

Oakley City Planning Commission

Staff Report

Amended Master Planned Development Application



Date: October 1, 2025

Prepared By: Stephanie Woostenhulme, Oakley City Planner

Applicant: Deer Meadows Enterprises, LLC

Property Owner: Deer Meadows Enterprises, LLC, Steve Smith

Project Address: Oakley City Center

Zoning District: Village Mixed Use

Acreage: Approx. 12 acres

Current Land Use: Residential, commercial, agricultural, vacant

Proposed Land Use: Mixed use. Approximately 60,000 sq ft footprint of commercial, 10,500 sq ft residential, and existing civic space.

REQUEST:

The applicant is requesting the favorable recommendation from the Planning Commission to City Council of an Amended Master Planned Development Application pursuant to Oakley City Code 13-5-15-D3 which requires final action by the City Council after public hearing(s) and recommendation from the Planning Commission. Large or complex projects may necessitate that the conditions of the final approval be provided through a development agreement which is permitted pursuant to Oakley City Code 13-9-9.

BACKGROUND:

- Oakley City commissioned a study in 2008 for a City Center vision and design plan.
- Conceptual discussion began for City Center in March 2021 – May 2023.
- In 2023, the City released a confidential online survey for residents of Oakley City. Survey had 202 responses:
 - 86% were in favor of a “city center project.”
- Original Application received August 7, 2023:
 - Public Hearings held September 6, 2023, for City Center North MPD, zoning amendment for OT-117, and zoning amendment for OT-22/OT-31/OT-25.
- Amendment #1 Application received May 2, 2025:
 - Public Hearing for Amendment #1 application and gas station CUP and Millrace CUP held August 6, 2025.
- August 15, 2025: Formal withdrawal of CUP applications for gas station, Millrace Event Center, and all development proposals on West side of SR32.
- Amendment #2 Application received September 18, 2025:
 - Public Hearing scheduled for October 1, 2025

APPLICABLE ORDINANCES:

- Oakley City Code 13-4-14 (Village Mixed-Use Zone); 13-5-15 (Master Planned Development); 13-9-9 (Development Agreements); 13-9-22 (Parking)
- Oakley City General Plan:
 - “Oakley grows outward carefully with any higher density development rooted near its core.” (Vision Statement, p. 8)
 - “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 General Plan Implementation GOAL: p. 14)
 - “The strategy should provide a diverse mix of commercial, residential, and some minor light industrial uses, with preserving agricultural, riparian, and open green space land uses taking a high priority.” (5.0 Land Use Element GOAL: p.31)
 - “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. (9.10 Affordable Housing Objective: p. 52)
 - “Identify and implement a wide range of strategies to ensure, and as necessary increase, housing opportunities for moderate and low-income residents.” (9.10 Policies: A. p. 52)

Utah Code Ann. § 10-9a-532(1)(a) provides that “a municipality may enter into a development agreement containing any term that the municipality considers necessary or appropriate to accomplish the purposes of this chapter, including a term relating to: (a) a master planning development” if “the legislative body approves the development agreement with the same procedures for enacting a land use regulation under Section 10-9a-502, including a review and recommendation from the planning commission and a public hearing.

CONSIDERATIONS

The Oakley City Center Project is located in the Village Mixed Use Zone (“VMU” Zone). There is City property within the VMU Zone. Oakley City owns 10 parcels within the Oakley City Center Project. There may be land swaps, land conveyances, or leasehold interest contemplated or executed. It is a legislative decision and action to conduct land transactions. Utah Code § 10-8-2(4) requires notice and public hearing before the city disposes of any significant parcel of real property.

The VMU Zone “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) receiving 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 this Title. A well written master plan for the entire district is necessary before development is approved in this zone. The Village Mixed-Use Zone is intended to incentivize cooperation and community design flexibility. The aim of the Village Mixed-Use Zone is to create a comprehensive, community-specific land use and design strategy to address community needs.

All setbacks, building heights, lot sizes and densities, architectural considerations, are varied and will be determined by City Planning and the Planning Commission in the project scoping and Master Planned Development processes.

The Master Plan Development (MPD) is required for this application. OT 13-5-15. B.5. This MPD procedure has been underway since August 2023. An alternative process for a MPD application can be utilized under Utah Code § 10-9a-532. This process allows for city council approval of the project through a development agreement. The planning commission reviews the development agreement like it would with a proposed land use regulation, with a public hearing, consideration of written objections, and then review and recommendation to the city council. Utah Code § 10-9a-502. Ultimately, the city council considers the development agreement and either adopts or rejects it as an ordinance (land use regulation).

