the figures below. This data is based on actual and projected figures from the US Census Bureau (the 2020 census is not complete). The current 2020 population is estimated to be 1,748. The past average annual growth rate is 3.6% per year. As projected out ten (10) years, the future is estimated at 2.4% per year.

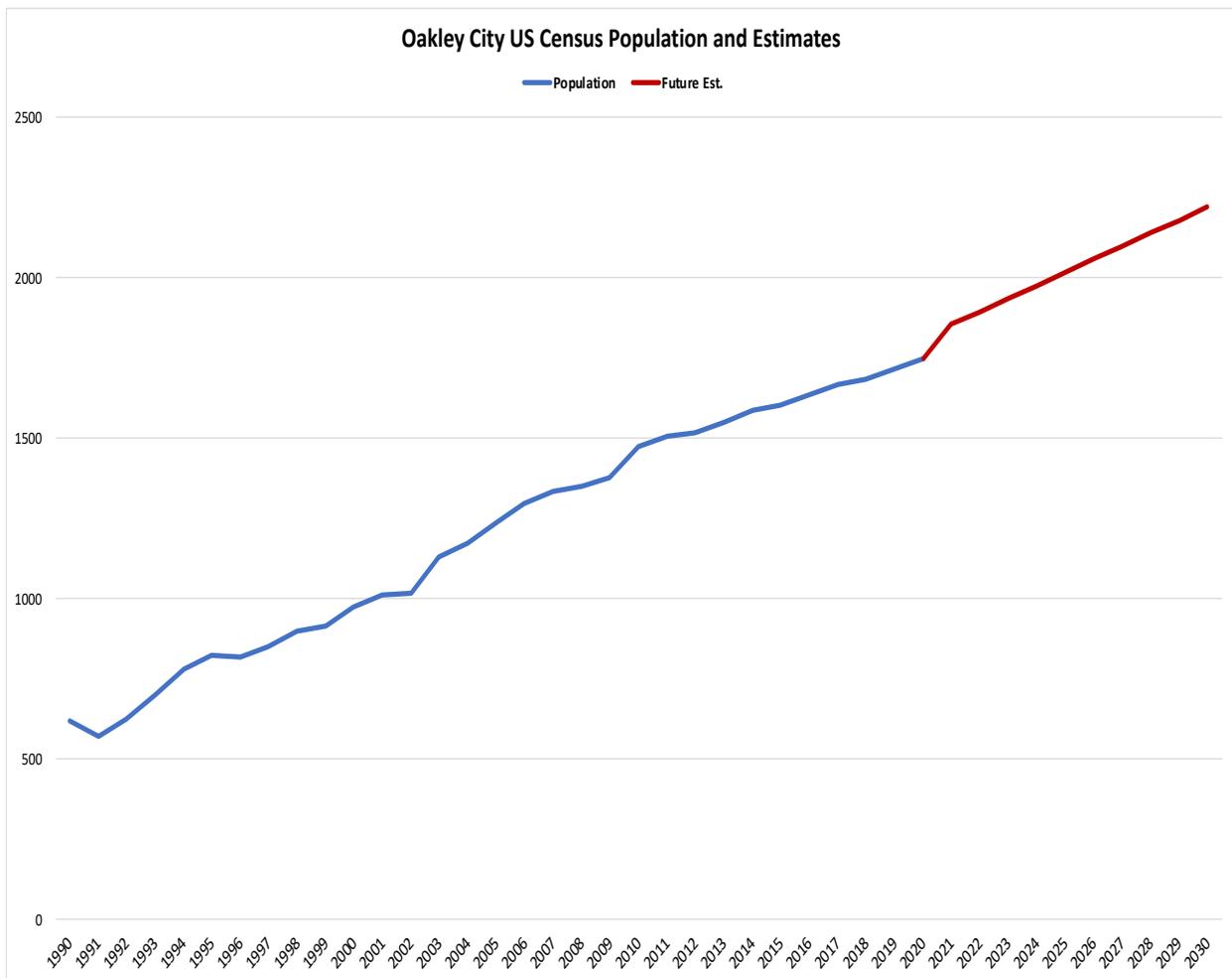


Figure 2.1 Oakley Population and Projections

Oakley Ut Population Pyramid 2020

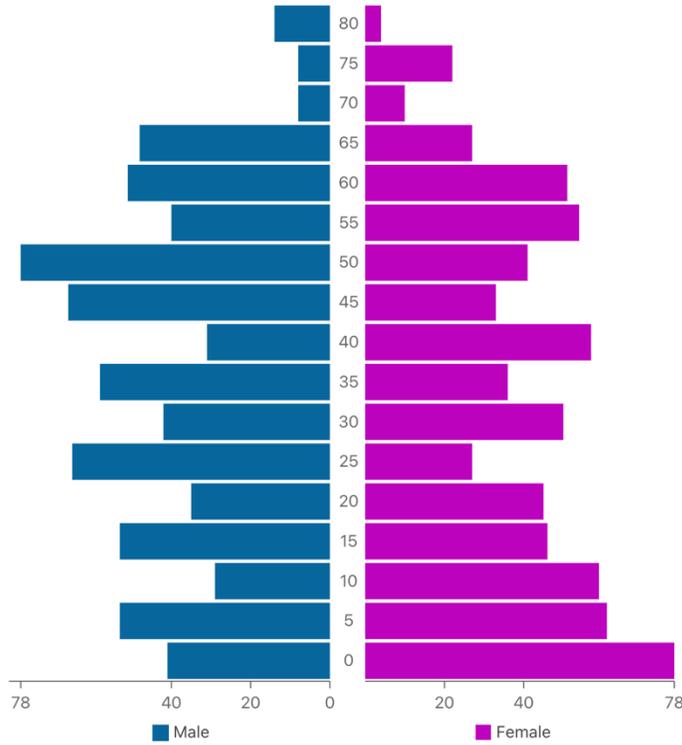


Figure 2.2 Oakley Population by Age

Oakley Ut Median Age



Oakley Ut Adults

There are 1,070 adults, (162 of whom are seniors) in Oakley Ut.

Oakley Ut Age Dependency

58.8 Age Dependency Ratio

17.8 Old Age Dependency Ratio

41 Child Dependency Ratio

Oakley Ut Sex Ratio

Female 719 49.86%

Male 723 50.14%

Oakley Ut Renter vs Owner Occupied by Household Type

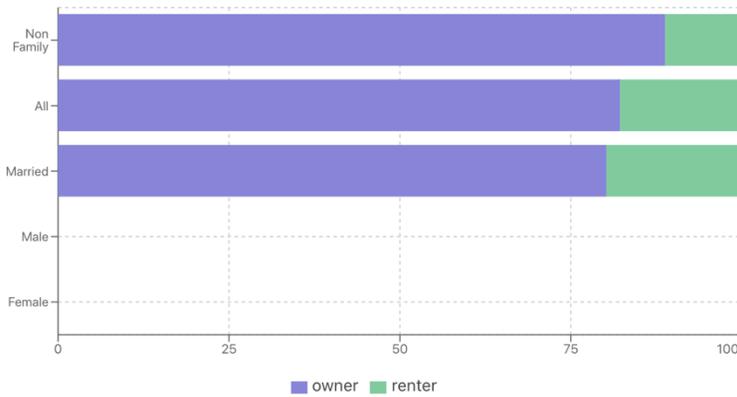


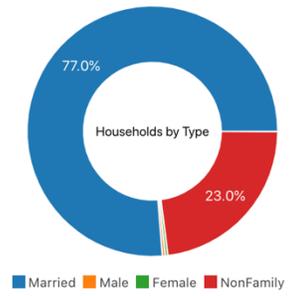
Figure 2.3 Oakley Households and Families

Oakley Ut Household Types

Type	Owner	Renter
Non Family	88.8%	11.2%
All	82.2%	17.8%
Married	80.2%	19.8%
Female	0%	0%
Male	0%	0%

82.2% Rate of Home Ownership

Type	Count	Average Size	Owned
All	466	3.04	82.2
Married	359	3.53	80.2
Non Family	107	1.4	88.8
Female		0	0
Male		0	0



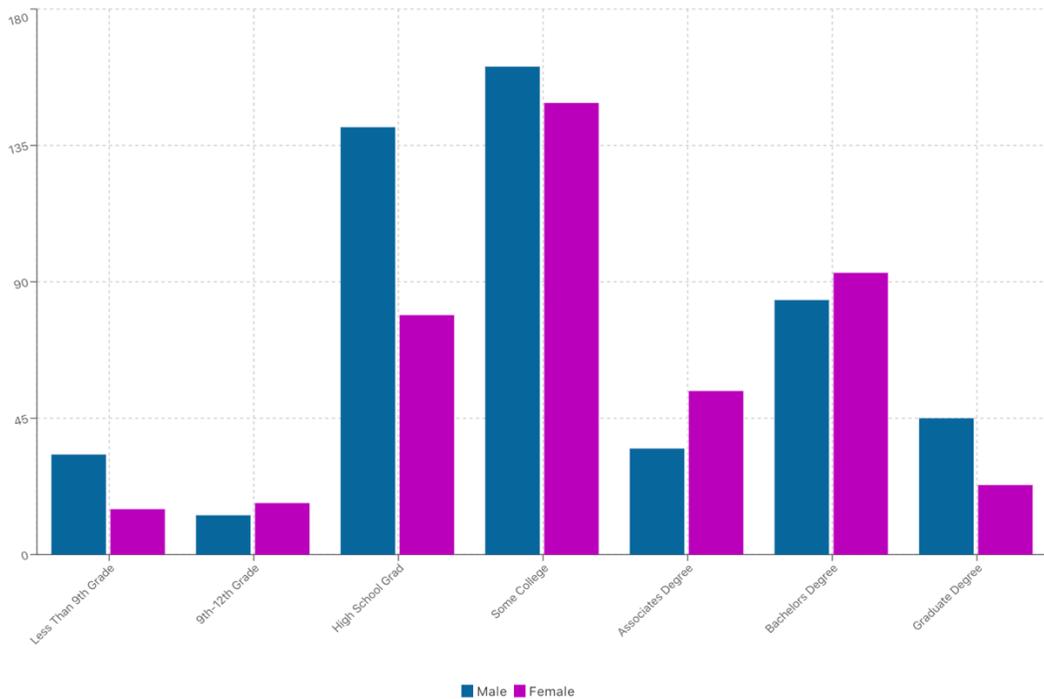
3.53 Average Family Size

3.04 Average Household Size

2.4% Unmarried (Opposite Sex)

0% Unmarried (Same Sex)

Figure 2.4 Oakley Households by Type



Education Attained	Count	Percentage
Less Than 9th Grade	48	5.10%
9th to 12th Grade	30	3.18%
High School Graduate	220	23.35%
Some College	310	32.91%
Associates Degree	89	9.45%
Bachelors Degree	177	18.79%
Graduate Degree	68	7.22%

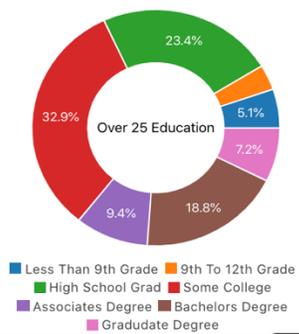
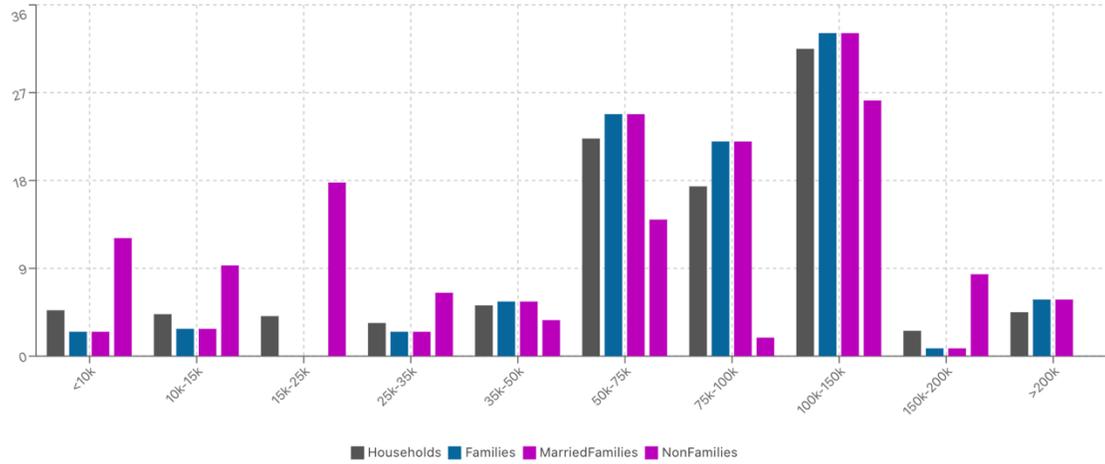


