

COMPREHENSIVE PLAN, 1985, PARK CITY, UTAH



About the Plan

The Park City Comprehensive Plan is designed to be a decision-making tool as well as a master plan for guiding future growth and development. It provides an officially adopted guide to the future development of the community for the use of the Mayor and members of the City Council, the Planning Commission, other concerned governmental entities, residents, property owners, business people and others interested in the future of Park City. It updates the plan that has been in effect since 1973. The Comprehensive Plan builds on and ties together a number of planning projects which have recently been completed, including:

- The Parks and Recreation Master Plan
- Historic District Design Guidelines
- The Streets Master Plan
- Land Management Code revisions
- The Annexation Study Summary Report
- The Outlook for Growth Park City Snyderville Basin:
 - A Market Perspective
- Park City Water Resources Study
- Park City Capacity Analysis
- Architectural Design Guidelines
- Engineering Geology of Park City, Summit County, Utah

While all of these studies have focused on specific problems and concerns and to varying degrees have had separate followings, they share a common relationship to land use planning in Park City.

The Park City Comprehensive Plan uses not only the technical results of these studies but also the ideas and criticisms that surfaced in the development of the city's plans and studies. These comments have been shaped into a series of goals and objectives which reflect the direction that the City Council, Planning Commission, Historic District Commission, other boards, citizens, and conscientious development interests would like to see the town follow in the coming years. The goals are the ends the town would like to attain, the objectives begin to detail the means to reach the goals. The goals and objectives are intentionally general in nature in order to allow the flexibility of several different methods of achieving them.

Implementation strategies will be developed, as appropriate, to outline specific steps that may be taken to achieve the objectives. In some cases the implementation strategies will suggest additional steps that need to be taken to more clearly define objectives and/or the steps to reach the objectives. This document is not intended to commit the City Council, Planning Commission, or Historic District Commission to specific courses of action, but rather to clearly define the end products

General Goals

Park City is in an enviable position. The town is endowed with a majestic mountain setting and a comfortable, sunny climate. Ski facilities and opportunities for outdoor recreation are matched by a few places in the world. The historic mining buildings proudly recall the town's beginning. Easy access is provided by Salt Lake International Airport which is only 45 minutes away via all-weather freeways.

These attractions bring with them pressures and responsibilities. The features which draw people to Park City are fragile and easily lost. Growth brings changes that alter the Park City which we individually discovered. Without growth few of us would be Park City residents. Development has not imposed projects which are widely recognized as eyesores. Park City has escaped the spread of trailer parks and marginal commercial uses which surround many western ski towns. Numerous projects draw worldwide recognition and acclaim. Tourism offers not only an opportunity to earn a living but also to enjoy a much richer variety of cultural, social, and recreational opportunities than most small towns. Newcomers have settled in Park City to enjoy a life-

which the city desires to attain.

The means by which the land use patterns described in the Comprehensive Plan will be achieved are not certain. There are a variety of different legal and policy approaches to shaping land development ranging from the zoning of property, to incentive programs to encourage certain uses, to public involvement and acquisition of land to ensure that it is maintained in a certain use in perpetuity.

This plan is organized into eight subject areas, as well as a general section addressing items of overall community importance. The map of the Comprehensive Plan is the focus of this planning effort. It shows the development character that Park City's leaders wish the town to assume. No attempt has been made to establish a date by which the plan area is to be built-out. Rather, the sequencing of development must occur logically to eliminate the additional costs to the community which accompany leap-frog development. Close coordination and the implementation of interlocal agreements with Summit County must occur if the city is to expand in an orderly fashion. Also, qualitative controls must be instituted to ensure that new projects adhere to accepted standards and pay a reasonable share of their costs.

It is important to understand the relationship of the Comprehensive Plan to the Zone District Map. While similar, they are not the same. The Comprehensive Plan provides a general direction in terms of land use the town hopes to achieve over time. It has been developed with an eye toward the future rather than for the purpose of current regulation. On the other hand, the zoning map represents local regulations as they exist today. It is expected that over time the Park City Land Management Code, which includes the Zone District Map, will be amended to help bring about the patterns established by the Comprehensive Plan. The Comprehensive Plan needs to be a visionary document which provides guidance for decision making. It should not only anticipate the future direction of development, but also provide a framework which can be used to evaluate options and make consistent decisions on situations which are not anticipated.

This plan reflects a vast amount of citizen participation. In addition to numerous City Council and Planning Commission discussion sessions, special work sessions were held in the autumn of 1984. These work sessions were promoted by the local newspaper and public radio station as well as through direct mail information which was sent to all Park City area residents and also out-of-town property owners. A questionnaire which accompanied the mailer was answered and returned by 500 people. The citizen comments received during this process as well as relevant comments from meetings on other planning related subjects form an integral part of the plan.

style which is different from that of the typical urban and suburban areas.

A close look will show that Park City is trying very hard to protect its natural resources and to guide new developments to become compatible neighbors. There is a very strong commitment on the part of the elected and appointed officials that new development must not only demonstrate that it is compatible but also must pay its way in terms of community impacts. The city has produced detailed publications to assist developers in understanding what is expected of them.

Park City "Historic District Design Guidelines" provide concise information for those who wish to build in the old part of town. Separate guidelines also exist for the newly developing areas of town. Both of these documents, as well as recently adopted sign regulations, were prepared with the generous comments of local citizens and architects. The people of Park City are very concerned about how their town looks. New buildings often spark lively public dialogue. In Park City, even the buildings of national chains such as the Holiday Inn, Burger King and

7-Eleven use natural materials in a way which blends with the community.

Since Park City appeals to a wide range of people and offers varying opportunities, people's expectations of the town vary considerably. Park City is probably most widely known as a growing destination ski resort. Associated with the tourist picture of Park City are various groups that serve the needs of these visitors: the year-round business people who live and work in Park City, the seasonal workers who come to Park City for a winter but often stay longer, and residents of outlying areas or Salt Lake City who commute into Park City for employment.

Another significant group are those people who have chosen Park City for their home but have business interests out of town or sometimes out of state. These people have generally chosen to live in Park City for the recreational opportunities and unique quality of life offered here. They enjoy many of the same attractions as the tourists but have additional interests. They share some institutions such as the ski hills, restaurants, and supermarket with the tourists and others such as schools, city services and civic groups with the long-term residents whose businesses are in Park City. Many of the workers serving these groups also commute into Park City.

The complexion of the tourist is as varied as that of the residents and workers. Some tourists have purchased property in Park City and return year after year. Other people will visit Park City one year and then try various areas in other states in future years. Park City's nearness to Salt Lake City makes it possible for vacationers staying in Salt Lake City to visit Park City as part of a Utah ski holiday. Day skiers who live along the Wasatch Front also frequent Park City.

As a community, Park City does not have a sharply focused direction that favors one group while excluding others. The variety among residents and tourists contributes to Park City's ambience, however, it also complicates the planning process.

Land Use

The location of uses and intensity at which various uses are developed is the most visible element of a comprehensive plan. Park City's mountainous terrain and heavy snowfall impose natural constraints on the location of activities. Development must be undertaken in a careful manner in order not to destroy the natural features which are important to visitors and residents.