This may be the better approach because the VMU Zone does not specify these requirements, such as setbacks, building height, open space, off-street parking, dark sky lighting, site design standards which are set out under the MPD process. These details can be negotiated with city staff and the developer and written down as a contract. Once that development agreement is finalized, it will be considered the same as an ordinance that both bodies review and require appropriate public procedure.

Likewise, the current application meets Oakley City Code but additional details need to be flushed out.

This development agreement process can advance the goals of General Plan and still address the need for comprehensive project design strategy, OT 3-5-15, and apply the zoning restrictions of Village Mixed Use, OT 3-4-14.

PROJECT DESCRIPTION:

- Contains retail space, limited office space, civic space, and residential as depicted on site plan
- Setbacks are flexible. Interior setbacks set at 0'.
- Max building height of 45'
- Green space = 30.0% (21.4% north side and 38.6% south side)
- Approximately 398 parking stalls
- Project designed with topography
- Access includes 2 proposed accesses off SR32, Center Street, and Weber Canyon Road
- Trails extend not only throughout the proposed development, but are also proposed to connect to surrounding neighborhoods

ANALYSIS:

1. Compliance with Zoning and General Plan
 - a. The proposed uses comply with village mixed use zone with the exception of the gas station. The applicant has requested a text amendment to Oakley City code to allow a "gas station [with eight pumps] with or without a convenience store" within the village mixed use zone.
2. Neighborhood Compatibility
 - a. Surrounding land uses primarily include residential, commercial, and agricultural.
 - b. Potential impacts include lighting, traffic, noise, building height.
 - c. Screening measures, dark sky compliant lighting, hours of operation, height limitations, etc. may mitigate impact.
3. Design and Scale
 - a. 13-5-15-E6: 10% greenspace requirement

- i. North City Center proposes 21.4% greenspace
 - ii. South City Center proposes 38.6% greenspace
 - b. Development
 - i. Commercial: 81,335 sq ft.
 - 1. Commercial footprint: 58,219 sq ft.
 - ii. Residential: 31,410 sq ft.
 - 1. Residential footprint: 10,470 sq ft.
 - iii. Civic Space (existing City Hall): 9,960 sq ft .
 - 1. Civic Footprint: 4,980 sq ft.
 - c. Architectural design will be completed by an architectural review committee at the time of building permit, and such committee will be established in the terms of a development agreement
- 4. Access and circulation
 - a. Access includes three proposed accesses off SR32 (including Center Street,) Center Street, and Weber Canyon Road
 - b. Snow storage needs to be addressed.
 - c. Trail connectivity and safe pedestrian crossing locations
 - d. Must meet fire code for road width, turning radii, and sight distance
- 5. Parking and Loading
 - a. **276 spaces required. 398 parking spaces proposed.**
 - i. 13-5-15-E7:
 - 1. Residential unit = 2 spaces = 72 spaces
 - 2. 3 spaces per 1000 sq ft for retail/restaurant.
 - a. ~ 68,000 sq feet = 204 spaces
 - 3. Further consideration for truck/trailer parking?
 - ii. 13-9-22-E-3: Six commercial loading spots required. Commercial buildings >5000 sq ft.
 - iii. Employee parking designated considered
 - b. Loading areas should be designated on site plan
- 6. Utilities and Services
 - a. Project will be served by Oakley City sewer and water
 - b. Aqua Engineering completing analysis of impact of project on city utilities
 - c. South Summit Fire Department must review and approve project
 - d. New post office location
- 7. Stormwater and Drainage
 - a. No stormwater retention

RECOMMENDED MOTION:

I move the Oakley City Planning Commission recommends to the City Council the:

- 1. Approval or denial of the amended master plan development application (master site plan) with Planning Commission's additional changes or suggestions (as provided); and
- 2. city council authorizes city staff and the developer to prepare a development agreement subject to planning commission review; a public hearing, and final action taken by the city council.