Figure 2.5 Oakley Educational Attainment

Oakley Ut Income by Household Type



Name	Median	CSV	JSON
		Mean	
Households	\$81,250	\$86,079	
Families	\$84,766	\$94,019	
Married Families	\$84,766	-	
Non Families	-	\$59,438	

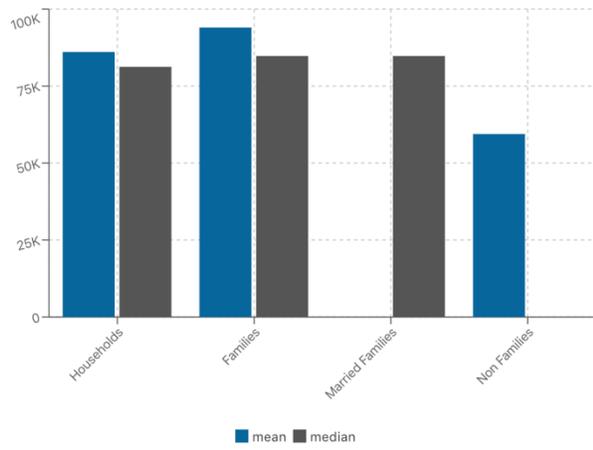


Figure 2.6 Oakley Income by Household Type

2.4 General Plan Implementation



The primary goal of the Oakley City General Plan of 2020 is summarized as follows:

GOAL:

The Oakley City General Plan will guide future development for organized growth, industry, business, and employment opportunities. It will ensure that safe and adequate public facilities will service all. The General Plan will follow the City Mission Statement and Vision's ideals and virtues for the future. The General Plan will also provide, to the best of its ability, that the very people who invest their time, sweat, and money to make Oakley a choice place to live will not have to carry the growth burdens, pay for impacts of new growth, or modify lifestyles to accommodate those who choose to move here.

2.4.1 Implementation Objectives and Policies:

- A. Revision and Amendment of City Ordinances:** Oakley zoning and development ordinances and maps should be revised, updated, and amended to reflect these General Plan's goals and intentions. Rural, agricultural, and some urban design issues should be addressed in and enforced through these ordinances. Other City water, sewer, or other service ordinances and policies should be reviewed,

revised, adopted, or amended based on this General Plan goals and policies. This General Plan should specify policies to fulfill the spirit of the goals and objectives listed herein.

- B. Annexation and Rezoning:** All requests for rezoning or annexation are considered in light of the land use goals and policies of this General Plan. If land proposed to be rezoned or annexed cannot blend into and enhance these Plan objectives, it would not be considered for rezoning or annexation.
- C. Capital Improvements:** Capital improvements for public services and facilities will be planned and developed in a way that is closely tied to this General Plan goals and policies. Construction of utility infrastructure, municipal buildings, schools, and related facilities, parks, roads, and drainage systems will follow this General Plan's guidelines. Improvements are carefully reviewed and engineered and are not extended long distances to service one development without carefully examining the costs of service to the general population of the City. The effects of the improvements could have consequences on other potential developments along its course, whether good or bad.



3.0 Amendments to the General Plan

Since this General Plan is used to guide development according to the community's current wishes or needs, the viability of this plan rests in its adaptability to changing conditions. The process by which the General Plan text and accompanying Land Use Maps are amended will help ensure those zoning decisions and plan objectives and policies are based on adequate research and input rather than any special interest or expediency. The amendment process is outlined in the following goal and policy statements.



GOAL:

Ensure that the Oakley General Plan is always adaptable and responsive to the Oakley community's goals and values.

3.1 Review Objective

Encourage the regular review, update, and refinement of the General Plan through the implementation of the following policies:

Policies:

- A. Require the overall evaluation and update of the City's General Plan every three (3) to five (5) years, or as significant changes in the community occur.
- B. Allow General Plan revisions through addition, amendment, or deletion.
- C. The process for orderly review and update of the General Plan will be as follows:
 - 1. Applications identifying the General Plan section for which the amendment(s), deletions, and addition(s) are sought and are submitted to the City planning staff.
 - 2. Relevant data is collected and analyzed by the City staff or other appointed person(s).
 - 3. Information is presented to the Oakley City Planning Commission.
 - 4. The Oakley City Planning Commission makes a formal recommendation to the City Council.
 - 5. The City Council conducts a public hearing to receive additional comments on the proposed changes. Following the public hearing, the City Council approves or denies the proposed changes to the Oakley City General Plan.

3.2 Participation Objective

Encourage and foster continued citizen participation and input on all civic issues.

Policies:

- A. Implement a community awareness program, possibly through a newsletter or flyer attached to water/sewer bills.
- B. Publicize the goals and concepts of the Oakley City General Plan and make the plan readily available to the public.

4.0 Water, Sewer, and Critical Public Services

The primary challenge in dealing with growth and development is to ensure that adequate water, wastewater (sewer), and other necessary public health and protection type services and facilities are in place concurrently or before completion of any development. These services include fire, ambulance, police protection, water and sewer services, roads, parking, street lighting, snow plowing, storm drainage, schools and bus services, pedestrian access ways and trails, parks, and not the least of which, City rodeo and related recreation facilities. Planning and zoning, as well as City administrative services, are also necessary. Other services include power, telephone, internet, cable television, and natural gas. Outside public entities supply many of these services. Many of those provided by the City are included in other sections of this General Plan. However, water and wastewater services form much of the focus herein and remain the foundation and rationale as to why Oakley was incorporated in the first place (particularly culinary water service). Care is taken in this General Plan to ensure that the development rate does not exceed any water or sewer infrastructure capacity.



GOAL:

Promote and ensure the expansion and development of water, wastewater, and other critical facilities within the Oakley area that will first support the existing residents and businesses safely and the community's planned growth. Also, ensure that future patterns of development and land use minimize infrastructure construction costs and operations while providing efficient utilization of all existing or planned facilities.

4.1 Water and Wastewater Management and Service Objectives

With some minor modifications, Oakley City has adopted the 10 Principles from “Effective Utility Management — A Primer for Water and Wastewater Utilities,” January 2017 (EUM). These principles, and associated attributes, provide a more precise set of reference points and are intended to help the City maintain a balanced focus on all essential operational areas rather than reactively rushing from one problem to the next. They are the core of many goals and objectives addressed in this section of the General Plan and provide useful tools for water managers seeking to improve organization-wide performance. The 10 Principles comprise a comprehensive framework related to all aspects of City operations and performance. City staff will work together to rank or prioritize these principles and will evaluate their performance annually on each principle.

1. Product Quality (PQ):

Produces “fit for purpose” water that meets or exceeds full compliance with regulatory and reliability requirements and are consistent with customer, public health, ecological, and economic needs.

KEY Assessment Attributes:

- a. Meets or exceeds regulatory and reliability requirements.
- b. Operates consistent with customer, public health, economic, and ecological needs.

2. Customer Satisfaction (CS):

Provides reliable, responsive, and affordable services in line with explicit, customer-derived service levels. Utilizes a mix of evolving communication technologies to understand and respond to customer needs and expectations, including receiving timely customer feedback and communicating during emergencies.

KEY Assessment Attributes:

- a. Provides reliable, responsive, and affordable services.
- b. Receives timely customer feedback.
- c. Minimizes customer complaints.
- d. Is responsive to customer needs and emergencies.
- e. Utilizes modern communication technologies for needs and feedback.
- f. Provides tailored customer service and outreach to a range of customer groups (e.g., residential, commercial, industrial, and newly emerging groups).

3. Employee and Leadership Development (ED):

Recruits, develops, and retains a workforce that is competent, motivated, professional, adaptive, and safety focused. Establishes a participatory,

collaborative organization dedicated to continual learning, improvement, and innovation.

KEY Assessment Attributes:

- a. Recruits, develops, and retains a competent, safety-focused workforce.
- b. Is a collaborative organization dedicated to continual learning, improvement, and adaptation.
- c. Implements procedures for institutional knowledge retention, workplace safety, and continual learning (e.g., standard operating procedures).
- d. Invests in/provides opportunities for professional and leadership development.
- e. Adequately address succession planning needs.
- f. Supports an integrated and well-coordinated senior leadership team.

4. Operational Optimization (OO):

Ensures ongoing, timely, cost-effective, reliable, and sustainable performance improvements in all facets of its operations in service to public health and environmental protection.

KEY Assessment Attributes:

- a. Conducts ongoing performance improvements informed by performance monitoring and learns from the effort.
- b. Minimizes resource use and waste from day-to-day operations.
- c. Is aware of and timely adopts operational and information technology improvements such as SCADA, metering, and GIS systems.
- d. Manages and utilizes data effectively from automated and smart systems.

5. Financial Viability (FV):

Ensures that the City is financially viable in operations and compliant in all standards. Understands and values all water resources and services. Establishes predictable rates—consistent with community expectations and acceptability—adequate to recover costs, provide for reserves, maintain support from bond rating agencies and plan and invest for future needs. Provides financial integrity and security.

KEY Assessment Attributes:

- a. Understands and plans for full life-cycle cost of the City.
- b. Effectively balances long-term debt, asset values, operations and maintenance expenditures, and operating revenues.
- c. Sets predictable and adequate rates to support City current needs and plans to invest in future needs, taking into account affordability and the needs of disadvantaged households when setting rates.
- d. Implements sound strategies for collecting customer payments.
- e. Understands opportunities for diversifying revenue and raising capital.
- f. Achieves budget management effectiveness.

6. Infrastructure Strategy and Performance (IS):

Understands the condition of and costs associated with critical infrastructure assets. Maintains and enhances the condition of all assets over the long-term at the lowest possible life-cycle cost and acceptable risk consistent with customer, community, and regulator-supported service levels.

KEY Assessment Attributes:

- a. Develops and implements an Asset Management Program.
- b. Understands the condition of and costs associated with critical infrastructure assets.
- c. Maintains and enhances assets over the long-term at the lowest possible life-cycle cost and acceptable risk.
- d. Incorporates risk-based analysis into decisions.
- e. Coordinates repair efforts within the community to minimize disruptions.
- f. Plans infrastructure investments consistent with community needs, anticipated growth, system reliability goals, priorities, and with a robust set of adaptation strategies.

7. Enterprise Resiliency (ER):

Ensures City leadership and staff work together internally, and coordinate with external partners, to anticipate, respond to, and avoid problems. Proactively identifies, assesses, establishes tolerance levels, and effectively manages a full range of business risks consistent with industry trends and system reliability goals.

KEY Assessment Attributes:

- a. Works together with staff internally and coordinates with external partners to anticipate, respond to, and avoid problems.
- b. Proactively establishes tolerance levels and effectively manages risks (including legal, regulatory, financial, environmental, safety, security, cyber, knowledge-loss, talent, and natural disaster-related).
- c. Plans for and actively manages to maintain business continuity and sustain employee resiliency in normal business endeavors as well as during and after an emergency.

8. Community Sustainability (SU):

Takes an active leadership role in promoting and organizing community sustainability improvements through collaboration with local partners (e.g., transportation departments, electrical utilities, planning departments, economic development organizations, watershed and source water protection groups, etc.).

KEY Assessment Attributes:

- a. Actively leads in promoting and organizing improvements to community and watershed health within the City and with external community partners.

- b. Integrates water resource management with other critical community infrastructure, social and economic development planning to support community-wide resilience, sustainability, and livability.
- c. Actively leads in promoting welfare within the community for disadvantaged households.
- d. Uses operations to enhance the social and natural environment.
- e. Efficiently uses water and energy resources, promotes economic vitality, and engenders overall community improvement.
- f. Maintains and enhances ecological and community sustainability including pollution prevention, watershed and source water protection.

9. Water Resource Sustainability (WS):

Ensures the long-term availability and sustainable management of water for its community and watershed, including water resource recovery. Understands its role in the complete water cycle and integrates City objectives and activities with other watershed managers and partners.

KEY Assessment Attributes:

- a. Ensures water availability through long-term resource supply and demand analysis, conservation, fit for purpose water reuse, integrated water resource management, watershed management and protection, and public education initiatives.
- b. Manages operations to provide for long-term aquifer and surface water sustainability and replenishment.
- c. Understands and plans for the potential for water resource variability (e.g., climate change, including extreme events, such as drought and flooding).
- d. Utilizes as appropriate a full range of watershed investment and engagement strategies (e.g., Integrated Planning).
- e. Engages in long-term integrated water resource management, and ensures that current and future customer, community, and ecological water-related needs are met.
- f. Optimizes reduction of any non-revenue water.