Park City's appeal as a resort area coupled with the limited acreage of relatively level, easily developed ground has prompted land costs which are very high as compared with similarly sized towns. This has led to compact development which typically goes up several stories rather than spreading out over inexpensive ground. Thus, a small ground area is likely to accommodate a greater square footage of use in Park City than in other small towns. This holds true for multi-unit residential as well as commercial uses. This pattern of dense development has occurred in Park City since its early days when shops and homes were tightly clustered close to the mines.

In order to prepare a land use plan which designates sufficient areas of ground to accommodate anticipated uses, planners and developers typically rely on guidelines which relate a certain floor area of various uses to the population of the city. For Park City, this calculation turns out to be even less reliable than for most communities. At least three factors come into play. First, and most obvious, is the influx of skiers and other visitors who support a variety of shops and services which could not normally survive in a small community. Secondly, the prox-

Overall Goal of Park City:

TO GUIDE DEVELOPMENT AND REDEVELOPMENT IN A MANNER WHICH WILL ENHANCE THE TOWN'S APPEAL AS A PLACE TO LIVE, WORK AND VISIT WHILE PRESERVING PARK CITY'S UNIQUE COMMUNITY CHARACTER.

Objectives:

*Encourage development and activities which will attract visitors during all seasons of the year.

*Guide development in a manner which enhances the town's appeal to visitors and residents rather than exploiting or destroying the very features which have attracted people to Park City.

*Increase Park City's appeal and facilities as a center for cultural events.

*Promote a family living environment for those people who choose to make Park City their home through the provision of high quality community services and facilities.

*Preserve and enhance the historic buildings and artifacts and encourage respect for the personal histories which contribute to the identity and special sense of place which form an integral part of Park City's appeal.

*Encourage the diversification of economic resources and opportunities in a manner which complements the visitor appeal of Park City and enables the development of employment opportunities.

imity to Salt Lake City creates a two-way flow of shopping which includes Park City residents going to the Salt Lake valley to shop for items which might normally be purchased locally in a more isolated town. Also, Salt Lake residents come to Park City for goods or entertainment. Lastly, Park City serves as a shopping center for the rural areas in the eastern part of the state. Thirdly, another factor which complicates the determination of appropriate land areas for various uses is the high cost of land.

Non-residential uses typically fall in the range of 35 to 123 square feet of area per capita¹. This range includes retail, office, wholesale, industrial, public and quasi public uses.

Currently in Park City, roughly 1 million square feet of commercial floor area is existing. According to the capacity analysis prepared by the planning staff in March, 1984, there is over 3 million square feet of commercially-zoned vacant land in Park City which could provide a maximum of 5.6 million square feet of additional commercial floor area. Therefore, within the current city limits as presently zoned, a total of 6.6 million square feet of commercial floor area could be built. Beyond city limits, the Summit County Planning Office reports that approvals exist for commercial floor area at Kimball Junction of over

¹Arthur Gallian and Simon Eisner, **The Urban Pattern: City Planning and Design**, (New York: Van Nostrand, 1983).

700,000 square feet. In addition, another 68 acres of ground between Silver Springs Subdivision and Silver Creek Junction has commercial zoning.

According to the 1984 Chamber of Commerce/Visitors Bureau "Sourcebook," Park City has a permanent population of 3,500 people. "The Informant," also produced by the Chamber, indicates that on the average winter day roughly 5,000 skiers stay overnight in Park City. Therefore, during the winter season the town is providing services for 8,500 people. Since the town currently has 1 million square feet of commercial floor area, 118 square feet of commercial area per person is being provided.

The Economic Research Associates Study conducted in 1981 predicts by the year 2000 there could be 27,200 people living in the Park City area, including the Snyderville Basin. These residents are included in these calculations since it is assumed that they will use Park City for a part of their commercial needs. The ERA Study also estimates that by the year 2000 the town will have 18,660 overnight guests per night during the ski season. Therefore, by the year 2000, the city will need to accommodate 27,200 people plus 18,660 skiers for a total of 45,860 people. Again, the capacity analysis specifies that the city's current zoning will allow for a total of 6.6 million square feet of commercial floor area to be provided. As a result, by the year 2000 the town will have the capacity to provide 144 square feet of commercial floor area per person. That is 17% higher than the maximum amount recommended on the chart provided in **The Urban Pattern: City Planning and Design**. This does not include the commercial areas already approved near Silver Springs and Kimball Junction.

These figures, while not precise, indicate it is not necessary for Park City to create additional areas to accommodate more commercial uses. The Park City area presently has zoned commercial ground sufficient to accommodate substantial increases in permanent population and visitor needs. Creation of additional commercial areas would only slow the infill of existing commercial centers.

Goal:

ESTABLISH A LAND USE PLAN THAT WILL ALLOW THE RANGE OF USES WHICH ARE DESIRED TO EXIST IN PARK CITY TO BE LOCATED IN A MANNER THAT PROMOTES EASY ACCESS BUT MINIMIZES CONFLICTS BETWEEN DISSIMILAR ACTIVITIES.

Objectives:

Residential

*Clearly delineate areas of town which will be used for permanent single family residences. All subdivisions designed exclusively to accommodate detached single family homes are shown in a plan area which has been drafted so they may exclude nightly rentals. New single family subdivisions may be zoned for permanent single family use, if the developer elects, during the original review process before lots are sold. The City Council will entertain the rezoning of existing single family subdivisions from their existing zone to the new single family zone upon receipt of a request by a majority of the own-

ers of property in the subdivision.

*Delineate areas of town which are or will be used predominantly for visitors. Visitor accommodations should be located in close proximity to amenities such as ski runs and golf courses. Nightly rentals should be approved in these areas based on compliance with set criteria including access by a paved street, code complying off-street parking, limitations on driveway grade, and standards for snow removal, trash collection, maintenance and noise.

*Delineate buffer areas which would allow a mix of permanent residents, visitors and in some instances, carefully controlled commercial uses.

Commercial

*Encourage the infill of existing commercially zoned property, especially on Main Street and in the General Commercial district, before rezoning additional land.

*Retail uses—Encourage the clustering of retail uses in centers which minimize the use of automobiles and facilitate pedestrian and transit access. Prohibit inappropriate strip commercial development. Strip commercial refers to a pattern of development, generally one lot or parcel deep, attracted to a major road which creates numerous access points to the road. Building usually "happens" on an uncoordinated lot-by-lot basis, yielding a row of business which cause congestion and decrease the safety and capacity of the road. The lack of planning generally results in a situation which forces shoppers to drive along the highway from business to business rather than being able to park in a central location. Clustered development promotes more convenient and safer access, coordinated signage and landscaped buffers. Spot zoning on parcels should be eliminated.

*Commercial uses—Provide areas of town for the development of aesthetically pleasing and non-polluting research, warehousing, light manufacturing, and wholesaling activities.

*Service commercial—Provide areas of town where necessary services such as auto repair, contractor's storage yards, utility facilities and maintenance operations may be conducted without causing conflicts with other land uses.

Natural Features

*Open space—Preserve and enhance natural features such as stream corridors, ridgelines, wetlands, scenic views and the linkages between them.

*Entryways—Enhance the entry experience to Park City by preserving of highway buffers, protecting ridgelines, and carefully monitoring development.

*Environmental Quality—Determine appropriate measures to insure the long-term quality of the air, water, natural vegetation and wildlife.