ATTACHED DOCUMENTS:

- Amended Master Planned Development site plan
- September 18, 2025 Amended Application and Cover Letter



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OAKLEY CITY CENTER

Project Name:

Project #:

Project Manager:

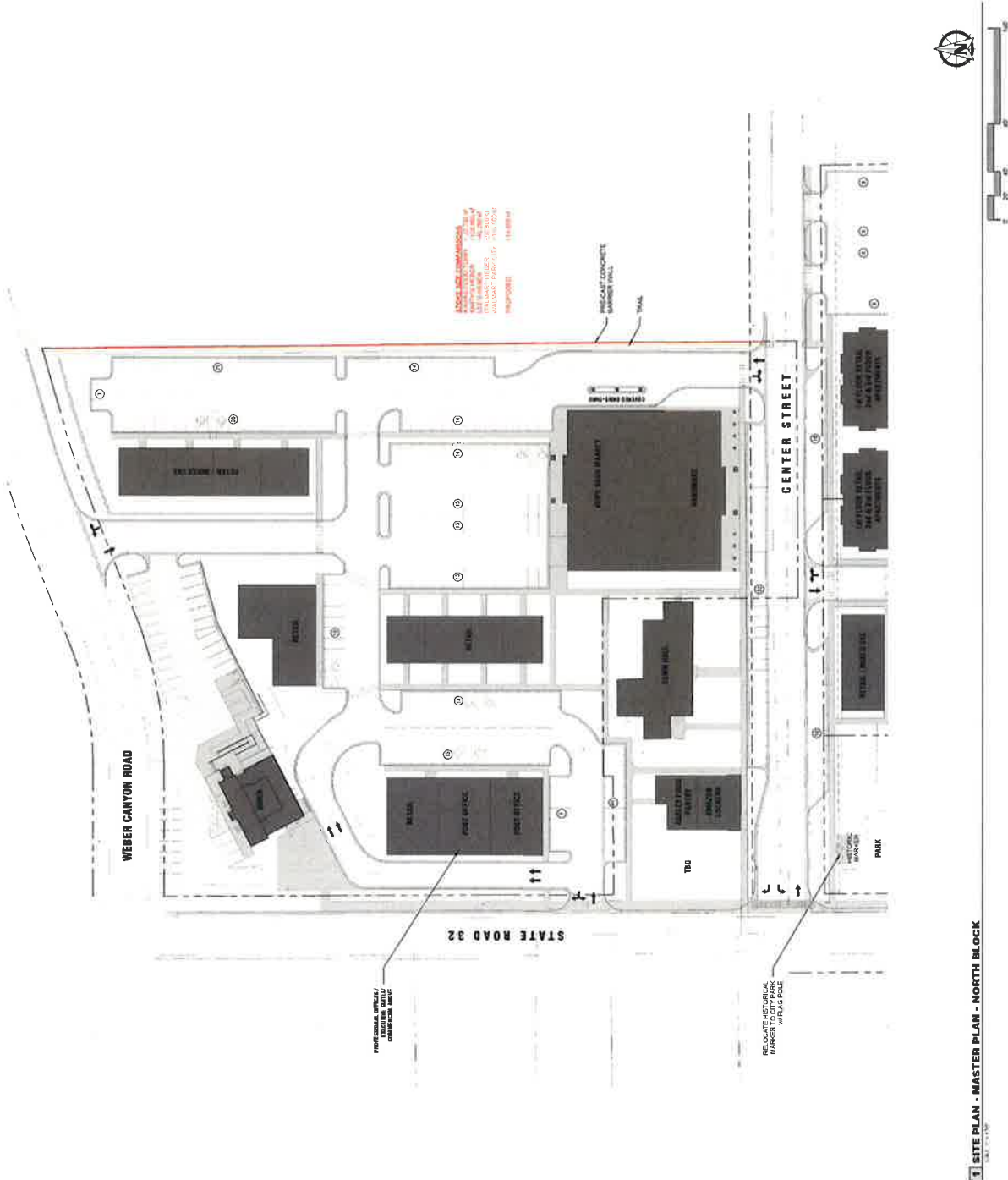
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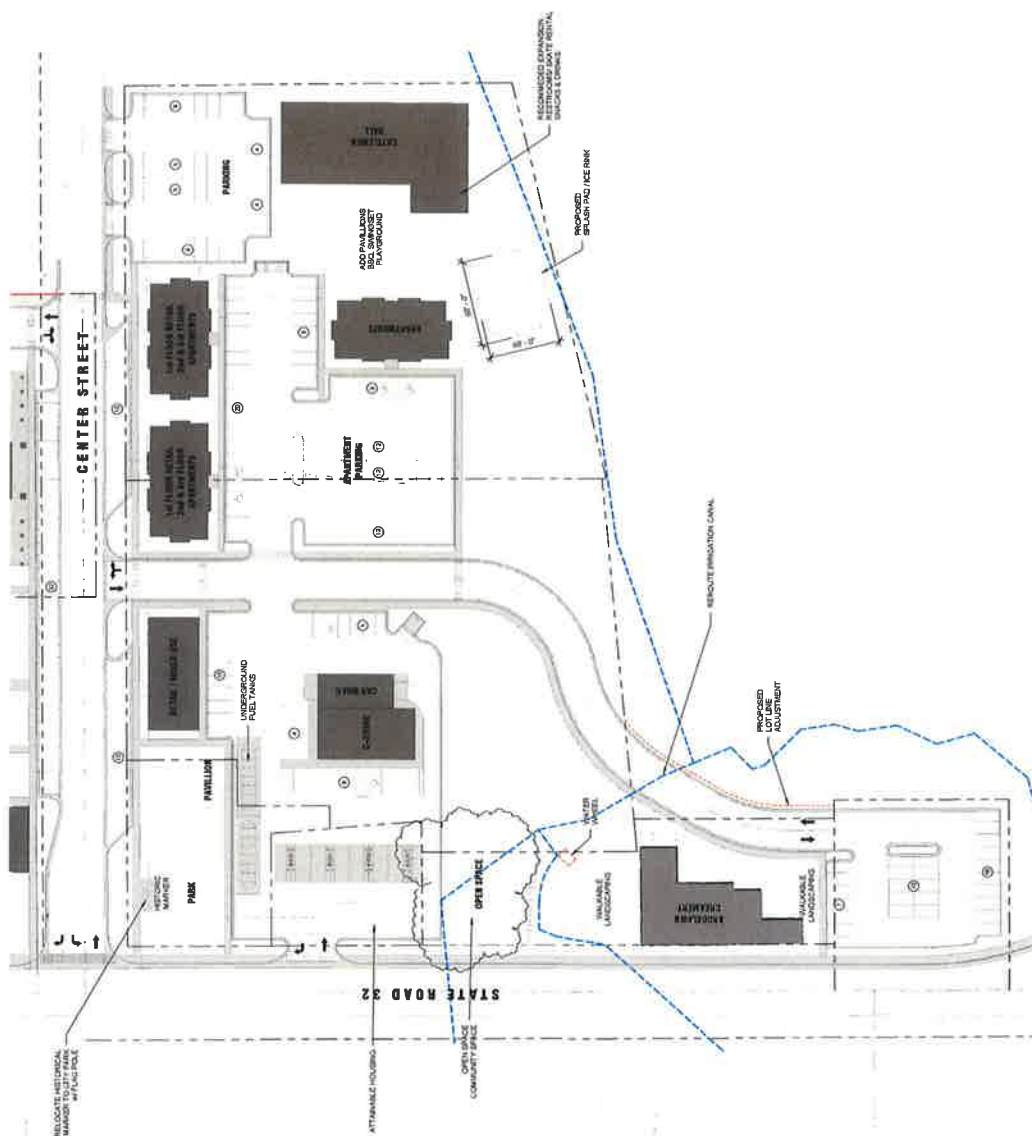
Project #:
Project Manager:
Project Status:

