

TAYLORSVILLE UTAH



LAND DEVELOPMENT CODE

Assessment Report and Annotated Outline

January 2021



2600 West Taylorville Blvd.
Taylorville, UT 84129
801.963.5400

TABLE OF CONTENTS

Executive Summary	1
Background & Project Purpose	1
LDC Update Project Goals	1
Project Overview	2
Drafting the New LDC.....	2
Stakeholder Interviews	2
Report Organization	3
Key Findings and Recommendations	3
Key Areas to Improve the LDC	8
Fine-Tune the Zoning Districts	8
Align Zoning Districts with the Taylorsville General Plan	8
Establish New Zoning Districts.....	11
Eliminate Obsolete or Unused Districts.....	13
Refine Overlay Districts	13
Summary Table of Proposed Zoning Districts.....	15
Mapping the New Lineup of Zoning Districts	17
Reorganize & Strengthen Use Regulations	18
Revise the Schedule of Uses Table	18
Revisit Use Permissions	19
Update Use-Specific Standards	20
Expand Housing Options.....	21
Consider New Use Types	23
Improve & Tailor Development Standards.....	24
Clarify Organization, Purpose, and Applicability of the Development Standards.....	24
Generally, Focus on Infill and Redevelopment.....	25
Update Lot and Building Standards.....	26
Consider Flexible Alternatives	26
Improve Other Specific Development Standards.....	27
Update Sign Regulations	30
Simplify the Development Review Procedures	31
Overview of Current Procedures	32
Improve the Organization and Clarity of the Review Procedures.....	33
Clarify Review and Decision-Making Criteria	35
Evaluate the Site-Specific Development (SSD) Process.....	35
Reevaluate the Conditional Use Review Process.....	38
Establish Process to Allow Minor Modifications.....	39
Rethink the Site Plan Procedure	40
Create a More User-Friendly Code	41
Establish a Clear Organization.....	41
Add Illustrations and Other Graphics	42
Improve the Page Layout	44
Define Key Terms and Use Clear Language.....	44
Annotated Outline	46

Chapter 1.0 – General Provisions.....	46
Title	46
Authority.....	46
Purpose	46
Applicability.....	46
Relationship to Other Regulations	46
Relationship to Private Covenants and Conditions	46
Transition from Previous Ordinances	46
Nonconformities	47
Enforcement.....	47
Severability	47
Chapter 2.0 – Zoning Districts	47
Districts Established	47
Residential Districts.....	47
Mixed-Use Districts	47
Nonresidential Districts	47
Other Zoning Districts	47
Overlay Districts.....	47
Dimensional Standards and Exceptions.....	48
Chapter 3.0 – Use Regulations	48
Table of Allowed Uses	48
Use-Specific Standards.....	49
Accessory and Temporary Uses and Structures.....	49
Chapter 4.0 – Development Standards	50
Grading and Drainage	50
Access, Connectivity, and Circulation	50
Off-Street Parking and Loading.....	50
Landscaping, Buffering, and Screening	50
Site and Building Design.....	50
Outdoor Lighting	50
Chapter 5.0 – Subdivision Standards.....	51
Lot and Block Layout.....	51
Street Standards	51
Public Improvements	51
Chapter 6.0 – Administration and Procedures	51
Review and Decision-Making Bodies	51
Summary Table of Review Procedures	51
Common Review Procedures.....	51
Land Development Code Amendments.....	52
Development Permits and Approvals	52
Subdivision Approvals	52
Flexibility and Relief Procedures.....	52
Chapter 7.0 – Rules of Construction and Definitions	52

Executive Summary

Background & Project Purpose

The City of Taylorsville is updating its Land Development Code (LDC), a regulatory document that establishes procedures and standards that mandate how property is used and developed. The focus of this project is to update development regulations to align with and implement the desired built environment described in the Taylorsville General Plan and other adopted policy documents. The project will not involve updates to adopted City plans or the Building Code.