Development Beyond Present City Boundaries

Substantial new development has occurred in unincorporated Summit County beyond city limits. New construction serves the needs of recreation users, commuters with jobs in the Salt Lake Valley, and people working in the Park City area. Residents of the Snyderville Basin have Park City mailing addresses, are part of the Park City School and Fire Protection Districts, and generally consider themselves to be members of the Park City "community" even though they are not assessed Park City property taxes.

Increasing development in the Snyderville Basin beyond city limits has notable impacts on the residents of Park City. Residents in these outly-

ing areas currently use Park City's library, golf courses and the park and recreation facilities on a similar basis as the taxpayers who fund them. The twenty-four hour public protection of Park City is also extended in emergencies. The higher service costs of providing sewer, fire and school busing to scattered county development are subsidized by the users in more efficiently served city areas. Additional development along State Highway 224 has the potential of making access to Park City more difficult and less pleasing aesthetically.

In April of 1982, Park City adopted an Annexation Policy Declaration. It establishes a set of policies that are applied to properties being consid-

ered for annexation. It also contains an Annexation Policy Declaration Boundary that depicts graphically the areas where annexation is desired prior to the occurrence of urban development, and a second area in which the City is willing to consider annexations upon analysis of the impacts.

The Annexation Policy Declaration is adopted, by reference, as a part of this Comprehensive Plan.

Several key findings emerged from the study that are important to an understanding of annexations and helped to shape Park City's Annexation Policy. These include:

*Revenues exceed costs of new growth within the present (1982) boundaries of Park City where visitor units, with their lower demand for services, predominate. Existing and proposed commercial development in the City with associated sales tax revenues and relatively high assessed valuation helps to accentuate this pattern.

*Developments that are primarily residential all show a negative long-term financial picture for Park City; that is, their operating costs will exceed annual revenues. This finding is particularly evident in developments that have large amounts of permanent residents with high demands for municipal services.

*When annexations occur, it is imperative from a financial standpoint that they occur before development takes place. Development fees (including impact, water, building permits, etc.) are an important source of revenue to Park City and are designed to offset the costs of new development. If the City annexes development after it has taken place and without the receipt of certain of these fees, it is faced with providing services at a level consistent with the rest of the City, but without an adequate revenue source to do so.

The Park City Comprehensive Plan specifically addresses the lands shown on the Annexation Policy Declaration Map as areas where the City would like to entertain petitions for annexation. In addition to incorporating, by reference, the Annexation Policy Declaration and alerting property owners to the fact that it applies to their properties, it also contains a map showing these areas and what the planned land uses are. This component of the Park City Comprehensive Plan is therefore designed to serve residents already in Park City by alerting them to the

longer range plans for peripheral areas. Similarly, residents in areas outside the City but where Park City has identified a desire to annex, may regard this part of the Comprehensive Plan as a statement of policy toward their lands.

Goal:

COORDINATE WITH THE SUMMIT COUNTY GOVERNMENT TO ASSURE THAT DEVELOPMENT BEYOND PRESENT CITY LIMITS, BUT IN THE AREA WHICH IS RELATED GEOGRAPHICALLY AND ECONOMICALLY TO PARK CITY, OCCURS IN A MANNER WHICH IS COMPATIBLE WITH THE CHARACTER OF THE COMMUNITY.

Objectives:

*Improve communication between Summit County and Park City to assure that development occurs in an orderly manner emphasizing the following:

—Prevent strip commercial development along the highway corridors entering Park City.

—Assure that new developments provide internal circulation in order to minimize additional access points to Highway (I. 224 and I. 248 so that smooth traffic flow is promoted.

—Encourage new development to provide landscaped buffering which maintains a pleasant entry to Park City and also separates new development from highway impacts.

*Promote the creation of area-wide plans to assure that development occurs in a manner which will be economical to serve and visually appealing.

*Coordinate with property owners to explore ways in which the City could participate with land owners to protect and enhance Park City's entry corridors.

*Coordinate with the County Government and School District in joint planning efforts, especially in area-wide population and economic projections.

Population and Housing

POPULATION PROJECTION

In May, 1981, the consulting firm of Economic Research Associates (E.R.A.) of San Francisco prepared a market study and population projection for both Park City and the Snyderville Basin. These projections were explained at a series of public meetings where local residents were given an opportunity to question and comment on the methods and findings of the consultants. The population projections prepared by E.R.A. are lower than those previously used in Park City, in part because they were based upon careful consideration of what the local market could support in terms of residents and visitors ability to purchase or occupy, rather than upon the sum total of what developers have had approved or say they will build. Nevertheless, although projected growth may not measure up to the continued boom town expectation of some, it is still significant, and the levels of development that are projected have important implications for planning in Park City and the Snyderville Basin. An update to this study is planned for late 1985.

The E.R.A. Market Perspective forms part of the basis for this plan, and it is included in this plan by reference. A list of significant findings and a table summarizing key population data are shown below:

—The Park City/Snyderville Basin study area is projected to have a full-time resident population of 15,800 by 1990 and 27,200 by 2000.

—Residential construction will increase from 500 units per year in the early 1980's to 710 units per year in the late 1990's.

—Second home construction is expected to account for approximately 40% of all residential construction, but its share is expected to gradually decline over a period of time.

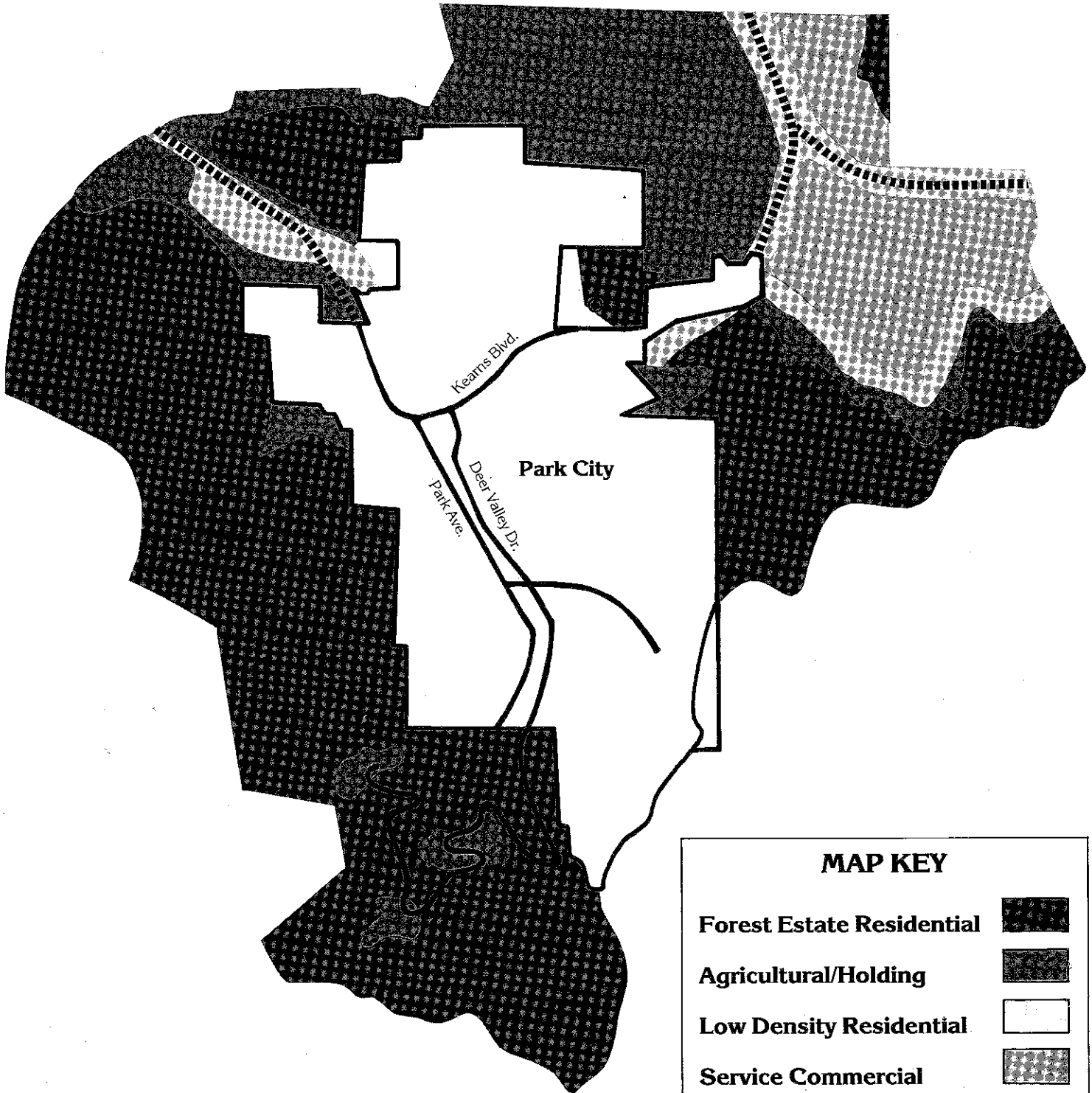
—Primary housing construction will become more important as this area gradually becomes more of a suburb to the Salt Lake Metropolitan Area.