10. Stakeholder Understanding and Support (SS):

Engenders understanding and support from stakeholders (i.e. anyone who can affect or be affected by the City). Understands what it takes to operate as a “good neighbor,” and positions the City as a critical asset (anchor institution) to the community.

KEY Assessment Attributes:

- a. Engenders understanding and support from oversight bodies, community and watershed interests, and regulatory bodies for service levels, rate structures, operating budgets, capital improvement programs, and risk management decisions.

- b. Actively engages in partnerships and involves stakeholders in the decisions that will affect them.
- c. Effectively utilizes a media interaction program.
- d. Actively promotes an appreciation of the true value of water and water services, and water's role in the social, economic, public and environmental health of the community.

4.2 Concurrency Objective

Require development to be timed and sequenced in a manner concurrent with the capacity of available public water and wastewater services and facilities through the implementation of the following policies:

Policies:

- A. All development, including any future continuing phases, must ensure that all water and wastewater services required for the development are in place or constructed concurrently with the project. All the necessary services must be safely and fully useable by the completion of the development. Approval procedures will be outlined in more detail in the Land Management and Development Code.
- B. All onsite and offsite (if applicable) improvements must be bonded or otherwise guaranteed so that they will be satisfactorily completed and operational. Inspections and compliance will be performed by the City Engineer or other relevant governing agencies.
- C. For projects which do not provide adequate guarantees or bonding, all improvements must become fully operational or usable before the Mayor is authorized to sign any final subdivision plat(s).

4.3 Impact Objective

The new development is evaluated for its potential impacts upon the City's public infrastructure.

Policies:

- A. Refine the development review process in the Land Management and Development Code so that availability and capacity of critical infrastructure, particularly water and wastewater services, is a significant consideration for permitted, conditional, and discretionary uses of land or developments.
- B. A detailed City infrastructure review and study process is included in the Land Management and Development Code that developers of new projects must perform. A similar review process by any outside public service providers of the impacted infrastructure may also be required.

4.4 Funding Objective

Require development to pay their fair share of the impacts created on public facilities required for the development.

Policies:

- A. All onsite public infrastructure and related facilities required for development are constructed and inspected using City standards and specifications and fully funded by the developer.
- B. All offsite public facilities' improvements, required exclusively to achieve capacity or supply for the new development, are paid for by the developer through impact fees or other legal special assessments.
- C. A fee ordinance is developed by the City to defray the costs associated with any review, outside planning or engineering, actual internal planning, and zoning costs, including related administrative costs.
- D. On an annual basis, the water and sewer user fee resolutions are reviewed and modified as necessary to keep up with current and future growth demands and new water quality standards and regulations.
- E. Development related impact fees for water, sewer, and other legally authorized infrastructure are adopted as per Utah State Code. They will be regularly reviewed and modified as necessary.

4.5 Planning Objective

Require developers and all public service providers to attain the adequate capacity to properly service the community through planned and realistic capital improvement programs.

Policies:

- A. Develop or update an Oakley City Capital Improvement Plan (CIP) for roads, parks, trails, and other recreational facilities. Establish detailed criteria, service priorities, and responsibilities of establishing and implementing the program. Use this plan to formulate and regulate impact fees and improvement standards for new developments.
- B. Build closer working relationships between the South Summit School District, Fire District, Health Department, and Summit County, which also provide services to the Oakley Area to ensure that their service capabilities match the City's growth expectations. Coordinate with them in planning and the implementation of their services to better serve existing and future customers of the City.

- C. Avoid any development project that creates a patchwork or island(s) of services and extended facilities that are inefficient and expensive to service or operate, such as long sewer line extensions to more distal subdivisions.
- D. Require developers who provide all or a portion of water for their development or who are transferring water to the City's water sources to provide real and sustainable "wet" water, including appropriate water rights. This process should ensure that the water is not seasonal and is in a quantity that meets all State and County Health Department as well as Oakley City standards for the delivery and sustainability of water service.
- E. Adopt or update all water and wastewater Rules and Regulations and related construction standards and specifications to more efficiently regulate the uniform delivery of such services to customers and meet all State rules and regulations.
- F. Take whatever measures are necessary to educate the community and protect all City water sources as specified in Utah State protection plans and regional conservancy agreements in Seymore and Pinion Canyons. Since the sources in Pinion Canyon utilize more vulnerable spring sources, work with the local owners and Utah Open Lands to protect the canyon from all motorized, dog, equestrian, and other uses which enhance erosion, i.e., timber, vegetation, and other resource removals, mountain biking access, etc. Allow only foot traffic on approved and established trails in that area.
- G. Develop a water and wastewater capital improvement plan for the next ten (10) years to better engineer and implement any needed system improvements detailed in such plans. Utilize this plan as a device to formulate and regulate impact fees and improvement standards for new developments. Detailed engineering planning efforts for these critical services should address, among other possibilities, the following:

1. Water Infrastructure Planning:

- i. Reduce City parks and open space water use through projects that transition their supply from valuable culinary water sources to irrigation or wastewater re-use sources.
- ii. While working with local irrigation companies, continue to study all financing options and implement strategies to develop a viable and phased Citywide raw water pressure irrigation system. Demonstrate the importance of such improvements as opposed to creating new water sources through cost-benefit studies. Raw irrigation, re-use, and conservation are generally far more economical than developing new sources and acquiring new water rights.

- iii. Develop additional groundwater (well) development in the Weber, Park City, and Humbug formations near the current Humbug Well or other environs east of the East Kamas Fault Zone.
- iv. Further programs of viable groundwater (spring) development within or near Pinion Canyon.
- v. Provide for the collection of residual spring seeps and flows near the mouth of Pinion Canyon to be utilized in a small package (microfiltration membrane) type water treatment plant placed near the current bottling plant. Such a project could develop up to 1 MGD of treated groundwater with a future option to connect to a Weber River diversion through a shared irrigation diversion structure.
- vi. Evaluate, site, and design for another 1 MG water reservoir storage system more distant from the primary storage, i.e., the North Hills in the northwestern region of the City. Such a project can be accomplished by moving PRV stations to locations west of the Weber Canyon Rd. and North Bench Rd. intersection (including Boulderville Rd. near the City Park). Then extending the upper-pressure zone to feed a new reservoir situated at the hydraulic grade line of the City's lower pressure zone.
- vii. Perform a detailed water system modeling analysis to evaluate any needed water distribution system (piping) improvements or additions.
- viii. Evaluate options for future water right acquisitions (or leases), including conversion or lease of unused Echo Reservoir shares, including other irrigation water rights to City water sources.

2. Wastewater Infrastructure Planning:

- i. Perform sewer collection system modeling to demonstrate any improvements needed and increase capacities and minimize groundwater or irrigation infiltration.
- ii. Implement a future capital improvement program to replace aging wastewater collection infrastructure, timed to replace the most critical systems over 10+ years.
- iii. Evaluate treatment plant improvements and expansions to meet future demands, including the efficient re-use of Type 1 treated

wastewater to meet open space or recreation irrigation needs and minimize the culinary water system's demands.

- iv. Study advantages and barriers to developing a long-term wastewater collection and treatment plan with the County Health Department acting in a facilitation role that would provide for a regional collection and treatment facility. Such a system could serve the three (3) cities and most of the South Summit region's unincorporated areas well into the distant future.
- H. Utilize the Health Department fully to determine any septic systems' suitability, including if a connection to the City wastewater collection system is necessary. This review also determines whether a project can be serviced through an onsite advanced wastewater system, especially in sensitive wetlands or Green Space areas, as evaluated in Section 11 of this General Plan.

4.6 Water and Wastewater Development Objective

Carefully design and construct services, so they do not create a high operational and financial burden on the City, either currently or in the future.

Policies:

- A. All development projects, including individual structures on any current lot of record, must pay for the total cost of required extensions of services to their project, regardless of the distance required. Such extensions may include roads, trails, pipelines, valves, fire hydrants, pressure regulation valves, pumping or boosting facilities, utility holes, vaults, clean-outs, and storage systems if needed. All facilities are built to City standards and specifications and guaranteed as per any current City codes. The costs of these extensions are in addition to any impact fees required for the development since impact fees go toward developing general City infrastructure impacted by the growth and the acquisition of any needed water rights.
- B. The facilities' owner or installer may enter into "aid to construction" agreements with the City if the City decides that they should participate (at the City's sole discretion) and upgrade the size or capacity beyond that needed for the project and its users. This enlargement would be for future service areas or capacities, and the City is responsible for the incremental costs of the added capacity as per the development or other agreement. The minimum sizing of the system must, however, meet the current City standards for that area.
- C. The City and the developer may enter into agreements to recoup the cost of proportionate shares of the improvements as connections are made along with the extension(s) by future growth. The developer, or the City, or a combination of the two, depending on which entity(s) initially paid for the improvements, enter into these types of agreements. The recovery period shall not exceed seven (7)

years. Only future connections between the original termination of the City facilities and the end of the new extension may be recovered. Extensions added to the end of the facilities (designed to extend the services in the same manner as the previous extension) are not reimbursable to the original extension parties.

4.7 Infrastructure Coordination Objective

Coordinate with Summit County officials to ensure that growth around Oakley City occurs in a manner that allows the economical and phased extension of water, wastewater, and other infrastructure and services so that the creation of overlapping service areas and inefficient delivery of services is avoided.

Policies:

- A. Enter into an interlocal agreement or other cooperative efforts with Summit County to ensure developments around the City meet the intentions or objectives of this General Plan and will not jeopardize the servicing of City residents in the future. It is assumed that the area within a half-mile of current City boundaries or within the recent Annexation Declaration could impact the City or its quality of life, whether the City has a schedule to annex that area or not. These areas are jointly studied by the City and the County to decide whether it is desirable to annex the development territory, even if it is not defined or classified as “urban growth.”
- B. Assure that the City’s Annexation Declaration follows Utah State Code and provide a copy of the Declaration to Summit County for coordinated planning.
- C. When annexations are proposed, Oakley City contacts Summit County for input regarding the annexation and its proposed boundary to minimize annexing property's adverse effects.
- D. When appropriate, Oakley City encourages annexation of whole parcels of land so as not to create illegal land divisions or isolated islands of property.

4.8 Water Conservation Objective

New water source development is most economical through a viable water conservation savings program. The cost per GPM (gallons per minute) is typically cheaper through conservation rather than developing a new well, etc. As such, the City will develop a water conservation plan with accompanying regulations and requirements designed to encourage environmentally sound water usage and development.

Policies:

- A. Encourage new subdivisions to develop water conservation plans and landscaping designs that minimize disturbed areas, use alternative planting materials, and install secondary irrigation systems.

- B. Develop a water rate fee schedule which penalizes property owners who do not practice water conservation techniques, such as xeriscaping, drought-tolerant plantings, etc.
- C. Develop a water ordinance with specific guidelines and regulations regarding the construction and maintenance of private ponds, including that individual ponds may not include culinary water use.
- D. Provide customers clear and usable resources to incentivize water savings in building and project design, landscaping, and indoor water utilization.
- E. Perform annual water audits (water supply vs. demand) to become more aware of system water leaks and unaccounted for water in the overall system and billing processes. Develop programs to locate, prioritize, and remedy such water losses.

5.0 Land Use Element

The location of land uses, green spaces and intensities at which various uses are developed and managed is the most visible element of a General Plan. Oakley's mountainous geography, river valley setting, agricultural terrain, and heavy snowfall impose many natural constraints on the location of desirable activities. Development is undertaken safely and carefully to minimize the destruction of natural features and critical wetlands used and enjoyed by the natural, agricultural, and residential communities. Areas of known flooding, geologic hazards, or environmentally sensitive areas are avoided for development. Most of the objectives outlined in this section are made into formal policy and legislation in the Land Management and Development Code.



GOAL:

Encourage the center of outward city development with a safe and responsive green space growth management program that preserves the small city setting and sensitive lands. It provides a diverse mix of commercial, residential, and some minor light industrial uses, with agricultural and open green space land uses taking a high preservation priority.

5.1 Community Identity Objective

Create land use areas or zones that support higher-density uses in the center of the City and reduces in density toward the boundaries of the City, thus preserving the “Community Identity” of Oakley City.

5.2 Service Concurrency Objective

Ensure responsible growth in the City through provisions that require available and adequate public services and facilities that exist at the development impact.

5.3 Preservation Objective

Implement land use management strategies such as agricultural preservation techniques, transfer of development rights (TDR), and Green Space or conservation subdivision regulations that preserve the natural settings, resources, and the community character of the Oakley Community while providing opportunities for responsible and coordinated growth and development (See Section 11).