In addition to implementation of the Taylorsville General Plan, the City of Taylorsville also desires to update its development regulations in order to respond to challenges associated with high growth and development pressures, and to improve overall code administration. The current LDC was adopted in 2012; however, a comprehensive evaluation of the regulations has not been completed since the City's incorporation in 1997. While periodic amendments to these ordinances have occurred over time to make targeted improvements, they have not undergone a complete update tailored specifically for Taylorsville. The current ordinances include antiquated development standards that are sometimes difficult to administer, lack clarity and can be difficult to interpret, lack consistent graphics and overall continuity, and perpetuate outdated development styles that lack the ability to achieve modern development trends.

LDC Update Project Goals

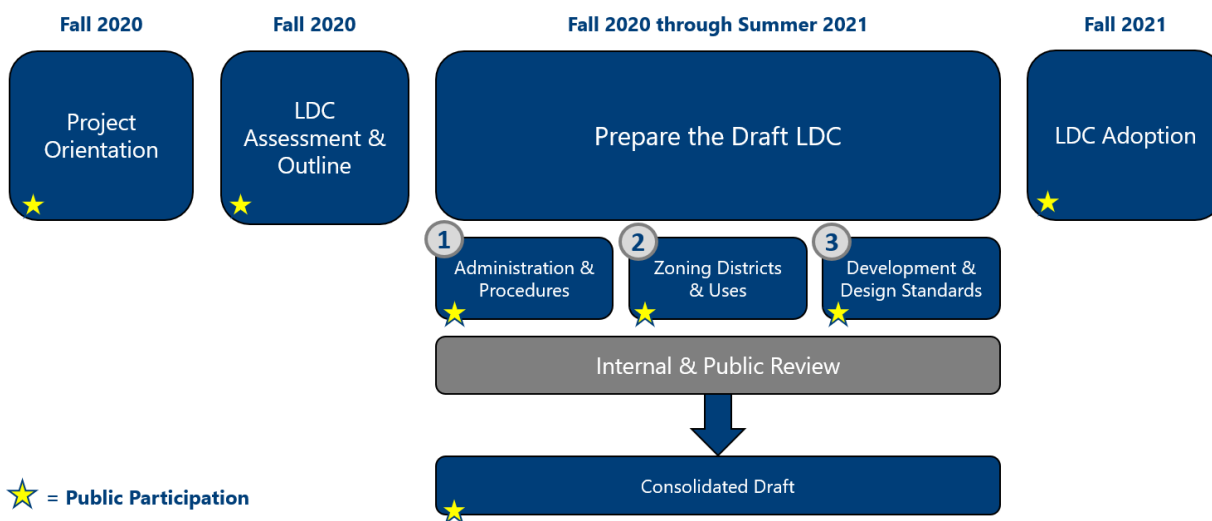
The Taylorsville Land Development Code (LDC) Update project is intended to support a thriving, resilient, and forward-thinking community that will remain locally and nationally competitive. This project will establish an updated list of zoning districts and land uses, set clear minimum quality standards for new development, and establish efficient procedures under which proposed development applications are considered. This project demonstrates the City's commitment to the future and will play an integral role in shaping the natural and built environments over the next generation. The LDC Update will be a more effective tool to help Taylorsville realize several important goals, including:

- Implement the Taylorsville General Plan;
- Simplify regulations to use clear, concise and use common sense language that reduces the need for interpretations;
- Introduce flexible tools and improve user-friendliness, including new graphics;
- Update procedures to support a fair, predictable, and efficient development review process;
- Modernize regulations to maintain a high level of quality and private investment;
- Update the menu of zoning districts to encourage high-quality mixed-use development projects where appropriate that complement existing development contexts;
- Integrate best planning and zoning practices and current trends from Utah and around the nation;
- Ensure legally sound and defensible development regulations that align with state statutes and address the creation of non-conforming use and existing property rights; and
- Create development regulations that will meet the current and future needs of the City.

Project Overview

Drafting the New LDC

Updating the City's LDC is a major undertaking and will require considerable community input and collaboration among a wide range of Taylorsville stakeholders. Below is a summary of the project timeline and major project tasks:



Detailed drafting is expected to begin in the winter of 2020. Drafting the new LDC will be divided into three installments – administration and procedures, zoning districts and uses, and development and design standards. For each installment, first a staff draft will be delivered to a core internal team for technical review and policy direction, then revisions will be made to that draft based on core team comments prior to being presented to the general public.