—Most of the second home construction will be in Park City or near the ParkWest Resort, and most of the primary housing construction will be in the Snyderville Basin away from peak period congestion and price premiums near ski lifts.

—The rate of industrial development is expected to be modest, and industrial employment growth is not expected to have a major impact on residential development in the area.

—Oil and gas exploration and development in Utah's Overthrust Belt is not expected to have a major impact on study area growth.

PARK CITY ANNEXATION AREAS PLAN



MAP KEY	
Forest Estate Residential	
Agricultural/Holding	
Low Density Residential	
Service Commercial	
Scenic Open Space	
Significant Skylines	
Frontage Protection Zone	

—Accentuated by the development of Deer Valley Resort, skiing and other visitor related activities will remain of primary importance to the local economy.

—Peak day population during the ski season is expected to reach 45,000 in 1990 and 63,000 in 2000.

—With the addition of Deer Valley Resort, total skier days for the area is expected to top 1,000,000 by 1990 and 2,000,000 by 2000.

—While most of the new retail development is expected to remain in Park City, the commercial property at Kimball Junction is expected

to become a 100,000 to 130,000 square foot community center by 1990, expanding to a 300,000 to 350,000 square foot subregional center by 2000.

—Because of the historic charm and intimate scale of the buildings along Main Street, this area will continue to attract restaurants, cafés, pubs and specialty shops catering to skiers and other visitors.

—Demolition of the historic buildings along Main Street for more intensive reuse would weaken Park City's ability to attract tourist retail trade over time, particularly during the non-ski season.

Estimated Peak Day Population in Park City and Snyderville Basin

	Resident Population (Mid-point Estimate)	Peak Day Skiers 1/	Non-Skier Visitors 2/	Total Visitors	Day Visitors 3/	Overnight Visitors 4/	Non-Resident Employees 5/	Peak Day Population 6/
1981/1982	7,600	10,800	1,300	12,100	4,840	7,260	1,780	21,480
1985/1986	11,200	17,500	2,100	19,600	7,840	11,760	2,820	33,620
1990/1991	15,800	22,500	2,700	25,200	10,080	15,120	3,710	44,710
1995/1996	21,100	25,400	3,000	28,400	11,360	17,040	4,360	53,860
1999/2000	27,200	27,800	3,300	31,100	12,440	18,660	5,010	63,310

1/ Estimated from season skier days.

2/ Twelve percent of skiers.

3/ Forty percent of all visitors.

4/ Sixty percent of all visitors.

5/ .08 times resident population plus .1 times day visitors plus .2 times overnight visitors for total employment; 70 percent assumed to be non-residents.

6/ Resident population plus total visitors and non-resident employees.

Source: Economics Research Associates

An update of the market study and population projections is now planned. The makeup of Park City presents challenges to traditional means of measuring population. Most obvious is the fact that on many nights of the year the number of hotel and condominium guests greatly exceeds the number of people in the permanent population. Planning Department estimates place the 1984 permanent population at approximately 4,500. The Chamber of Commerce/Visitors and Convention Bureau estimates that guest accommodations exist for approximately 10,000 people. Peak day skier capacity for Park City, Deer Valley and ParkWest Resorts totals approximately 16,000.

Goal:

TO PROVIDE AN EXCEPTIONAL RESIDENTIAL LIVING SITUATION FOR THOSE PEOPLE WHO CHOOSE TO MAKE PARK CITY THEIR HOME, AND TO PROVIDE DECENT HOUSING FOR SEASONAL AND SERVICE WORKERS.

Objectives:

*Support the efforts of the Housing Authority in developing ordinance requirements which will insure that new developments contribute to meeting the employee housing needs which they create.

*Complete a Housing Element as a supplement to provide additional information for future comprehensive planning and as a resource to assist the Housing Authority in evaluating housing pro-

grams. The report should provide information regarding the housing types which are presently available in Park City both for sale and for rent. It should evaluate the basic condition of the housing stock. The relationship of housing availability and price within commuting distance should be examined. Household characteristics will need to be researched to understand the demand for various types of units. For example, do single residents band together and rent single family homes in groups because that is their preferred living arrangement or because other affordable options are not readily available? Neighborhoods should be analyzed to determine where various housing types may be most suitably located to initiate or reinforce desired changes.

*Improve the delineation of land uses to prevent conflicts caused by incompatible uses in close proximity without adequate buffering.

*Seek to establish a more permanent population base through the diversification of the town's economy.

*Formulate programs to retain existing housing stock and provide for infill development.

*Encourage clustered development.

*Develop a method for more closely monitoring the population of Park City and the surrounding area.

Community Design

Park City is a community of residents, out-of-town property owners, and visitors, all of whom are concerned with preserving and enhancing the town's built and natural environments. As a community dependent on the tourism industry, the atmosphere and aesthetic features of the community take on an economic value. Architectural Design Guidelines have been adopted for the Historic District and also the newer areas of town. City initiated projects including new construction, rehabilitation of existing buildings, signing and lighting, and landscaping are undertaken with careful attention to design.

Goal:

Encourage the use of materials, designs and nomenclature which have local meaning and which harmonize with Park City's built and natural environment.

Objectives:

*Protect the character of the Historic District by the careful application of the Historic District Design Guidelines and through the development of incentive programs to encourage rehabilitation of historic structures.

*Maintain consistent standards for public fixtures such as street signs, light fixtures and site furnishings and, in order to create a unify-

ing theme for the town.