5.4 Commercial Use Objective

Designate areas for commercial, light industrial, and manufacturing use that provide employment, tax base, and community service needs.

5.5 Land Use Design Objective

Provide for mixed housing land uses, including single-family housing developed according to the Land Management and Development Code. Require Green Space Design, clustering, conservation subdivisions, and density zoning rather than scattered housing on large fixed lots that reduce the amount of green space and farmable land. Such housing development on smaller lots while maintaining low overall densities can reduce the cost of services and the amount of water necessary to irrigate the disturbed lands on the lot.

5.6 Right-to-farm Objective

Enforce “Right-to-farm” provisions in the Land Management and Development Code to protect the right of farmers and ranchers to operate their facilities in Oakley without infringement on traditional land and irrigation uses or subject them to complaints regarding noise, odors, or lengths of work hours. These provisions protect residents and livestock's property rights and safety by providing buffers and or screening as may be required.

Policies:

- A. Protect agricultural access and farming rights by implementing buffers, if possible, between producing farms and ranches and other incompatible developments.
- B. Require protections and easements in and around developments for irrigation and other watercourses, including land drainage systems.
- C. Continue to encourage developing a City-wide secondary irrigation system to conserve water resources and more efficiently irrigate the City.

- D. Do not allow existing agricultural rights-of-way to become residential access corridors without proper improvements, including measures and facilities implemented to protect future agrarian access.

5.7 Minor Subdivision Objective

Provide a minor or small subdivision regulation to simplify the process for subdivisions of minimal lots to be developed, providing they maximize green space, require no public street expansions, or improvements, or other considerable infrastructure modifications. These subdivisions must still meet the goals and objectives of this General Plan.

5.8 Phasing Objective

Provide strategies by which land may be preserved for some designated amount of future development through temporary agricultural use while allowing the clustering of lots within the zone density standard. Said preserved land must not be rezoned for further development without demonstrating compliance with the Land Management and Development Code and this General Plan.

5.9 Agricultural Buffer Objective

Seek to provide transitional land-use zoning, which provides a buffer to productive agricultural land in areas where more urbanized land uses are permitted.

5.10 Second Home Objective

Discourage second or seasonal home developments in the City, especially those similar to many poorly planned projects found in Upper Weber Canyon. Undesirable characteristics of such seasonal communities include; gated areas, high fire danger areas, unsafe single point of ingress and egress, steep access, long narrow private roads, large scattered or interspersed housing, cheap and inferior cabin construction standards and architecture, underdeveloped or seasonal private water systems, and visual road cuts or fill on hillsides. Seasonal homes that potentially overuse sensitive lands or require large amounts of energy and resources to service with roads and utilities, etc. (i.e., high on a mountain) or are not compatible with visual, and housing standards are not permitted.

5.11 Conservation Easement Objective

Assist and incentivize family or small subdivision projects, which in return protect a large portion of their property for continued use as agricultural or other public or private green space preservation projects. Partner with entities such as the Summit Land Conservancy or Utah Open Lands to protect property in perpetuity through conservation easements.

5.12 Dark Skies Objective

Develop if necessary, enhance if needed, and enforce the City lighting ordinance to protect the night skies from the ongoing proliferation of light pollution.

Policies:

- A. Enforce a lighting ordinance with specific requirements regarding lighting type, color or temperature, height, direction, shielding, luminaries, style, etc.
- B. Work with property owners to require existing lighting, which is in non-conformance to be replaced within a set period of years of adopting the ordinance.
- C. Require new developments to submit lighting plans and impose compliance with those plans as per the building permit and any homeowners' protective covenants.
- D. Replace or adequately shield all City-owned streetlights with fixtures that comply with the adopted standards.

5.13 The Oakley City Land Use Map

The General Plan Land Use Map is a representation of either current or desired land uses in Oakley. The land use designations do not represent existing zoning. Instead, the maps support the goals and policies of this General Plan. Other maps and overlays depict the City's existing and future parks, green spaces, trails, sensitive or hazardous lands, and other public uses. In conjunction with these written goals and policy statements, the Land Use Map is used as a zoning decision-making guide, encouraging orderly implementation, growth, and compatibility of zones and land uses. (See Appendix A for all planning maps).

The Oakley City Land Use Map also indicates desired land uses for areas not presently within the City boundaries. These areas are included in the current annexation declaration on file with Summit County. They may be pursued for annexation if the land-use proposals in these areas are compatible with current City character goals, objectives, and other policies.

KEY LAND USE DESCRIPTIONS:

- A. **Agricultural Residential (AR).** The Agricultural Residential areas are established to provide spaces where the growing of crops and livestock raising can be encouraged and supported within the City. The character and essence of Oakley City are the Agricultural areas, and all efforts to protect these areas is encouraged. These areas are intended to protect agricultural uses from the encroachment of urban development until residential, commercial, or industrial uses in such areas become necessary and desired by the City. These areas also become the primary green space preservation lands described in more detail within Section 11 below. Uses permitted in these areas, in addition to agricultural uses, must be incidental thereto and should not change the essential agricultural character of a farming environment. Conversion of the Agricultural uses to more urban type uses is accomplished only in an orderly and careful manner following the General Plan, with no "leap-frog" encroachments of such urban uses or developments into the

surrounding agricultural areas. Those agricultural uses existing in other grandfathered zones may continue, provided that the land use remains unchanged. In this area, residential zoning is to accommodate no more than one unit per five (5) acres. Zones are configured as one (1) residential dwelling unit per forty (40) acres (AR-40), per twenty (20) as (AR-20), per ten (10) as (AR-10), or one (1) dwelling unit per five (5) acres as (AR-5).

- B. Rural Residential (RR).** The Rural Residential areas are established to provide spaces for the encouragement and promotion of an environment for family life by establishing one-family detached dwellings on individual lots associated with permitted uses in a low-density setting. This land-use zone is characterized by attractively landscaped or naturally rural lots, with minor lawns and shrubs and natural green spaces. Home densities for Rural Residential accommodate a density of one residential (1) dwelling unit per between one (1) and five (5) acre densities. Zones are configured as one (1) residential dwelling unit per two (2) acres as (RR-2), and one (1) dwelling unit per one (1) acre as (RR-1).
- C. Community Residential (CR).** In some designated areas, higher density and multi-family residential buildings may be established to provide a residential environment within the City, characterized by a residential community setting and associated uses. This land use is intended to have a residential density higher than the lower-density residential areas specified above while maintaining a healthy residential character. Community Residential areas accommodate a density of two (2) or more residential units per acre. Zones are configured as various units per acre, i.e., two (2) single-family homes per acre as (CR-2), or four (4) single-family homes per acre as (CR-4), etc.
- D. Public Facilities (PF).** The Public Facilities areas are established to provide spaces for the location and establishment of maintained facilities for public or quasi-public use. This land use should be created in the regions that are suitable and compatible with neighboring zones, possibly providing “buffer” areas where appropriate. Uses similar to the following may be permitted in these areas:
- Automobile parking
 - Parks and Arenas
 - Cemeteries
 - Executive, legislative & judicial functions
 - Open and Green Space Protective functions
 - Postal services
 - Schools and Educational Services
 - Miscellaneous service organization
 - Cultural activities and nature exhibitions
 - City and other public properties
 - Public assembly

- E. Commercial/Retail (C).** This land use would be for commercial endeavors with light to moderate public traffic. The main area suitable for this use is Oakley's inner commercial block or in certain areas along the State highway, as designated on the Land Use Map. This use is to be architecturally sound and compatible with the community goals and visions associated with this document. Some mixed uses of this zone may be allowed (integrated with residential) in certain areas along the highway or City center as in a Village type of development, providing that residential uses are not adversely interfered with or disturbed by any of the uses proposed.
- F. Village Mixed-Use (VM).** A Village Mixed-use area is designed to accommodate future development near the Oakley City core. This area's growth may be a compatible mix of commercial, lodging, and other high-density residential uses. This zone may also be developed as a Transfer of Development Rights (TDR) area to move densities from sensitive or other outlying areas into this core high-density zone. All development, including various mixed-use densities and types within the VM zone, is designed, approved, and phased as per the Master Planned Development (MPD) regulations specified in the Land Management and Development Code.
- G. Light Manufacturing and Industrial (LM).** This land use is similar to the Commercial/Retail use described above. Still, it differs in that wholesale and or light manufacturing of products are allowed with less public accesses associated with the use. The types of businesses and plants in this use are relatively small and should be as environmentally clean as possible. A small park setting is most desirable. The plants, offices, or buildings located in this classification must be architecturally compatible with the character of the City as defined in this General Plan. Heavy industrial uses are more compatible outside of the City of Oakley.
- H. Agricultural Forestry (AF).** This land use is similar to the Agricultural Residential (A). Still, it is imposed on lands controlled by the U.S. Forest Service or land in mountainous or remote and rugged terrain that would not be efficiently serviced by any public infrastructure. This use has an extremely low residential density (100 or more acres per residence). It is always part of any green space or sensitive lands overlay type of zone or regulations.
- I. Sensitive and Hazardous Lands.** These areas are dealt with through the creation of various overlays, as shown in the accompanying maps. These sensitive areas impose additional requirements on the other land uses listed above. These sensitive areas are assessed in new development applications by thorough study and analysis by the developer and City, with the use of suitability and mitigation measures, if necessary, determined. These requirements are in addition to the conditions imposed on any land use or zone regulations that may exist beneath the overlays. Other smaller areas of sensitive lands or hazardous lands may be discovered as new developments are processed, or regions are investigated.

These locations will also become subject to Green Space standards' regulations as specified in section 11 of this General Plan and the current Land Management and Development Code of the City.

The Land Suitability and Critical Lands Maps are to become a series of maps or compilation of the overlaid maps brought into one (1) general map (Map I) that defines lands that may not be suitable for development or where use restrictions should apply. The compilation represents all areas from the individual maps. These areas become the significant areas of the Sensitive Lands Overlay Zone in the Land Management and Development Code and Zoning Map, and uses in these areas become subject to that portion of the code and its restrictions. Data for these maps comes from various State, Federal, and County Studies updated as new data is made available. These maps do not define ALL areas subject to the Sensitive Lands Code, only the obvious. Other small sites may be deemed appropriate for applying the Code on a closer examination and a development case by case basis. The maps and other records may delineate the following general areas as sensitive:

- High value or Critical wildlife habitats (State Division of Wildlife Resources)
- Wetlands, flood plains, and water issues (Map D)
- Known Geologic Hazards, such as karst, landslides (Map E)
- Unsuitable or Critical building soils (Map F)
- Steep slopes over thirty (30) percent (assessed per project based on topography studies)
- Fire Hazardous from slopes, fuels, and vegetation (Map H)
- Hillsides and ridge tops (assessed per project based on topography studies)
- Public Lands, parks, and open spaces (Map J)

6.0 Economic Goals

While Oakley City is still a relatively small community, the value of a strong local economy cannot be overemphasized. There must be someplace for residents to patronize, work, and contribute further to the Oakley economy's buildup. A healthy commercial economy starts by encouraging safe and desirable business and not making permitting and licensing a significant task or financial burden. A successful economic strategy can create jobs and a healthy tax base for the City.



GOAL:

Support existing and new desirable businesses, light manufacturing, or industrial uses. Provide opportunities for preserving and enhancing sustainable agriculture and other small business operations compatible with Oakley City values.

6.1 Zoning Objective

Provide appropriate land use opportunities for a mixed-use village area, commercial, light manufacturing, industrial, service-related, and tourism businesses that will result in a diversity of economic opportunities for the Oakley area.

Policies:

- A. Create at least one (1) light industrial and manufacturing area plus a commercial area(s). Develop zoning regulations governing the acceptable uses associated with small retail/service businesses and manufacturing industries.
- B. Develop and adequately implement a small village type mixed-use commercial/residential zone in the core of the City. Encourage commercial development that capitalizes on the existing tourist and visitor traffic but reflects the community's rural and western agricultural character.

6.2 Small Scope Objective

Promote the development of agri-tourism, heritage tourism, arts, and small home-based businesses or clean cottage type industries that have minimal impact on City services or land uses, i.e., traffic, noise, parking, etc.

Policies:

- A. Allow certain areas to be developed for small, environmentally clean industries compatible with agriculture or rural type land uses.
- B. Make small home businesses that require no off-street parking, signs, or visible or audible characteristics a permitted use in some residential and agricultural zones.
- C. Nightly Rentals. Adopt regulations in the Land Management and Development Code to deal with the increased demands of nightly rental facilities. While there is a real demand in Summit County and a financial incentive for this type of use, proper regulation and approval are essential. Ensure that such uses are meager impact to neighboring residential and agricultural land uses and that they do not defeat the purpose of affordable housing objectives and defeating the purpose of accessory dwelling units or apartments.