MASTER PLAN

C101



1 SITE PLAN - MASTER PLAN - NORTH BLOCK



1 SITE PLAN - MASTER PLAN - SOUTH BLOCK



UNIVERSITY OF KANSAS
SCHOOL OF ARCHITECTURE
DESIGN STUDIO
1000 S. VANDERBILT AVENUE
ANN ARBOR, MI 48106-1500
TEL: 734.763.1234
WWW.KYUNEDESIGN.COM

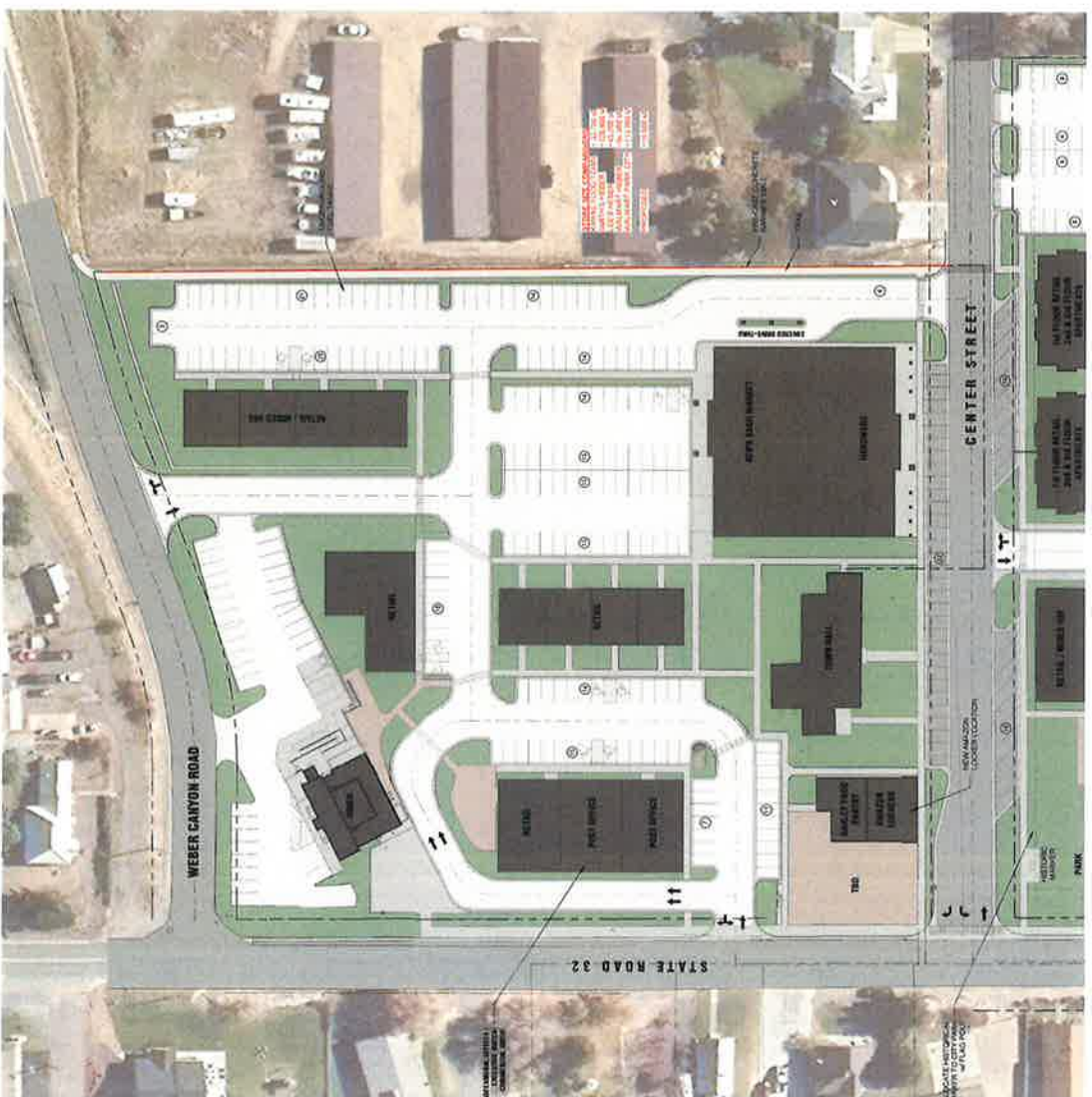
OAKLEY CITY CENTER

Working Draft

Prepared By:
SOFIA B. B. B. B.
Project Status:
PROGRESS SET
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Drawing #:
Scale:
Date:
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1. THIS DRAWING IS NOT TO BE USED FOR CONSTRUCTION.
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MASTER PLAN

C103



1 SITE PLAN - MASTER PLAN COLOR - NORTH





MASTER PLAN

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OAKLEY CITY CENTER



September 18, 2025

Oakley City
Attn: Stephanie Woolstenhulme
City Planner
960 W. Center Street
Oakley, UT 84055

Re: Oakley City Center Master Planned Development Application - Amended

Dear Ms. Woolstenhulme,

We hereby submit for your consideration this narrative description and plan attachments to amend that certain Oakley City Center Master Planned Development Application that is currently on file with Oakley City (the “City”). The desired goal for this application is to obtain approval of Master Planned Development (“**Master Plan**”) for the Oakley City Center Project (“**Project**”). Master Planned Development approval is required for development in the City Center’s Village Mixed Use Zone (“**VMU Zone**”) pursuant to *Oakley City Code* §13-4-14.