*Create attractive and functional buffers between land uses with potential conflicts.

*Continue to carefully control signage in order to avoid a garish, overly competitive visual environment.

*Carefully apply adopted architectural guidelines to prominent new buildings and remodels.

*Refine standards and programs for the enhancement of Park City's natural setting, including standards for revegetation and programs for street tree planting.

*Encourage new development to blend with the existing environment. Projects should be designed to fit on a given site, rather than a site being altered to accommodate a project.

*Create a handbook which will serve to guide development through the use of sensitive construction standards, so that the existing character of a site can be retained through the development process.

*Attempt to minimize community disruption due to development through the application of good construction practices.

Circulation

The streets in the Historic District of Park City were designed prior to the advent of the automobile. While the steep slopes and dense pattern of building limit the feasible options for their improvement, the relatively compact layout of present facilities allows the provision of bus service at a reasonable cost. The inconveniences and safety factors associated with snow country driving and parking make transit service especially attractive to winter visitors as well as some permanent residents. The ability for visitors to stay in Park City without the need for an automobile is an important marketing attraction for Park City.

The convincing facts which support the need for transit facilities do not eliminate the need for a safe and convenient street system. Although studies have not been undertaken, it is believed that a much higher percentage of summer visitors will use private automobiles because summer attractions are not concentrated like the ski slopes. As long as intense building activity continues in Park City, construction traffic will be very noticeable. The heavy loads associated with construction vehicles and buses dictate that streets be designed and installed to higher standards than would normally be required elsewhere.

Goal:

TO PROVIDE A SAFE AND CONVENIENT CIRCULATION SYSTEM WHICH MINIMIZES THE IMPACT OF AND NEED FOR PRIVATE AUTOMOBILES, ESPECIALLY BY VISITORS.

Objectives:

*Continue the improvement of the transit system so that riding the bus becomes an even more attractive alternative to driving private automobiles. This should include the regular replacement of vehicles and also construction of associated features such as shelters, signage and the distribution of promotional material.

*Encourage a pattern of development which facilitates first walking, then transit use by visitors, and which minimizes and simplifies the vehicle trips necessary by permanent residents.

*Encourage improvement of inter-city transit service, especially to the Salt Lake City Airport.

*Improve the delineation of streets so that non-essential traffic is naturally diverted away from residential neighborhoods.

*Develop sufficient numbers of parking spaces in well located facilities, such as Swede Alley, which make it convenient for people to park their cars once and walk or use transit to reach secondary destinations.

*Provide walking trails and sidewalks which allow the safe and pleasant year-round movement of people without cars.

*Develop hiking, bicycling, equestrian and cross-country ski trails for recreational as well as transportation needs.

*Implement a systematic plan based on the pavement analysis and Streets Master Plan for the maintenance and improvement of existing streets.

*Develop and adopt an official street improvement map which will establish surveyed street rights-of-way in order to protect necessary right-of-way from future encroachments which would be difficult and costly to deal with.

*Continue and refine special review procedures such as the Frontage Protection Zone provisions to control multiple access points along main thoroughfares.

*Continue land use and zoning regulations which will prevent strip commercial development and the functional and aesthetic problems which accompany it.

*Carefully review new development proposals to insure that adequate access is available or constructed as necessary.

*Coordinate with the Utah Department of Transportation so that

highway improvements complement the development patterns and natural features of Park City.

*Encourage better internal circulation within the General Commercial areas to reduce congestion along Kearns Boulevard and U.224.

*Remain abreast of plans for the "Interconnect" proposal which

would link Park City ski areas with other Wasatch Front resorts in order to insure that the system would be designed in a manner which would be most beneficial to Park City.

*Develop methods of handling construction traffic and parking which minimize the adverse impacts, such as noise, vibration, dust and congestion, on residents, visitors and public improvements.

Parks and Recreation

In 1982, a Parks and Recreation Master Plan for Park City was completed. The planning process was characterized by very active citizen involvement. While the economy of Park City is based largely on providing recreation activities to visitors, residents are very interested in the range of recreation opportunities available for themselves.

The Parks and Recreation Master Plan and the Park City Recreation Advisory Board have identified several needs including:

- Better playing fields for turf team sports.
- Usable green space within the town.
- Bicycle, equestrian and hiking trail networks which connect major parts of the town to one another and to the surrounding countryside.
- Improved indoor recreation facilities including the improvement of the existing facilities as well as providing additional facilities, especially for swimming.
- Providing both indoor and outdoor space for special events of various sizes.

Given the current recreation program, it is not anticipated that additional land needs to be acquired to implement the plan. However, as new areas are annexed and as the population grows, the plan will require updating to accommodate the recreation needs of the expanding community. In these areas, the city should consider adopting specific land dedication criteria as a part of overall development exactions.

Residents of the city have identified City Park as the focus for organized outdoor recreational activities in the city. The improvement of this parcel has been identified as the top priority by various recreation groups.

The location of indoor recreation facilities at the Memorial Building is less than ideal. The Recreation Department staff has difficulty managing events in several locations at one time. A new facility in City Park is expected to enhance the Recreation Department's operation.

There is a considerable need to develop a comprehensive pedestrian system throughout the city. Many parts of town offer limited parking facilities and have access problems especially during periods of heavy snowfall. Many visitors come to Park City without automobiles. Residents and visitors both desire to access the natural areas surrounding the city.

The following is a list of high priority parks and recreation projects:

City Park—The north end has taken priority over the south end development. However, with the opening of Deer Valley Drive (the Belt Route), it is anticipated that the high visibility of the park will create more pressure for the improvement of the south end.

Prospector Park—This site has had a long history of disturbance. Because of its unsightliness and its high visibility as the eastern gateway to Park City, the improvement of this parcel is an important priority. The city has been working with the Bureau of Land Management and adjacent property owners to acquire additional property and to develop a master plan for the parcel.

Trails—During the Parks and Recreation Master Plan public input process, the importance of developing a comprehensive network of trails was as important to the community as the development of City Park. Since that time, the basic structure of that system has been identified and several segments of that basic structure have been implemented. Because of the linear nature of trails and the fact that they may cross several privately owned parcels of land, the coordination involved in locating the trail, obtaining easements, coordinating locations for future phases, and assuring that the trail is constructed properly, all combine to make a difficult management problem.

City-wide Landscaping—As private development proposals are reviewed, landscape designs and actual construction are required. Once installed, the success or failure and the maintenance of the landscape is the owner's responsibility. Because of the many tourists who visit Park City and the interest within the community for promoting a year-round resort, there is strong community support for attractive, well-maintained landscapes throughout the town, especially along entry corridors, parks and community focal points. Currently there is no specific organization or public body which acts as spokesperson for landscape maintenance, management of our natural forests, or development of landscaping.

While there are typically a number of revenue-producing methods available to municipalities to finance parks and recreation development, it appears that the most promising for Park City are bonds issued through a special service (i.e., recreation) district and perhaps guaranteed by another financially secure public or private entity. Impact fees and general fund allocations are other funding possibilities.

Goal:

TO PROVIDE A WIDE RANGE OF RECREATIONAL OPPORTUNITIES FOR PERMANENT RESIDENTS AND VISITORS OF ALL AGES IN AN AESTHETICALLY PLEASING ENVIRONMENT.