6.3 Compatibility Objective

Regulate the development as practical or commercial areas for improved appearance, protection of adjacent property, preservation of street function, provision of off-street parking, and efficient use of municipal services.

Policies:

- A. Establish and regularly update strong architectural controls and site planning standards for all new mixed-use, commercial areas and in commercial development agreements.
- B. Deny non-compatible and disruptive land uses in commercial areas.
- C. Regularly examine and update parking regulations to meet present and future needs.

- D. Provide adequate infrastructure sized to support commercial development and anticipated needs.
- E. Coordinate commercial development with City, County, and Utah State transportation planning objectives.
- F. All commercial development in the City shall reflect and promote Oakley's identity and character.
- G. Commercial developments located adjacent to each other should blend harmoniously together.
- H. All ordinances and commercial standards adopted by the City should reflect the City's identity and personality and work to eliminate or improve cluttered, aesthetically unpleasant commercial areas.
- I. The City should regularly examine and update its sign ordinance, regulating all signs' size and placement in the City.
- J. Encourage the proper placement of all underground utilities in commercial areas.
- K. Encourage all existing and future commercial areas to be developed as a viable walkable community component.
- L. Implement the use of access roads and combinations of space and landscaping to isolate high volume, high-speed traffic from low volume, low-speed traffic areas.

7.0 Development Beyond City Boundaries

Oakley has a legally adopted Annexation Policy Declaration. The City council has determined that the designated area around the City may be suitable at an unspecified time for annexation if, in the City's opinion, the land would benefit the City as a whole and not tax existing residents and infrastructure to service it.

A concern of the City is that rapid unincorporated growth around the City may eventually rob the City of its western agricultural character and become annexed by a City Council more intent on receiving the higher Tax Base. This rapid growth may affect the City's water quality and quantity, even though no direct connection is made to the City's infrastructure. Also, rapid unincorporated area growth could drive the City into a regional sewer district prematurely.

If areas are annexed, it is better to annex them in an undeveloped state so that the City's General Plan and Development Codes may have a more significant effect on the land's future destiny.

Another critical issue is that development in County sensitive land areas or aesthetic viewsheds, such as the north hills, east foothills, and river bottoms, could further have a detrimental effect on Oakley's character. These types of actions could result in developments that sprawl ridge tops and mountainsides.

Cooperation with Summit County is an important goal when development is proposed around the City to ensure that proper impact reviews and analyses are performed before any approval or annexation is finalized.



GOAL:

Encourage coordination with Summit County and other local governments in the South Summit area to ensure that the City's General Plan goals are met. Development beyond the City's borders, which could have a geographic or economic impact on the City, is kept compatible with Oakley's character.

7.1 Agency Cooperation Objective

Communication and cooperation with Summit County, the School District, Fire Protection District, Health Department, and other local jurisdictions can help ensure that development occurs in an orderly manner and protects the City of Oakley's interests.

Policies:

- A. Enter into interlocal agreements or other agreements with the County and other governmental organizations in the South Summit area who would be willing to enter into joint planning efforts in the outlying border regions or future annexation areas of Oakley City.

7.2 Property Cooperation Objective

Coordinate with property owners to explore how City can participate with landowners to protect and enhance the City's entry corridors.

Policies:

- A. Provide this general plan and other information on the City's boundary line goals to residents in those areas and start a mutual communication line with them in the planning process.
- B. Work with property owners wishing to protect their properties from development and the Summit Land Conservancy or Utah Open Lands to help create conservation type easement opportunities and solutions that benefit all parties.

8.0 Community Character Element

Community design is the process by which the functional and visual relationships between people and their physical environment are planned and implemented. Community design standards are usually established and implemented through a City's zoning and development ordinances, sign regulations, site plan review, and other review and permitting procedures. Developers typically retain the most significant influence over the design of their projects. However, the City government can directly influence land use, architecture, green space, street and transportation improvements, and landscaping of private development through design guidelines and review procedures. The goals and policies of the Oakley General Plan's various elements are established to encourage, via the planning process, orderly growth and development, and high standards for community design.

ELEMENTS OF COMMUNITY DESIGN

The Oakley City Planning Commission studied certain aspects of community design, which, if implemented, will significantly enhance the identity and aesthetic appeal of Oakley. Maintaining a western and mountain country home flavor to architectural design is essential, especially around the City's central commercial district. Country mountain and western ranching themes are encouraged in all building designs. Specific improvements on entry streets would identify City boundaries and create a favorable "first impression" of Oakley. The Oakley Planning Commission and City Council encourage "above average" property design and maintenance. City ordinances should also require site compatibility concerning signs, buildings, setbacks, landscaping, and parking areas. Proper conservation and Green Space subdivision design can encourage the buffering of residential neighborhoods from significant travel corridors and improve these corridors' aesthetics for the motorist and pedestrian.

SCALES OF COMMUNITY DESIGN

To become effective, community design must be achieved at each of three scales:

1. **At the City scale**, community design has features and characteristics that will unify and help provide a sense of the physical and social community.
2. **At the neighborhood scale**, community design offers many opportunities to improve neighborhoods and institutional, light industrial, and commercial districts. Options are provided to create many new unifying focal points, strengthen boundary features, recapture and recall historical or natural importance elements, maintain the character and attractiveness of older neighborhoods and farms, and introduce desirable interest and variety.
3. **At the individual project scale**, country mountain, and western community design standards are applied to private or public buildings, streets, landscaping, and parks, as well as fences and signs.

CONCLUSION

Oakley's unique physical image and enhancement of that image through good design are essential to the economic well-being and the community's quality of life. For Oakley, good community design should be accomplished at each of three (3) scales. A Community design plan should be formulated, even if it is a simple one at first. Neighborhood plans and public and private projects must reflect the community and small City agricultural values and objectives.

The following goals and objectives are implemented through ordinance revision or design, site and plat review, and capital improvement planning.



GOAL:

Promote and foster the concepts of good community design at the City, neighborhood, and individual project levels and strengthen the mountain agricultural and small city image of Oakley City.

8.1 Quality Objective

Through the development review and site plan, approval processes require quality developments that improve the City's livability and its quality of life for City residents.

Policies:

- A. Strive for harmony and unity between individual development projects. Landscaping and coordinated tree plantings can do much to unify adjoining developments.
- B. Fully utilize the Green Space standards in Section 11 below to locate development in configurations and in areas that will preserve and enhance green space character and a western and mountain country atmosphere in the community.
- C. Every effort is made to screen mechanical equipment, parking, and storage areas from public view.
- D. All setbacks, fencing, and landscaping on arterial or side streets should be consistent and create unity throughout the City to strengthen the City's identity.
- E. Improve the visual quality of developments throughout the City by requiring the use and maintenance of generous natural landscaping areas that require little water or irrigation. More specifically:
 - 1. Separate residential and nonresidential uses by permanent, easily maintained walls, solid fences, and combinations of space and landscaping.
 - 2. Develop and update design standards for all commercial developments.
 - 3. Improve the visual quality of all commercial areas by requiring the use and proper maintenance of appropriate landscaping.
 - 4. Development of significant thoroughfares should blend harmoniously together, promoting a western country theme of oneness and unity.

8.2 Streetscape Objective

All developments recognize that street improvements and streetscape play an essential role in the City's identity.

Policies:

- A. Building setback, park-strip requirements, and treatments should be sufficient and appropriate to create an aesthetically pleasing and functional streetscape. Be willing to adjust a setback if its regulation in a development agreement defeats the objectives of a sound community design or plan.
- B. The design of streets and street improvements are evaluated from both aesthetic and functional perspectives. Elements of the streetscape may include traffic control devices, signs, lighting, medians, curb and gutter, pedestrian crossings, parking strips, and landscaping.
- C. All City street signage should be attractive, well maintained, and functional.

- D. Major gateways into the City or developments in the City should be identified, protected, and enhanced to emphasize and preserve the community's character and appearance.
- E. Implement and monitor a sign control ordinance capable of protecting the City from the negative impacts of visual blight.
- F. Provide adequate, visible, and attractive street signage.
- G. Develop, maintain, and recommend a standardized streetscape for Oakley. This streetscape sets “the” standard and addresses street lighting items, tree planting, signage, setback, and berm requirements for each street classification.
- H. Provide attractive, landscaped entry treatments at all gateway entrances to the City.
- I. Ensure that all streets and streetscapes designs comply with the Green Space standards found in section 11 below.

8.3 Citizen Objective

Recognize that the City of Oakley citizens are its greatest asset and define an essential quality and character of the City.

Polices:

- A. Encourage citizen participation and civic organizations to participate in City planning and development activities. Especially, continue to support and work with the Oakley Civic Club, Churches, Kamas Valley Lions Club, and other community volunteer and nonprofit organizations that further the city's civic spirit and other community goals.

9.0 Housing Element



GOAL:

Provide an adequate, safe, and healthful residence for Oakley citizens while enhancing the community's identity and its mountain country character. Establish high standards for residential development and manage growth occurring within the city. Preserve the essence of Oakley as a family-oriented community while providing a range of housing types, styles, and affordability levels.

9.1 Green Space Objective

Adopt the Green Space and conservation subdivision standards in all City planning and development processes, especially housing. This ethic is the basic pattern of growth for Oakley.

Policies:

- A. Locate any public buildings, such as elementary schools, churches, etc. to form each neighborhood's nucleus or center.

- B. Neighborhoods should be bound by major thoroughfares or natural features such as agricultural, cultural, ecological, and recreational spaces.
- C. Residential areas should be grouped into neighborhoods and planned in relation to schools, playgrounds, parks, green spaces, trails, and other facilities.
- D. Major thoroughfares and other human-made barriers should not disrupt the character of neighborhoods.

9.2 Character Objective

Develop and implement standards and policies that promote desirable characteristics in residential areas.

Policies:

- A. Adopt and enforce ordinances requiring landowners to maintain their property free of weeds, junked vehicles and equipment, unsightly buildings, trash, and other debris.
- B. The City requires the maintenance of green space and park areas to minimize blight and unsightly residential areas by requiring development agreements that specify maintenance and upkeep.
- C. Schools, churches, libraries, fire stations, and other public buildings and structures located in residential areas should provide attractive and well-maintained water-efficient landscaping.
- D. Protect and enhance residential amenities whenever possible by reducing conflicts with adjacent uses.

9.3 Safety Objective

Provide safety within and accessibility between residential areas.

Policies:

- A. The design of new residential areas should minimize dangerous intersections as much as possible.
- B. Provide safe and convenient pedestrian routes from home to school. These routes should use a combination of green spaces, trails, and safe roads and crossings.
- C. Require developers to study and provide protection for development in areas of high groundwater or flooding by using environmentally sensitive subdivision layouts and building designs utilizing various remediation measures.
- D. Require adequate off-street parking for guests and recreational equipment in residential subdivision areas.

- E. Enforce City ordinances requiring the adequate piping of irrigation ditches and the fencing of irrigation canals in residential areas.

9.4 Appearance Objective

Increase community pride by improving the appearance of all residential areas.

Policies:

- A. Require water-wise street-side landscaping for each lot in new subdivision areas.
- B. Develop and implement a shade tree and landscape ordinance to encourage a quality urban environment using natural native vegetation and water conservation landscaping techniques.
- C. City-wide beautification programs should continue to be encouraged and supported by the City to strengthen citizen pride.
- D. Promote compatible, aesthetically pleasing architecture and western countryside or mountain community design in residential areas. Encourage wood and stone or similar appearances while minimizing more urban typical brick-walled designs.
- E. Develop minimum design standards in the Land Management and Development code to address densities and aesthetics in housing design and construction.

9.5 Service Objective

Manage residential development timing so that adequate streets, water, sewer, drainage facilities, schools, roads, trails, and other essential services can be economically provided.

Policies:

- A. Permit development only to the degree that the City's resources can serve it without impairing them.
- B. Subdivision of land is per the General Plan, Land Management and Development Code, and related Greenspace Design standards as well as other applicable infrastructure master plans in effect and directed by the standards set.
- C. Area studies are prepared by developers showing the subdivision's relationship to the neighborhood of which it is a part. Access to the general street system, schools, recreation sites, trails, and other facilities and services should be shown along with green space system integration that may affect adjacent property owners.
- D. All development projects shall be sequenced and built concurrently with infrastructure or services required by the development.

9.6 Multi-family Objective

Control the quantity and quality of multi-family housing units and require the highest standards of design, function, and appearance for all such developments.