As required by *Oakley City Code* §13-5-15, we have included either in this letter or in the attachments, all the required elements of a Master Planned Development for the Project.

1. **Density:** Will contain retail space (including some limited/ancillary office space), civic spaces and residential space as generally depicted in the attached site plan. The VMU Zone is a high-density zone with no density restrictions.
2. **Density Bonus:** No density bonus is needed or requested, as the VMU Zone has no base density.
3. **Setbacks:** All setbacks within the VMU Zone are flexible and to be determined by City Planning and the Planning Commission during this Master Planned Development process (13-4-14) and shall match abutting setbacks except as needed to provide open space and preserve natural features (13-5-15(E)(3)). The Project’s structures are setback from the applicable property boundaries as depicted in the attached site plan. The interior setback is 0’.
4. **Building Height:** There is no identified maximum building height for the VMU Zone, and we recognize the city’s desire for a maximum building height of forty-five feet (45')

for all structures. We are proposing a maximum building height of forty-five feet to align with the city's desired maximum building height.

5. **Reduction of Minimum Lot Size Requirements:** There is no minimum lot size in the VMU Zone. This provides the flexibility needed to create the marketable building pads proposed.
6. **Open Space:** As required in the Master Planned Development requirements, we are providing open space and greenspace greater than 10%. Greenspace areas are depicted on the attached site plan.
7. **Off-Street Parking:** The Project contains approximately 398 parking stalls.
8. **Designing with the Topography:** Utilizing the natural topography allowed the creation of a multi-level retail experience with the drive-up on the lower level, and use of retaining walls to increase developable land and needed parking for the diner on the upper level and more efficient use of land at the lower level. The applicant will prepare and submit a Grading and Drainage Plan that incorporates the existing topography into the proposed design to minimize the need for excessive earthwork and site grading activities. The preservation of the natural site grades and existing drainage patterns, which were incorporated into the design, reduce impacts to neighboring properties. The development is also designed to allow storm water from the site to percolate into the ground and generally follow the existing natural drainage patterns of the site.
9. **Designing with Adjacent Uses:** The partnership with the City has allowed Applicant to include civic/park space that will be available to the public, where otherwise it would not have been possible. The Site Plan's access and parking design shows how specific attention was paid to City Hall ensuring the new development is compatible and a complement to the existing civic space. The Site Plan incorporates the existing Diner and historic Creamery buildings to the Project's north and south and the Ken's Cash building and City Hall, retaining the historical landmarks of the City's center.
10. **Access:** Access to the City Center is provided via three (3) public roads – Weber Canyon Road, Center Street and State Road 32.
11. **Building Locations:** Careful consideration, including the feedback from the Planning Commission work meetings, was utilized to develop the site plan. As mentioned previously, the topography of the site was a critical part of the design. Additionally, the City's preferred locations for access played a critical role in the location of the buildings. Additionally, the project will be phased so that the grocery store and site improvements are completed in the first phase.
12. **Connectivity:** The network of sidewalks, walkways, bikeways, and trails extend through the proposed development and extend into the surrounding neighborhoods to connect

visitors and the community with planned open spaces, retail shops, restaurants and event centers.

13. Outdoor Lighting: The Applicant previously submitted detailed design work for the lighting of the site. The applicant will supplement this submittal to ensure that the City's Dark Sky standards are met.

14. Evaluation Standards: Careful planning of the sites incorporated the City's current standards for water, wastewater, other public infrastructure, natural features and design criteria.