Objectives:

- *Implement the **Parks and Recreation Master Plan**.
- *Develop with the School District joint use of facilities, complementary programming, and preservation of the Carl Winter's Middle School playing field.
- *Develop funding strategies and design plans for the improvement of park parcels particularly along transportation corridors, entryways, and community focal points. Complete proto-type designs for the improvement of stairway parcels, neighborhood parks and for sidewalk installation.
- *Develop a master plan and priorities for a city-wide beautification program.
- *Update the Parks and Recreation Master Plan to include the area within the annexation boundaries.
- *Work with adjacent public entities and private land owners to develop a comprehensive parks and trails system.

*Work with various governing bodies and the public to determine how and where to relocate the Memorial Building facilities.

*Complete the development of Prospector/Red Maple Park as a visually pleasing entry to the city and a neighborhood and multiple use park.

*Provide pleasingly landscaped entry corridors and focal locations around the city.

*Explore various options to better respond to the general community interest in city-wide landscaping and maintenance concerns.

Natural Resources

Park City's spectacular mountain setting is an important element in the town's appeal to visitors and residents. It is important that development be accomplished in a manner which complements the aesthetic features of the existing landscape as well as conforming to sound engineering practices. The extremes of weather possible in Park City make it imperative that new construction be planned in a manner which considers natural "tests" such as avalanches, floods, heavy snowfall, high water tables, steep slopes and intense sunlight.

The Utah Geologic and Mineral Survey completed a report entitled "Engineering Geology of Park City, Summit County, Utah" in June of 1984. The purpose of the report is to provide general information on geologic conditions and hazards in Park City for use in making planning decisions. The report discusses areas with the potential for natural problems such as flood plains and steep hillsides as well as mine related hazards such as open shafts and adits, increased loading on slopes due to waste piles, contamination of soil and water by toxic elements in old mill tailings, and subsidence resulting from collapse of abandoned underground workings. Persons contemplating building should check the report itself.

Goal:

PRESERVE AND ENHANCE THE NATURAL FEATURES SUCH AS: RIDGELINES, HILLSIDES, MEADOWS, STREAMS, FLOOD PLAINS AND SIGNIFICANT VEGETATION, WHICH FORM THE SENSITIVE, ALPINE ENVIRONMENT THAT MAKES PARK CITY SO APPEALING.

Objectives:

*Protect ridges from development which would be visible on the skyline from prominent areas of Park City.

*Protect stream corridors and their associated wetlands and flood plains as natural areas, usable open space, and for trail linkage. Maintain and enhance open streams rather than burying streams in culverts. Promote restoration of altered stream corridors whenever possible.

*Protect significant natural vegetation and encourage new planting to be designed to blend into the natural landscape. Site new buildings so that existing trees are retained and minimize disturbance of existing vegetation during construction.

*Insure that new development blends with, rather than dominates, the natural landscape.

*Guide hillside development so that new construction and associated grading is completed in a manner which is aesthetically pleasing as well as conforming to sound engineering practices.

*Preserve the entry experience to Park City including the natural stream channels, progression of hillsides, and open agricultural vistas.

*Determine how to best deal with mine waste materials to avoid any possible health or construction hazards.

*Develop a Sensitive Lands Ordinance which will guide development in sensitive areas.

*Minimize disruption of sites through the implementation of site sensitive construction practices.

Public Services and Facilities

In areas of rapid urban development, care must be exercised so that the rate of development does not exceed the capacities of the entities which provide basic services. The sophisticated and well-traveled clientele who visit Park City and many residents of the town, after moving here from highly developed areas, expect that a full range of urban services will be provided. Park City Municipal Corporation provides street maintenance and snow plowing, bus service, police protection, water delivery, storm water drainage, library and recreation programs, planning and building services, and general administration. The following services are provided by private organizations or special service districts; fire protection, sewerage disposal, ambulance service, telephone, gas, electricity, and cable television. Education is provided by the Park City School District.

Goal:

INSURE THAT PUBLIC SERVICES, UTILITIES AND FACILITIES ARE ADEQUATE TO PROVIDE A HIGH LEVEL OF SERVICE TO THE

PRESENT AND ANTICIPATED RESIDENTS OF PARK CITY.

Objectives:

*Build closer working relationships between the various entities providing services in the Park City area to insure that their service capabilities match Park City's growth expectations. A full range of services including education and health should be considered.

*Coordinate with service entities to develop long range plans for the sequencing of development so that development is not allowed to create a leap-frog patchwork which is inefficient and expensive to service.

*Continue to involve interested and affected agencies in the Staff Review Process for the evaluation of current planning projects. Maintain the present philosophy that impact fees insure that development "pay their way."

*Coordinate with Summit County officials to insure that growth around Park City occurs in a manner which allows the phased extension of services so that the creation of overlapping service districts and inefficient service delivery systems is avoided.

*Develop and/or refine long range plans for those services which are provided by the city government.

*Undertake a systematic program to bring public improvements to a functional and attractive condition.

*Refine the development review process so that the availability of services is considered for permitted uses as well as discretionary proposals.

Park City Comprehensive Plan Legend

Land Use Designations	Description of Purpose	Range of Maximum Gross Densities (Dwellings Per Acre)	Typically Translates Into These Zoning Categories	Policy Changes to be Considered in Implementing the Plan
RESIDENTIAL Resort High Density Residential	Areas with direct pedestrian access to ski mountain development where high density residential and mixed use commercial projects will be permitted. The district is intended to provide opportunities for hotel and condominium development in very close proximity to recreational amenities. Commercial development is permitted in this area by special review, only where it is secondary to residential use. Pedestrian access and visitor circulation are a significant consideration in this district.	30-32	RC	Ordinance Change Map Change
High Density Residential	Centrally located areas near enough to commercial and recreation development and public transportation to encourage pedestrian movement. High density redevelopment or development of relatively small parcels under separate ownership is anticipated. Compatibility of architectural treatment, scale, landscaping and visitor amenities are particularly important to the success of these areas.	30-32	RC RM	Ordinance Change Map Change
Medium/High Density Residential	A transition area between the Historic District and the Deer Valley Resort. Performance standards will allow increased density as part of the Master Planned Development process for projects which participate in limiting access to adjacent streets. Assemblage of small to medium sized parcels is anticipated in order to qualify for density bonuses.	15-23	new zone	Ordinance Change
Historical Residential	Encompasses the area of Park City's designated residential historic district and the immediately surrounding residential areas which are identified by their pattern of small rectangular lots and turn-of-the-century homes. In-fill development on vacant sites and those with dilapidated buildings, and restoration of historic buildings is expected and encouraged with attention to scale, rhythm and materials of the original streetscapes. Contemporary architecture is highly encouraged provided that it blends with the historic fabric of the area.	23	HR-1 R-1	
Historic Residential/ Low Density	Includes single family owner occupied homes in areas of the historic district where the character of development has tended toward larger lots, generally because of steep terrain and constrained access.	12	HRL	Zone Change Map Change
Medium Density Residential/ Mixed Use	Areas on major roads where a mix of uses could complement the entry experience to Park City. Base zoning should encourage clustering of residential units with limits on scale and density. Ordinance flexibility should allow the consideration, as a discretionary review, of commercial master planned developments including such uses as office and research parks and hotels with convention facilities. Retail uses should be limited to "in lobby" facilities for hotel guests.	5-8	RDM RDM-MPD	Ordinance Change
Medium Density Residential	To encourage clustering of residential development in the newer areas of Park City, while providing limits on both density and scale of buildings.	5-8	RD-MPD RDM	Ordinance Change Map Change
Low Density Residential	Areas where owner occupied single family and low density clustered homes will occur. Clustered development containing multi family structures may be encouraged in order to preserve or enhance natural features of the landscape.	3	RD	Map Change