Policies:

- A. The proportion of multi-family housing allowed will not exceed twenty (20) percent of the City's total dwelling units unless otherwise recommended by the Planning Commission and approved by the City Council.
- B. Locate multi-family developments in or near significant activity centers and adjacent to transport nodes.
- C. Arrange multi-family structures in village type clusters rather than in long strips fronting arterial streets and avoid facing single-family residences.
- D. Building styles of multi-family developments should be compatible and harmonious with the City character and housing standards, especially surrounding and adjacent to green space and adjoining buildings.
- E. Multi-family developments should contribute to the acquisition and protection of the City's green space.
- F. Condominium, large apartment, and mixed-use projects will only be permitted in Master Planned Development (MPD) areas.

9.7 Compatibility Objective

Establish policies in compliance with adopted ordinances and assure property owners that decisions will not be made arbitrarily or capriciously.

Policies:

- A. Decisions involving housing and housing policies are made within the framework of the General Plan's goals and objectives.
- B. City revenue needs, economic pressure, or developer "whims" should not compromise housing policies or standards.
- C. A significant consideration for approval of subdivision and residential projects is their effect on adjoining and surrounding uses and that they will not hinder the operation of agricultural functions.

9.8 Flexibility Objective

Maintain flexibility in land development standards consistent with good design and efficient function.

Policies:

- A. Continually review and revise zoning and subdivision ordinances to ensure that creative development solutions are not precluded.
- B. Provide flexibility in subdivision development agreements to allow for the creative use of residential lots while maintaining land use densities, i.e., TDR programs and other objectives outlined in Section 11 below.
- C. Encourage the use of vacant lots within existing residential areas.

9.9 Diversity Objective

Provide a good diversity and choice of residential types and sizes throughout the City. These choices include single-family homes, multi-family apartments, condominiums, mixed-use, and manufactured homes. Not included in this objective are mobile homes and parks which offer transient type housing.

Policies:

- A. Mobile home parks are only allowed where single-family and multi-family developments are not feasible, and conflicts do not occur with surrounding commercial, industrial, open space, or other uses. Such uses are considered only on their merits.
- B. Manufactured housing is permitted in all areas of the City, provided it meets all design criteria, standards, and codes.
- C. Group homes are permitted if they comply with the residential character of an area. Development applications for group homes are assessed on their merits.
- D. To help provide affordable housing opportunities, accessory dwelling units of one thousand (1,000) square feet or less are allowed based on their configuration, lot size, and shape, zone permissibility. Most zones will require an approved conditional use permit for an accessory apartment.
- E. Tiny houses, defined as homes less than 300 square feet, which are mobile, are not allowed as accessory dwelling units or apartments unless they are on a permanent foundation and furnished with permanent utilities. Tiny houses are critically reviewed to design, code compliance, access, parking, configuration, and other parameters. Such dwellings require a conditional use permit.
- F. Cottage type homes (between 300 and 1,000 square feet) are encouraged for permissible accessory dwelling units and possible small housing subdivisions.
- G. Housing in the City should not all be of one type, size, or market design. Diverse and compatible options for housing should exist throughout the City and be well planned and executed.

9.10 Affordable Housing Objective

Develop strategies to ensure that an adequate supply of housing is provided that meets the needs of various moderate- and low-income groups in Oakley City. Also, support strategies that allow persons with moderate and low incomes to benefit from and fully participate in all aspects of neighborhood and community life.

Policies:

- A. Identify and implement a wide range of strategies to ensure, and as necessary increase, housing opportunities for moderate and low-income residents. Such methods may include:
 - 1. Increasing allowed densities for affordable housing projects where appropriate and where adequate levels of services and amenities and transit can be provided, or the impact otherwise mitigated.
 - 2. Requiring new residential development to allocate a percentage of the units to be affordable to moderate- and low-income residents.
 - 3. Requiring commercial or industrial type projects to provide housing for a percentage of their projected workforce.
 - 4. Requiring a long-term commitment of affordability, e.g., via long-term or permanent deed and/or price restrictions. Affordability, as used herein, is meant to be affordable to residents and members of the local workforce (i.e., deed restrictions could include preferences for the local workforce or public employees such as teachers, public safety, etc.).
 - 5. Cooperating with surrounding jurisdictions in the development and implementation of regional affordable housing strategies.
- B. Encourage or incentivize the private sector to build affordable and attainable housing by allowing greater density, relief from certain code provisions or relief/reduction in certain fees, etc.
- C. Support a variety of housing consisting of a balance of housing types, styles of housing, ownership category, unit sizes, and a range of affordability.
- D. Study and implement strategies to achieve attainable housing in the City.
- E. Investigate and allow if feasible the development of Single Room Occupancy (SRO) housing, group homes, community housing, emergency shelter, and transitional housing, and supported living facilities for the elderly and persons with special housing needs, taking into consideration the proximity to public transportation, shopping, medical services, and other essential support services for the elderly and others with special needs.
- F. Support and partner with nonprofit agencies and organizations (such as Mountainlands Community Housing Trust) that provide shelter, housing, and related services to low- and moderate-income households.

- G. Support the use of private, local, state, and federal assistance for housing development or preservation.
- H. Encourage in-fill housing development in mixed-use areas that offer residents easy access to goods, services, jobs, transportation, and recreation.
- I. Allow single accessory dwelling buildings of one thousand (1,000) square feet or less in all zones as permitted or through a conditional use.

10.0 Transportation and Circulation Element



GOAL:

Develop a unified transportation system that provides for the economical, efficient, comfortable, and safe movement of people and goods in and through Oakley City.

10.1 Demand Objective

Ensure the City's transportation system and plans meet current and projected demands.

Policies:

- A. Incorporate transportation planning as an integral and vital part of the comprehensive planning process. Partner with the County and the State to find a cost-effective method to obtain good quality transportation planning.
- B. Continually monitor and evaluate the road systems to ensure that proposed and existing roads, including road designs and signage, will adequately meet the current and future demands of the community.
- C. Reserve the necessary rights-of-way to meet any road's ultimate function in the overall system.
- D. Develop and annually update a Capital Improvements Program to meet City residents' transportation demands in a timely and cost-efficient manner.
- E. Educate all City residents and solicit their support in the formulation and development of an ongoing road and trail capital improvements program.
- F. Maintain close cooperation with the Utah Department of Transportation and Summit County to improve all State and County roads, including their safety.
- G. All street improvements should be in harmony with State and County plans and future traffic service requirements.
- H. Work aggressively for the construction and completion of all necessary road improvements.
- I. Do not over-design the size and scope of streets within small subdivisions or projects, which could place an added burden on City infrastructure maintenance.
- J. Consider and evaluate, based on cost-effectiveness and need, participating with the State to improve the State highway SR-32 system within the City.
- K. The City maintains and regularly updates street construction specifications to prevent premature street deterioration. Of municipal dedications, the City shall not accept any street constructed at substandard specifications.
- L. To ensure all streets meet construction specifications, the City and its engineering consultant will maintain a high engineering inspection services level.

- M. Ensure that all road and other related improvements are built concurrently with each development and that each improvement is fully bonded for completion or completed before the final signing and recording of any final subdivision plat.

10.2 Safety Objective

To improve the safety of all City streets and intersections.

Policies:

- A. Develop, recommend and enforce design standards to encourage higher levels of safety on all City streets and pedestrian trails.
- B. Widen, improve, or replace bridges, which are obstacles to traffic flow and safety, as economically feasible.
- C. Adopt an ongoing street marking or signage program to ensure all street markings clearly stated and are visible.
- D. Improve the safety and aesthetics of City streets by ensuring the arterial and collector road network is lighted adequately in compliance with the City lighting ordinance.
- E. Encourage law enforcement to enforce City speed limits, especially near residential areas, vigorously. Provide speed indicating signage in higher risk areas.
- F. Provide adequate space in subdivision design to allow safe and orderly vehicular and pedestrian movements throughout the neighborhood and adjacent greenspace.
- G. Work closely with the South Summit School District and other organizations in selecting future locations and designs for schools to minimize the necessity of children crossing any arterial roads.
- H. Protect children at crossings, particularly near schools and recreation areas.
- I. Provide the highest level of public safety possible to prevent traffic accidents.

11.0 Green Space Design and Sensitive Lands Preservation Element

The Oakley General Plan intends to create an integrated system of cultural, ecological, developmental, agricultural, and recreational spaces constituting the City’s green land resources, reflected in the City’s Green Space Design.

To further the goals and policies in the General Plan Elements, the City is promoting green space preservation through this General Plan and the Land Management and Development codes.



GOAL:

Protect the natural scenic, agricultural, wildlife, water, air, solar, land, and other resources abundant to the area around and within Oakley; as well as protection from natural and human-made hazards, Oakley City will base planning and development decisions on a greenspace design and preservation incentive. The effort includes both “absolute conservation areas” and “relative conservation areas.”

11.1 Integration Objective

To better utilize the City’s Land Management and Development code or ordinance in the City’s effort to produce and protect green spaces and sensitive lands.

11.2 Purpose Objective

Develop green space protection provisions, including preserving sensitive lands areas and overlay zones that would require detailed C.E.D.A.R. impact statements or other studies to be performed by developers in impacted areas. The results of these studies determine appropriate remediation, building capacities, and imposes appropriate development restrictions on projects influenced or sited in geologically hazardous areas, areas of high erosion potential, wetlands, high water table areas, and flood plains, wooded river bottoms, unsuitable building soils, hillsides with slopes greater than thirty (30) percent, critical wildlife habitats, hazardous vegetation/fire danger, watershed protection, and other sensitive lands or issues.

11.3 Land Conservation Objective

Open space usable for agricultural purposes should be maximized or encouraged. Hillsides and ridge tops should be protected as view areas or vistas and not developed. Conservation easements should permanently preserve such open space with a City-approved Land Trust such as the Summit Land Conservancy or Utah Open Lands.

11.4 Implementation Objective

Based on feedback from public hearings and other City comments, it is recommended that development be controlled or restricted in five main areas in the City and vicinity. These areas are critical visual, green space vistas, essential water resources, and may contain highly sensitive lands. These areas also define much of Oakley's unique character, as opposed to other Summit County communities (See Map I). They include:

1. Critical Agricultural lands, especially in the AR zones.
2. The wooded floodplains and wetlands of the Weber River bottoms.
3. The Hoyts Peak area and benches.
4. The critical watersheds of Pinion and Seymore canyons.
5. The entire North Hills, including Mahogany Hills, Maple Ridge, and continuing west to Peoa above the farming elevations.

Policies:

- A. Strictly implement the land use objectives in this element of the General Plan by developing appropriate City procedures, ordinances, codes, and regulations in the Land Management and Development Code of Oakley City, developing a Land Use Map, Green Space Design, Land Suitability or Critical Lands Map and Zoning Map. Also, create any necessary accessory ordinances to manage growth and development in the manner prescribed.
- B. Work with Summit County through an inter-local type agreement to ensure that Oakley's Land Use objectives are preserved in the sensitive land areas just outside of the City boundaries.
- C. Incorporate sound planning principles into future developments that result in real "public good" by clustering lots to provide generous common open spaces, making

land more farmable or optimum for agricultural uses, providing for community gardens, minimizing the number of driveways on public roads, reduce pavement and unutilized parking, and building the most suitable sites while reducing the visual impacts of the development by using generous setbacks and trees and shrubs as buffers rather than long and expansive berms.

11.5 Values and Character Objective

Enhance the visual character of residential areas and provide for the preservation of environmental values.

Policies:

- A. Encourage the creation of residential areas that are sensitive to natural features and environmental constraints.
- B. Protect environmental values using master-planned developments (MPD's) where possible, which provide and maintain permanent green space, are harmoniously integrated with agricultural areas, and preserve overall density requirements.
- C. Encourage the preservation and enhancement of sites that should be maintained for scenic, historic, conservation, or public health and safety purposes.
- D. Require the use of underground utility lines where feasible.

11.6 Trails Objective

To provide a network of pedestrian, equestrian, and bicycle trails throughout the City, including sidewalks, walkways, bikeways, and trails. This network will be a part of the green space system to the maximum extent possible.

Policies:

- A. Establish and maintain a safe network of bicycle routes and pedestrian trails, which connect activity centers in the City. Activity centers will include but are not limited to schools, churches, parks, arenas, public buildings, and shopping centers.
- B. In all new residential areas, sidewalks are discouraged, and a functional trail system will become more of the standard.
- C. In cases where the trail or sidewalk is located directly adjacent to the curb and gutter, the minimum sidewalk width should be five (5) feet.
- D. The requirement for and location of trails and sidewalks in light industrial areas will be evaluated and determined by the planning commission.
- E. Require pedestrian and disabled persons access to, and within, all parts of commercial developments.