15. Site Design Narrative:

a. *Neighborhood Connectivity:* Embracing pedestrian, vehicular, and visual connectivity, the Project design transforms the City Center into a web of exploration and neighborhood connection. It invites residents and visitors to Oakley City to safely and comfortably stroll, interact, and discover areas to shop, dine, relax, and gather, fostering a healthier and more vibrant community through its use of sidewalks, walkways, bikeways, and trails. These trails extend not only throughout the proposed development, but are also proposed to connect to surrounding neighborhoods, and along the highway to connect additional planned open spaces, retail shops, restaurants and event centers, and planned trails within other developments.

b. *Availability of Neighborhood Facilities and Services:* The proposed neighborhood facilities and services helps to provide the community with convenience, accessibility, and well-being. From open park space to complete streets, to local retail and commercial opportunities including grocery, post office, retail, professional services, gas and vehicular repair, to restaurants and event venues.

i. Meeting Housing Needs: The project provides a supply of more affordable rental units, an otherwise unserved need in Oakley.

ii. Character: The Project radiates with a spirit of vitality and purpose, embracing the values of nurturing the well-being of its residents, preserving the environment, and fostering sustainable development. It exudes a sense of community, where individuals thrive physically, mentally, and socially, and where the harmonious coexistence with nature is at the heart of its growth and prosperity. From the use of natural materials, refined and cohesive color palettes, well thought out details from the buildings to the park benches, the historic character of Oakley will be integrated within an updated, timeless aesthetic that the community will be proud to call home.

The architectural design character of the project is further detailed in the Concept Design Elements and Design Guidelines, attached to the application. The proposed Design Guidelines are the result of the feedback

that was gathered through the numerous public meetings with the Planning Commission. The Design Guidelines are intended to provide the framework for the future buildings, as well as ancillary items, such as signage, fencing and landscaping features. No building permit shall be issued for a structure within the Project unless the proposed structure complies with the Design Guidelines as confirmed by the process set forth in the attached Design Review Process, which shall form a part of the Master Plan.

- iii. Site Design: The pioneer spirit, the mountain and western aesthetic is celebrated and fostered within Oakley's site design. By integrating architectural elements that evoke the region's natural beauty and heritage, preserving open spaces, and supporting local agriculture, the site design enhances Oakley City's identity as a picturesque mountain town, fostering a strong sense of community and reinforcing its agricultural roots, including the old Millrace pond and water wheel. Vehicular and pedestrian separation and safety are of top concern when laying out the buildings and connectivity. Visual connectivity from surrounding streets and within the development, as well as an intuitive sense of way finding will also help guests to have a memorable experience and desire to extend their visit and return often. Plazas and gathering spaces in a variety of sizes with flexible configurations will include a variety of seating options, natural and physical shade elements, and other amenities to allow for the best communal or individual experience possible.
- iv. Complete Street Design: The design of streets and street improvements undergoes thorough evaluation, considering both aesthetic appeal and functional efficiency. Elements such as traffic control devices, way finding signage, lighting, medians, curbs and gutters, pedestrian crossings, parking strips, multi-modal paths to accommodate pedestrians, bikes, and even horses if desired, as well as thoughtfully designed and Water efficient landscaping harmoniously come together to create a well-planned streetscape that balances visual appeal with safe and accessible transportation infrastructure.
- c. *Parking Areas*: In designing a city center with ample parking for residents and visitors, the utmost care is taken to ensure that the parking areas are not only safe and easily accessible but also blend seamlessly into the surrounding aesthetic. Through thoughtful screening and design, the city center maintains its visual appeal, allowing the vibrancy and charm of the city to shine while providing convenient parking options for everyone. The project provides approximately 398 total parking stalls.
- d. *Public and Private Outdoor Spaces*: Designing parks, public and private spaces, green areas, and trails is paramount as they form essential components of both the physical and sociological fabric of an environment. These well- planned spaces not only offer diverse opportunities for active and passive recreation but also serve as

valuable amenities, enriching the community's well-being and enhancing the overall essence of Oakley. One community park is proposed to act as a gateway to Center Street and the new city center. In addition, well landscaped pathways, trails, and flexible parking and streets that can be easily converted to large plaza spaces for community gathering events are proposed throughout the plan to create a number of opportunities for residents and guests alike to enjoy all that Oakley City has to offer

- e. *External Storage:* Each building pad site and the grocery store will have trash collection and loading areas. These have been located to reduce visibility and limit access disruptions when they are accessed.

We request your continued cooperation and partnership in reviewing and approving this application. We appreciate Oakley City's diligence in the review process. We are open and willing to meeting with you to review what is presented here at regularly scheduled meetings, or if special meetings need to be scheduled. If you have any additional questions, please feel free to reach out.

Sincerely,

Matthew T. Wirthlin
of Holland & Hart LLP
Attorney for the Applicant

Attachments:

- Illustrative Site Plan

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