Land Use Designations	Description of Purpose	Range of Maximum Gross Densities (Dwellings Per Acre)	Typically Translates Into These Zoning Categories	Policy Changes to be Considered in Implementing the Plan
Single Family Residential	Areas where owner occupied single family detached homes will predominate. Single family zoning will be applied upon the request of a majority of property owners in a neighborhood.	3	new zone	Ordinance Change Map Change
Estate Residential	Established in recognition of the distinct natural setting of Park City and the range of environmental considerations that should be addressed on sensitive lands, especially developable hillsides and wetlands. Transfers of density from these areas is highly encouraged, however, it is recognized that limited residential development may occur consistent with regulations found in the Land Management Code. The striping on the map in this classification indicates where development is expected to be clustered unless the developer of the property demonstrates that another location can minimize fiscal or environmental impacts on the community. Estate areas are generally defined on the basis of topography or geological/geophysical considerations. Typically, designations include slopes over 25%.	1 unit per 3 acres	E	Map Change
Forest Estate Residential	Areas where development is discouraged but not precluded, typically because of steep slopes exceeding 35% grade. Development will be carefully evaluated in order to minimize adverse impacts. Innovative concepts which solve problems normally associated with development in steep areas will be considered. All areas of the Forest Estate area are considered to be significant visual sources, and a proposed hillside development will be carefully reviewed. Recreation amenities such as ski facilities, equestrian activities and hiking trails are encouraged.	1 unit per 40 acres	new zone County AG-1	Ordinance Change Map Change
Agricultural/ Holding	This district is an interim land use designation given in expectation that ultimately this area may be a logical location for residential development, but at the present time, the continued preservation of agricultural use is desired. Individual annexations will be evaluated on a case-by-case basis and the ability of Park City to serve these areas will be considered in determining the appropriateness of annexations. The actual development plans for these lands will be reviewed to ensure that approvals are phased to occur with a complete range of utilities and services. Master Planned Developments are encouraged as a means of best fitting development to the natural features of the terrain.	Interim 1 unit/ 40 acres Developed 3-5 units/acre	AG-1 RD RD-MPD	New Zone Annexation/ Map Change
COMMERCIAL Community Commercial	This district represents the community business center of Park City with a range of goods and services intended to serve the full-time resident population as well as visitors. Automobile circulation and parking are prime considerations in the siting and orienting of commercial uses in this district. However, once shoppers are out of their automobiles, the goal is to provide a range of shopping alternatives that do not require driving from place to place. To the extent that non-retail dominated uses are approved in this area, building scale reductions are desirable.	Unspecified	Revised GC	Ordinance Change Map Change
Historic Commercial	A large portion of the historic business area of Park City has been named to the National Register of Historic Places. An important goal in this district is the preservation of the historical character of Park City. Design review encourages preservation and restoration of the original structures and construction of contemporary new buildings which respect the scale, rhythm and materials of the district. Mixed use developments will be encouraged as a means of spurring round-the-clock activity. Specialty shops, restaurants and nighttime entertainment are expected in addition to hotels and offices. Access to the commercial establishments will be primarily on foot with parking designed in centralized locations around the district. Vehicular and service functions are encouraged in Swede Alley. Development fronting Main Street should not require vehicular access that would preclude the elimination of vehicles from the street at some future time.	Unspecified	HCB	

Land Use Designations	Description of Purpose	Range of Maximum Gross Densities (Dwellings Per Acre)	Typically Translates Into These Zoning Categories	Policy Changes to be Considered in Implementing the Plan
Historic Transitional	This area is designed to provide a gradual transition between the Historic Commercial area and the surrounding Historic Residential District. The vertical relief of the natural terrain or strict controls on commercial orientation and activities will permit commercial uses to orient inward so that the commercial impacts on adjacent residences will be avoided. Residential uses or intensely landscaped areas will be required on grade with surrounding residential districts.	23 (including Commercial equivalent)	HTO and new zone	Ordinance Change Map Change
Service Commercial	This district is intended to allow a range of service commercial and industrial uses limited by performance standards that seek to regulate on the basis of the impacts of activities, rather than by strict limitations on uses. This district is established in recognition of the need for various service and industrial uses to serve the community and an understanding that such uses may be potentially unsightly. The need to screen such uses and to minimize external impacts from them will be the primary determinant in considering uses in this district. Where development is located along highways, major landscaped setbacks will be required as well as an overall site plan designed to minimize both the visual aspects of parking and access points which would detract from the smooth function and visual character of the highway. Retail and residential uses will not be permitted. Uses such as light manufacturing, fabrication and office and research parks, that will broaden Park City's economic base and provide year-round employment, are encouraged.	Unspecified	LI	Ordinance Change Map Change
OPEN SPACE Community Open Space	Areas designated for benefit by significant segments of the community. Generally these sites are in public ownership or are protected by private agreements which preclude intense development. This classification includes sites recognized for parks and recreation use by the Parks Master Plan, school playfields and private open space required as a condition of project approval. Pedestrian, bicycle, equestrian and handicapped access to these sites is an important consideration in their designation and development.	Recreational Use Only	ROS	
Significant Skylines	Areas that are considered visually significant because of high visibility from frequently traveled roads. In order to maintain the natural character of undisturbed ridgelines, structures shall not be permitted which break the skyline on designated ridges as viewed from specified vantage points on the valley floors.		ROS	Identify important ridges and delineate on map
Frontage Protection Zone	Areas designed along major road corridors where substantial building and development setbacks are considered appropriate to preserve the natural character existing at the entryways to the community. Various programs will be developed to preserve the open and developed character of these lands and when acquired by Park City or other public bodies, they shall be managed toward this objective. In these areas, any change to existing vegetation or terrain within the designated setbacks other than visual enhancement by additional landscaping will not be permitted.			Delineate on map

Adopted by City Council Resolution August 15, 1985.
Prepared by Park City Planning Department.

ACKNOWLEDGEMENTS

Mayor John C. Green, Jr.

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Al Horrigan
Tom Shellenberger
Bob Wells

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Appreciation is expressed to the 550 residents and property owners who responded to a direct mail questionnaire on planning issues. Special thanks to the following individuals who participated in workshop sessions and who reviewed and commented on draft versions of this plan.