- F. Recognize the provisions of a bicycle, equestrian, and trail network as a valuable community asset. Preserve all areas, including sensitive lands that may be suitable or required, to develop this system through currently adopted trails plans.
- G. Work with the South Summit Trails Foundation and other Kamas Valley municipalities, including the School District, to adopt a City and regional trail master plan. Study and identify where future trails may be safely installed concurrent with development and not jeopardize agricultural uses in the City or region.

11.7 Density Objective

Fully utilize the Land Management and Development Code in the City's effort to produce sustainable green developments and infrastructure.

Policies:

- A. The City's zoning technique provides landowners with a series of options to produce a land conserving subdivision in site designs. It dissuades land-consumptive layouts that divide all the acreage into parking lots, building footprints, "cookie-cutter style" suburban house lots, and streets. For each of the residential zones, various choices, or "Series," are offered: a base-density alternative, a low-density alternative, and two (2) higher-density options.
 - 1. The base-density option would create the same number of lots attainable under conventional zoning with the equivalent minimum lot size. To obtain this full density, developers would submit a conservation-style design, in which lot area is reduced compared to conventional zoning, to permanently conserve a large portion of the unconstrained land in common green space.
 - 2. Developers choosing to leave a larger-than-base percentage of the unconstrained land as undivided green space would receive a density bonus, i.e., more lots.
 - 3. To encourage landowners to consider creating larger lots or mini-farms (i.e., one (1) principal dwelling per ten acres), a low-density "Estate Lot" Series is included with no unconstrained green space required.
 - 4. Analogous to the concept of residential density in residential green space design developments is the concept of floor area ratios in nonresidential green space developments, i.e., commercial projects. Developers are given a base-level floor area ratio, a minimum percentage green space (above and beyond constrained land), and related standards to be met in their projects. Density bonuses, in terms of increases in the allowed floor area ratio, would also be possible in exchange for increased green space or other project enhancements.

11.8 CEDAR Standards Objective

Utilize CEDAR (Cultural, Environmental, Developmental, Agricultural, and Recreational Land Preservation Standards).

Policies:

- A. CEDAR Land Preservation Standards are a variation on earlier “density zoning” or “performance zoning techniques. This technique excludes the most culturally and environmentally sensitive lands from development. Depending on the specific type of land sensitivity, the restriction can prohibit construction, grading, and cleaning. “Net-Outs” of constrained land are subtracted from the total property available at the buildable acreage for purposes of calculating the number of lots or the commercial building square footage the property may contain. The percentage of constrained land netted-out of the maximum lot or square footage calculation varies by the type of land sensitivity present on the property.

For optimum placement of house sites and to limit the percentage of the development parcel that is converted from woodland, meadow, or farmland to suburban lawn, CEDAR Land Preservation Standards are combined with the City’s green space subdivision design techniques as described in the objectives and policies outlined below.

11.9 Landowner Compacts Objective

Utilize a “Landowner Compacts” approach to analyze the green space context of properties adjacent to proposed developments.

Background:

A landowner compact is a voluntary agreement among two or more contiguous landowners to dissolve their shared internal lot lines (for planning purposes) and design their adjoining land holdings as if a single parcel. Areas for development and preservation could cross property lines to produce the most significant benefit, allowing development to be distributed in ways that preserve the most buildable part of the combined properties. Taking a very simplified example, all of the development that would ordinarily occur on three adjoining parcels could be grouped on the land containing the best soils or slopes or having the least significant woodland or wildlife habitat, potentially leaving the one (1) parcel entirely undeveloped. The three (3) landowners then share net proceeds proportionally, based on the number of house lots each could have developed independently.

Policies:

- A. Facilitate Landowner Compacts where possible to look “outside of the box” of a conventional one property approach in current and future development proposals in the City.

11.10 TDR Objective

Where appropriate, utilize the process of Transfer of Development Rights (TDRs) to create Outer-City to Inter-City shifts in development density and locations.

Background:

TDRs are inherently limited to playing a partial role in preserving a City's undeveloped lands and are viewed as a tool for occasional use. The essential purpose of a community Green Space design is, in effect, to precisely identify those areas which in a TDR system would be sending areas, and in the process identify, based on sound planning principles and well-thought-out local priorities, those areas to receive development. These methods can also be valuable where a City owns property that may be better for growth than the more sensitive lands proposed for development.

Policies:

- A. The City's TDR technique is combined with specific design standards to control the appearance of the areas designated to receive additional development rights. The "receiving areas" represent an excellent opportunity to provide a diversity of housing types that sit comfortably together on the same block because they share a similar architectural style or expression, as was often the case in the older settlements laid out and built within Western communities. Where TDR is used, the implementation of community-wide Green Space Design will ease the decision-making process of receiving areas because it will be within the context of an overall green space system, which includes separators. Designating a core city center zone, such as the Mixed-Use Village Zone, could be appropriate for this type of land preservation strategy.

11.11 PDR Objective

Investigate using a Purchase of Development Rights (PDR) program for the City.

Policies:

- A. A City's purchase of development rights policy is often inherently limited as an area-wide green space preservation tool by municipal budgets that already seek to provide other needful and quality services. However, PDR's offer an excellent way for the City to consent to preserve an overall parcel or vital connecting link in the City's Green Space Design, or as needed, provide for the City the ability to play a central supporting role in protecting individual properties of local significance. Partnerships with land conservation entities can also help facilitate this objective by utilizing more sophisticated fundraising opportunities. PDR's have the advantage of safeguarding whole properties, while green space design protects a large portion but well short of acquiring the entirety of a critical parcel. Some communities have found widespread public support for proactive green space preservation and have established special property tax levies, sales tax surcharges, or bond issues earmarked for such acquisitions.

11.12 Limited Development Objective

Use Limited Development scenarios in situations where extraordinarily large amounts of green space are desired.

Background:

In situations where it is highly desirable to preserve more green space on a property than is required by the zoning ordinance standards, multiple options may be desirable. Such could occur where the City's Green Space Design calls for the preservation of an extraordinarily large portion of a relatively small parcel or where the applicant's property is located near the edge of the City's corporate limits or is designated on the General Plan Map(s) as a community separator or an Agriculture Residential (AR) zone. Various hybrid combinations of the above techniques may also be used. The combined use of PDR, TDR, landowner compacts, land conservation design, and other tools frequently can condense development and thereby increase the green space quality of development while maintaining or even enhancing the economic returns.

The term "limited development," as used herein, is meant quite literally, as limiting the disturbed proportions of a site. A limited development scenario is typically one where sixty (60) percent or more of a property's acreage would be preserved as green space.

The path toward limited development on a site begins with a yield study to determine the number of dwellings or the nonresidential building square footages allowed after netting out any of the constrained lands. The development is then sketched out, taking into account the CEDAR elements of the particular site and the green space standards of the zone in which the property is located. If during this sketch design it becomes apparent that essential CEDAR resources on the site exceed the acreage to be preserved by zoning requirements and that the allowed dwellings or building square footages cannot reasonably fit on the parcel without disturbing significant CEDAR resources, then the applicant and the City would pursue a process of negotiating a creative solution. Of course, the other techniques described above would need to be permissible under City ordinances for these negotiations to occur. Typically, a negotiated solution allows at least some portion of the dwellings or other buildings to occur on the subject property. The remaining development or development rights customarily attached to the property can be managed in various ways. Such remaining development or development rights could simply move to an adjoining site or be applied in a more suitable "receiving" district somewhere else. The rights would most likely be quantified as "unit equivalents." They could be converted into higher or lower density forms of housing than would have been allowed on the subject property or even quantified by some method as equivalent commercial square footage. These negotiations would likely occur only under such unique circumstances and so infrequently that City ordinances should allow the negotiating parameters to be quite broad.

Policies:

- A. Where a project presents a unique challenge or situation where extraordinarily large amounts of green space are desired, utilize creative Limited Development scenarios (as outlined above) to achieve a mutually beneficial outcome for the City and the property owner.

11.13 Project CEDAR Mapping Objective

Use Green Space Design and relevant CEDAR Map methodologies to assist in the creation of sustainable conservation subdivisions.

Background:

Topography, the boundaries of flood plains, and locations of wetlands are typical base information drawings that have long been required as part of the development review process. In recent years the list of features has expanded to include other resources identified in the City's sensitive land and natural resource elements. By developing Green Space Design maps, identify, locate, and describe noteworthy CEDAR features to be accounted for in each conscientious development design. These maps will define buildable areas by pointing out features which development should avoid, such as prominent vegetation features; farmland soils rated prime or of statewide importance; historic structures and resources; wildlife habitat; cultural features (such as viewsheds along roads and hillside, farmhouses, barns, spring houses, stone walls, cellar holes, Indian trails, and old country roads); unusual or hazardous geologic formations; recreation corridors; and future sites for recreation facilities, future trails, future cultural facilities, and educational places of various types.

In conventional large-lot subdivisions, a few of these CEDAR elements can occasionally be conserved through sensitive street alignment and by drawing lot lines and limits of disturbance areas so that particularly large trees, for example, are located near lot boundaries and not where houses, driveways, or septic systems would likely be sited. However, the City's adopted Green Space Design creates the hierarchy of these character-defining features so that the most important ones can be preserved or developed around. Flexible site design in which lot dimensions can be substantially reduced offers the greatest potential to conserve these unique places. This holds true in nonresidential as well as residential developments.

Policies:

- A. Educate the public and fully utilize the Green Space Design and CEDAR Mapping processes to assist in the creation and development of new sustainable conservation subdivisions.

- B. The Green Space Design/CEDAR maps shall become an integral part of the developer's site analysis process and shall become the basis for conservation subdivision design with C.E.D.A.R elements.
- C. Absolute and relative green space shall be clearly identified on all CEDAR site analysis maps (See subsection 11.17 below). City staff will consult with developers on this fundamental determination.

11.14 Preliminary Review Objective

Use a Pre-Sketch Conference and Site Visits to start the design process.

Policies:

- A. Development applicants should meet with City officials or their staff informally, even before preparation of a Sketch Plan, to discuss ideas for their properties and to walk the land with the CEDAR analysis maps or objectives in hand. This meeting can expedite the review process by helping everyone become familiar with and share ideas on the design-shaping site context issues and expectations early in the process.

11.15 Ongoing Review Objective

Use Sketch Plans in the ongoing development review process to effectively communicate development ideas and educate the community.

Background:

Sketch Plans are basic drawings that illustrate, in the most conceptual terms, designs for commercial pads, house lots, streets, industrial buildings, and preservation areas. They should ideally be based closely on the City' Green Space Design map, CEDAR analysis maps, and comments received from local officials during the pre-sketch conference and site visit. Developers find the Sketch Plan process to be a fruitful effort because it helps them to clarify and design for community concerns in an informal setting before spending large sums on detailed engineering and waiting to get on a planning commission agenda. By contrast, if more highly engineered plats are the first documents the local officials see, the development review process misses crucial opportunities for dialogue and information exchange at the very point when it is most needed during those first weeks when the overall design is still most flexible and open to easy modification. For Sketch Plan review to be effective, however, it is vital that City staff conducting the review be attuned to Planning Commission and City Council issues and priorities so that they can present City positions on design issues with a high level of certainty. Otherwise, the Sketch Plan review is a futile exercise. It may even be detrimental if it directs the developer in a design direction that is contrary to what the City would ultimately approve.

Policies:

- A. Use sketch plans and ongoing reviews to help ensure the City and developer better understand and communicate expectations needed before any final design and plat are prepared and submitted.

11.16 Basic CEDAR Design Objectives

Use CEDAR Style Development Design to create functional and appealing conservation style developments.

Background:

The term CEDAR style development design describes a new form of development in which, in addition to avoiding wetlands, floodplains, and steep slopes, much of the flat, dry, and otherwise buildable land is preserved from clearing, grading, and construction. Yet, the developer is still able to achieve full-yield density by reducing lot sizes and intensifying development on the remaining developable land in other ways. CEDAR style design offers a cost-effective manner, for the City to preserve prime CEDAR elements identified in this Green Space Design portion of the City's General Plan. It is a highly useful tool when undertaken in combination with other preservation efforts possible through State, County, and City acquisition programs or partnerships with Land Conservancy entities. CEDAR development design applies to nonresidential as well as residential development, infill sites as well as Greenfield sites. Because CEDAR elements exist to some degree on virtually all lands, there are few if any situations in the City where it will not improve the quality of the developed landscape. Consequently, CEDAR style design is not an approach to be limited only to certain areas of the City.