Helen Alvarez
Matt Alvarez
Dave Ayer
William Boehm
Gary Boyle
DeAnna Brody
Martha Brown
Bruce Call
Paul Campbell
William Cange
Jim Carr
David Chaplin
Steve Chin
Al Coelho
Marianne Cone
Patty Constable
Joe Cunningham
John Cunningham
Paul de Groot
Steve Dering
Vince Desimone
Tom Distad
David Dorius
Diance Drewke
Richard Dudley
Chris Eberlein
Anna Eddington
McKay Edwards
John Eskelin
Rolf Engen
Judy Erickson
Diane Esser
Dolly Evarts
David Fleisher
Mel Fletcher
Georgeana Fox

Bob Fuca
Jana Fuca
Carol Fuller
Dell Fuller
George Glauser
Don Griffin
Eleanor Griffin
Bob Haedt
Norman L. Hall
David Hampshire
Bob Harrington
Janice Peet Hart
Scott Helm
Julie Herrish
Jim Ivers
Jacquie Jackson
Lyle Jackson
Lee Kapaloski
Jim Kennicott
Tom Kirkbride
Gary Knudson
Dick Kohler
William Kranstover
Ron Krieger
Ted Larremore
Charles Latterner
Greg Lawson
Jim Lea
Mary Lehmer
Nina Macheel
Ann MacQuoid
Mac MacQuoid
Michael Martin
Van Martin
Craig Masters
K. Laurie Mauss
K.A. McKenna

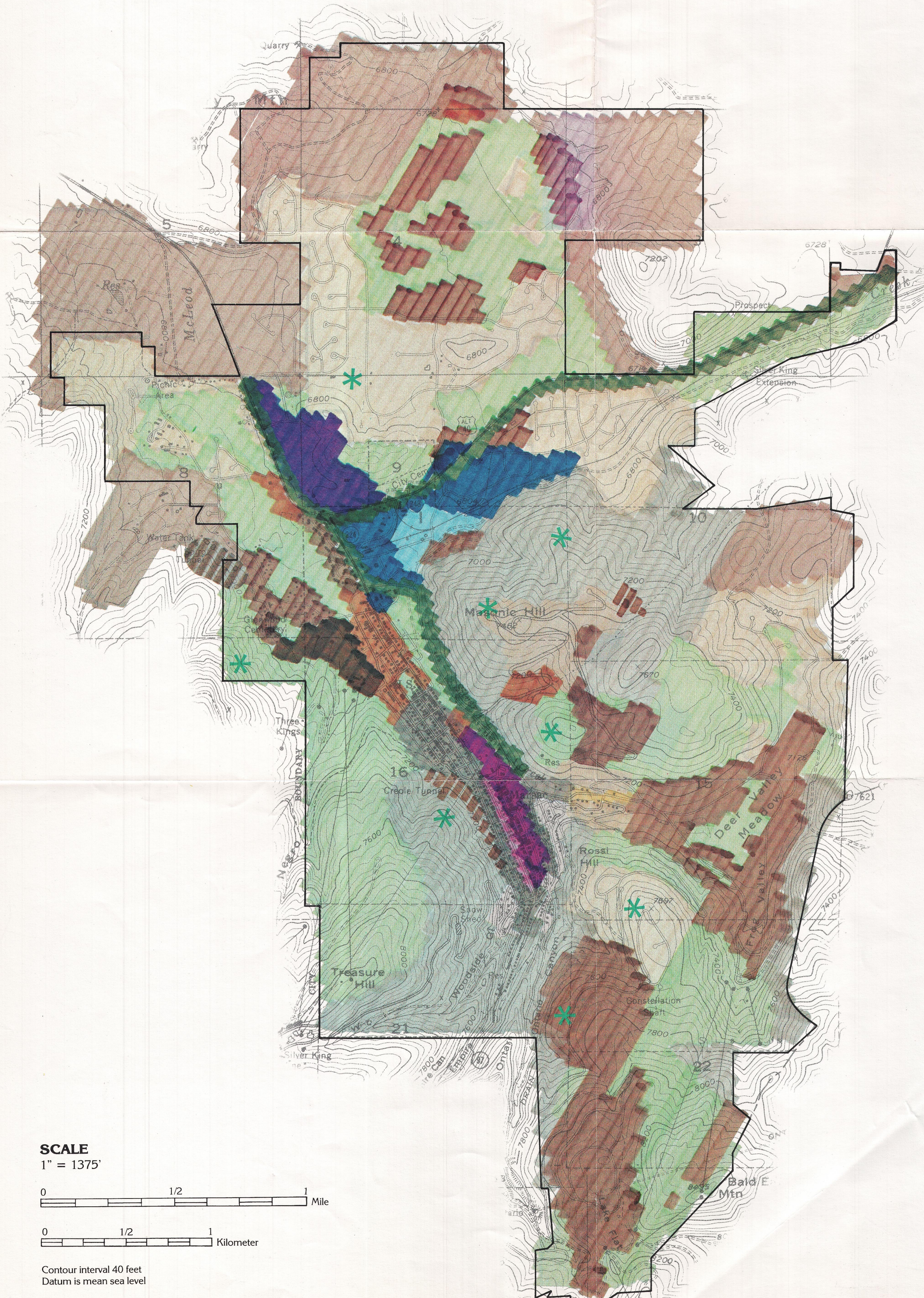
Linda McReynolds
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Fred Moore
Carlyle Morris
Rob Morris
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Carol Nieto
D.A. Osguthorpe
Steve Osguthorpe
Ed Osika
Phyllis Park
Stephanie Pearson
Jerry Perrine
Ron Perry
Harry Reed
Sydney Reed
William Reed
Jack Reid
Bernard Ribas
Susan Ribas
Frank Richards
Kathy Richards
Bob Richer
Allen Roberts
Reece Robinson
Janet Robson
Chuck Rowan
Suzanne Rowan
Hy Saunders
Paul Schenk
Mark Seltnerich
Cyndi Sharp
Michael Sloan

Jerry Smith
Tevy Smith
Nancy Solomon
Larry Spurgeon
Mark Stedman
Lloyd Stevens
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Mike Sweeney
Pat Sweeney
Virginia Sweeney
Tommy Tanzer
Laura Thomas
Bob Theobald
Bob Thompson
Joan Thompson
Allen Titensor
George Toelcke
Teri Toelcke
Nancy Tompkins
Jonny Totten
Gerry Tully
Robin Valline
Jim Vaughan
Burnis Watts
Julie Webb
Michael Webb
Suze Weir
Don Weller
Cha Cha Weller
Rick Widdows
Barbara Winters
Mary Wintzer
Tom Zabriskie
Bob Ziegler



THE PARK CITY COMPREHENSIVE PLAN

1985



MAP KEY

- Significant Skylines
- Scenic Open Space
- Frontage Protection Zone
- Estate
- Single Family Residential
- Low Density Residential
- Medium Density Residential
- Medium Density/Mixed Use
- Medium/High Density Residential
- Preferred Development Locations
- High Density Residential
- Resort High Density Residential
- Historic Residential—Low Density
- Historic Residential
- Historic Transition
- Historic Commercial
- Community Commercial
- Service Commercial

See accompanying booklet for detailed description of land use designations.
Approved and accepted by Park City Council this 15th day of August, 1985.

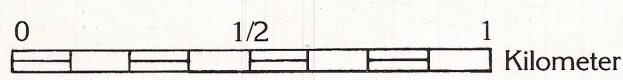
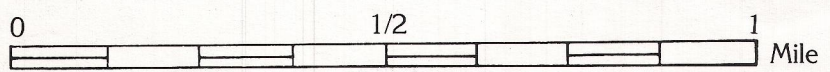
Signed *John A. George*
Mayor

Attest *J. Craig Smith*
City Recorder

Base maps courtesy of Utah Geological and Mineral Survey

SCALE

1" = 1375'



Contour interval 40 feet
Datum is mean sea level