The CEDAR design approach is consistent with Constitutional law regarding "takings" because landowners retain reasonable economic use of their property. Furthermore, developers enjoy the full density allowed on their properties under the Land Management and Development Code, and the common green space land typically remains in private use and ownership by a homeowner association or other forms of ownership or partnerships. Where green space comes under public ownership and use, it is generally with the voluntary, mutual consent of the developer and the City.

CEDAR style development design differs from conventional development "clustering" in three critical ways. First, it sets multiple standards for the quantity, quality, and configuration of the resulting green space. CEDAR style developments frequently set aside fifty (50) percent or more of the land as permanent, undivided green space. And unlike most cluster provisions, this figure includes only the acreage that is free of significant development constraints (dry, flood-free, not steeply sloped, not possessing other highest-priority CEDAR characteristics). Following the green space design approach, the City's most important ecological resources, farmland, woodland resources (including terrestrial habitat), historical and cultural features, and recreational amenities are preserved.

The second advantage of CEDAR style development over conventional clustering is that the City can exercise greater influence on the CEDAR style design. Rather than leaving the outcome purely to chance, there are strong incentives to follow a flexible design approach where the General Plan, including Green Space Design, has identified the location of CEDAR resources. The chief incentives are density bonuses for land-conserving design and density disincentives in doing land-consuming layout of large lots without green space.

The third advantage is that the preserved land is also configured as part of an overall City plan to create an interconnected network of green space throughout the community wherever practicable. This can be accomplished by linking CEDAR resource areas in adjoining developments or providing buffers between new development and preexisting parklands, woodlands, farmlands, game lands, wildlife corridors, and refuges, or land trust preserves.

Policies:

- A. Utilize CEDAR design standards in all development applications and review processes to provide a better outcome that meets all of the objectives of this General Plan.

11.17 Maximizing CEDAR Design Objectives

Use a Four-step Approach to designing Land-Conserving Developments, thereby yielding larger and more effectively preserved or utilized areas of green space.

Background:

The majority of subdivisions, and even many developments that do not involve subdividing, are prepared by civil engineers, land surveyors, and other professionals whose training and experience typically do not include a strong emphasis on conserving the CEDAR-type elements inherent in this type of development. Therefore, the City's subdivision and other development ordinances explicitly target a more functional and optimal CEDAR style design in projects. In addition, the ordinance includes a provision requiring that all subdivisions containing more than four (4) lots be prepared by a team, including a landscape architect and an engineer, and be based on a qualified survey. The sequence of the four steps in the CEDAR design process is critical.

1. The first step is the identification of "Absolute" Areas. These include both the unbuildable sensitive lands (i.e., wet, flood-prone, steep) and other most-significant CEDAR elements that in conventional development design typically would not be earmarked as features to be designed around. The first step also identifies the "Relative" Areas consisting of richly vegetated lands, large trees, prime farmland, ecological meadows, upland habitat, historic buildings, geologic formations, and scenic views (particularly from public roads), including any planned recreational, trail, and cultural sites.

In identifying Absolute and Relative Areas, this design approach seeks to accommodate those unique places both existing and planned for the future, that make each community a distinctive and attractive place. Green space design, with its CEDAR analysis, is well suited to implementing both the intent and the spirit of the City's objectives for open space preservation. Identifying these Absolute and Relative areas is a relatively easy task, once the CEDAR analysis Maps (described earlier) have been prepared. The City's Green Space Design, with its prioritization for green space preservation, applies to all areas of the City, be they light industrial, institutional, commercial, or residential.

2. In the second step, once the Absolute and Relative Areas have been identified, (the most critical stage of the process) in residential developments, house sites are located to maximize views of, and often-direct access to, the preserved green space, enhancing the house sites' desirability and value. Siting the homes in this manner provides developers with a strong marketing advantage compared with layouts, where homes are boxed on all sides by other house lots. Similarly, in nonresidential development, the second step involves locating office and other building pads to maximize their lease liability with regard to views of the green space, access, visibility to customers, buffering, and continuity with development on neighboring sites. Somewhat more difficult with nonresidential projects is the accommodation of views into, though, and out of the site. Building mass tends to be larger, therefore, in some situations calling for greater setback than with residential. Ample commercial building setbacks should be established in the ordinance, with provisions to adjust them downward if warranted when a specific site plan with building mass comes before the City for review.
3. The third step—the aligning of streets and trails, is almost a matter of “connecting the dots” for vehicular, pedestrian, and equestrian access. In nonresidential development, including mixed village use and commercial areas, frequently, there will be instances where civic nodes have been identified for future use, which nodes may spill into multiple developments. In such cases, it is essential that the street-and-trail planning step provides for joint planning among neighboring parcels and sometimes even involve cost-sharing discussions for certain extraordinary facilities of mutual benefit to all developers at the node.
4. The fourth and final step of drawing in the lot lines typically involves little more than marking boundaries midway between house locations or, in the case of nonresidential development, filling in commercial lot lines and site design details. In nonresidential projects as with residential, flexibility, and diversity in acceptable project types is the key to creating vibrant, successful communities through defensible City processes.

Design guidelines assigned to specific locations of the City's Green Space Design are essential and should be carried over into the four-step development design process. For example, street intersections where short- and long-range views are critical must be thoroughly described in terms of spatial analysis on all four corners. If the intersections cover parcels in multiple ownerships and are envisioned to have a civic plaza, perhaps a landowner compact should be used to allocate the development around the plaza while equitably distributing the costs and revenues.

Following this four-step sequence creates a foolproof design guideline. CEDAR style design with the four-step approach has been institutionalized in City ordinances, providing the community with a reliable tool to help build its Green Space Design System, even when parcels cannot be protected in their entirety through donations, purchases, or techniques such as TDRs, and within limited developments.

Policies:

- A. Integrate the CEDAR design process with the Four-step Approach to design as described above in all Land-Conserving Developments of the City, thereby yielding larger and more effectively preserved or utilized areas of green space.

12.0 Parks and Recreation Element

The Oakley General Plan intends that parks and recreational facilities and programs be developed and operated responsibly. The City has established the following goal, objectives, and policy statements as a guide in acquiring and developing park property, open space, and green space, and in developing and maintaining an appropriate and comprehensive recreational program in the City.



GOAL:

Provide facilities for a balanced program of physical and cultural activities for the residents of the City of Oakley and preserve and enhance as necessary the annual Fourth of July Celebration and Rodeo as the legacy City celebration.

12.1 Inclusion Objective

Recognize that parks, open spaces, green spaces, and trails are essential ingredients of both the physical and sociological environments. These areas not only provide

opportunities for both active and passive recreation but also increase the provision of a valuable City amenity.

Policies:

- A. Continue to expand and develop the City's parks, rodeo arena, trails systems, and other recreational facilities to encourage City residents to stay within the City to participate in recreational pursuits.
- B. Sites for a park and recreational facilities should be identified in advance or concurrently with new development. Certain developments should be incentivized to provide for various recreational facilities in their plans.
- C. The City will reserve parks and open and green space sites in developing areas while land is still available. Park development can come later, but only if the land is available to be developed. At this time, emphasis must be placed on donation or acquisition to ensure the availability of future park sites.
- D. Develop new and existing parks that meet the needs of young children, youth, educational programs, families, groups, and the elderly.
- E. The City should focus on the preservation and public accessibility of critical Weber River bottom and other sensitive lands before demands increase in their development.
- F. In developed areas, the provision of the park, recreational, and other sites should occur on vacant land parcels or be provided as development takes place.
- G. Work with the South Summit School Districts for the possible development and use of communal City-School recreational facilities and natural educational trails and parks.

12.2 Demands Objective

Strive to meet the present and future recreational demands of all sectors of the Oakley City community.

Policies:

- A. Identify and utilize a cost-effective method to provide high-quality recreational planning for the City of Oakley.
- B. Develop and maintain a parks and recreation plan as well as a trails master plan for the City of Oakley. This plan should identify the location, purpose, and function of each facility.
- C. Employ progressive and suitable zoning and development techniques to generate park, recreation, and trail sites in appropriate locations. These techniques may

include required parks, open space, and trail dedications, density zoning, property options, joint venturing with developers and property owners, cash donations, integration with the capital improvement program(s), and other techniques.

- D. In the areas of the Weber River bottoms, north hills, City properties, and the eastern Forest Service property access areas, continue the strategy of a trail system to link these areas with a City park system and development clusters located in the central regions of the City.
- E. Cooperate and participate with Summit County, the School District, open space preservation groups (i.e., Summit Land Conservancy and Utah Open Lands), and trails advocacy groups (i.e., South Summit Trails Foundation) for the coordination of recreation planning and funding within the Oakley area.
- F. Open communication channels with surrounding communities to encourage intergovernmental cooperation to meet the recreational needs of Kamas Valley residents.

12.3 Funding Objective

Identify, pursue, and utilize any funding sources and development techniques that are available for the park, open and green space acquisition and development.

Policies:

- A. Funding alternatives used to acquire and develop parks and recreation programs should include, but not be limited to, federal, state, and county funds, Community Development Block Grants, Utah Office of Outdoor Recreation grants, County RAP tax grants, impact fees, user fees, donations, revenue bonds, general obligation bonds, special improvement districts, and possible regional special service districts.
- B. Assure that land or funds reserved for parks, green space, trails, or other recreational amenities are not diverted to other community uses.
- C. Promote and solicit the donation of recreation and park equipment by government, private and corporate organizations, as well as nonprofit organizations, and recognize their contributions and support.
- D. Establish user fee schedules when an individual or group has exclusive use of a publicly owned recreational facility, including the City hall. These fees should be sufficient to operate, maintain, and restore the facility to its condition before use. These fees should be adjusted regularly to account for inflationary cost increases. Provide preferred rates to Oakley City residents, as they support the maintenance of the facilities through volunteering and property taxes as well.

- E. Finish and fully utilize the Oakley Riverbend Campground facility through the use of on-line booking and payment programs.

12.4 Implementation Objective

Ensure that the development of all City parks, buildings, facilities, lands, trails, and recreational facilities remain useful and attractive.

Policies:

- A. Park, recreation, and trail facilities should be planned and designed to meet their proposed purpose. Such design and improvements must recognize the continuing need to provide high levels of safety in park areas.
- B. Protect park and recreation areas, including the City property from incompatible developments and uses on adjacent properties.
- C. Implement a City property recreation development plan to construct further and maintain recreational type uses such as bike parks, hiking, backcountry skiing, and equestrian trails in a phased or annual basis as funds become available on the eastern City property. Work with the Forest Service and other entities to provide the best possible type of facility for the community in the critical interface of federal lands.
- D. Maintain, in good condition, City property reserved for future parks and public facilities through grazing lease agreements or other creative maintenance alternatives until the property is ready to develop for recreation use.
- E. Through proper and appropriate site planning and design, seek to reduce operation and maintenance costs of the park and recreational facilities.
- F. Continue to promote the Oakley 4th of July Rodeo and Celebration while looking for opportunities to develop partnerships to further enhance this experience. Always seek methods to better utilize, improve, and maintain the Rodeo Grounds and adjoining park facilities.
- G. Ensure that all recreation, parks, trails, and other related improvements required of any project or development are built concurrently with each development and that each improvement is fully bonded for completion or completed prior to the final signing and recording of any final subdivision plat.

APPENDIX A

Maps

Maps utilized as part of the General Plan and attached to this Appendix are as follows:

- Map A. **City Boundaries and Roads.** This map details the Municipal as well as the current Annexation Declaration Boundary. State Roads (Class A), County Roads (Class B), City Roads (Class C), as well as private roads are also shown.
- Map B. **City Density.** This map highlights the City density using address points tied to existing lots. It also presents other relevant population and density statistics.
- Map C. **Lots and Subdivisions.** This map highlights all subdivisions, and lots recorded within the City and the Annexation Declaration.
- Map D. **Water Issues.** This is a critical map detailing water issues, namely rivers, ponds, lakes, the mapped flood plains, wetlands, and shallow groundwater areas.
- Map E. **Geological Issues.** This map details fault lines, expansive soils, karst limestone formations, and deep or unclassified landslides.
- Map F. **Soil Types.** This map highlights the various mapped soil types found within Oakley and the adjoining areas.
- Map G. **Water Related Land Uses.** This map details water features and the different types of lands or uses in the Oakley area that are irrigatable.
- Map H. **Fire Hazard Zones.** This map highlights the areas that are high and moderate risk of wildland fire.
- Map I. **Sensitive Lands.** This map is an overlay compilation of all sensitive lands specified in more detail on the above maps.
- Map J. **Trails, Parks, and Open Spaces.** this map displays the current and proposed trails, parks, and open spaces within the City.
- Map K. **Proposed Land Uses.** This map displays all of the proposed land uses of the General Plan as described in more detail in Section 5 above.