Each installment will be presented to the public, and additional outreach meetings scheduled as necessary. Comments will be collected and addressed in a consolidated version of a new LDC in the summer of 2021. That consolidated draft will be carried into the adoption process for additional review and public comment.

Stakeholder Interviews

The LDC Update project officially began in October 2020, when a series of meetings were held with a local Advisory Committee and various stakeholder groups including residents, property owners, attorneys, developers, and development professionals (architects and engineers). Other stakeholders that were interviewed included City staff who administer, work with, and enforce the development regulations; and elected and appointed officials.

These meetings solicited feedback regarding the existing development regulations to determine:

- How the current development regulations work well;
- How the current development regulations are ineffective or difficult to use;
- Areas of consistency and inconsistency between existing local policies and practices, the adopted plans, and the existing regulatory language;
- Modifications necessary to streamline the development review process; and
- Necessary changes related to Utah and/or federal law.

In addition to holding in-person interviews, staff also reviewed relevant background documents including the current Code of Ordinances and the Taylorsville General Plan.

Report Organization

This report will serve as a roadmap for the LDC Update project moving forward. All the information gathered during meetings, analysis, and interviews has influenced the discussion in this report. This report is intended to provide a methodical analysis of the strengths and weaknesses of the current LDC and to gain consensus on the general scope and parameters of the issues to be addressed in the drafting of the new LDC. Recognizing that there are no one-size-fits-all solutions for any community, the recommendations are tailored to Taylorsville's goals. Having a clear roadmap ensures that the remainder of the process proceeds smoothly and effectively. This report will be presented and discussed with City officials at meetings in early 2021.

Following this Project Overview, this report is organized into two main parts:

- **Key Areas to Improve the Development Regulations.** This section identifies major themes that emerged from staff's analysis and their experience with development regulations in communities across Utah and the nation. The discussion includes recommendations for how the current ordinances might be improved or replaced to best address concerns pertinent to that issue. The discussion is organized into the following categories:
 - Fine-Tune the Zoning Districts
 - Reorganize & Strengthen Use Regulations
 - Improve & Tailor the Development Standards
 - Simplify the Development Review Procedures
 - Create a More User-Friendly Code
- **Annotated Outline for a New LDC.** This section provides an overview of a proposed structure of a new LDC, assuming the recommendations from this assessment are implemented. This section of the report gives the reader the framework of the new structure and the logical grouping of similar provisions.

Key Findings and Recommendations

The following table summarizes the recommendations included in the Key Areas to Improve the LDC section of this report.

Theme	Recommendation
Fine-Tune the Zoning Districts	
Align Zoning Districts with the Taylorsville General Plan	• Update district names. • Consolidate similar districts. • Update use schedules.
Establish New Zoning Districts	• Refine and expand mixed-use districts: Mixed-Use Neighborhood, Mixed-Use Transition, and Mixed-Use Regional.

Eliminate Obsolete or Unused Districts	- Do not carry forward the Residential Multi-family Senior (RM-S), Industrial (ID), Hospital (H), Institutional Care (IC), Transit Corridor (TC) zoning districts. - Integrate zoning district use permissions and design standards into the other base zoning districts recommended in this report.
Refine Overlay Districts	- Include general standards to help guide rehabilitation, restoration, reconstruction, additions, new construction, and other alterations that may impact the historic significance of a structure or landmark within designated historic resource overlay zones. - Eliminate the TND overlay district and consider making specific development standards that are working well applicable city-wide or in targeted areas promoting walkability. - Determine the relevance of the Sensitive Area Overlay. Standards specific to this overlay may be embedded in the general development standards. - Reorganize and clarify the contents of the Floodplain Overlay Zone. Approval procedures will be relocated to the corresponding section of the LDC. - Work with staff and referral agencies to ensure the adopted standards are up-to-date and reflect the current and future needs of the City.
Mapping the New Lineup of Zoning Districts	- Adopt an updated zoning map at time of adoption of new LDC showing new district consolidations and new district names. - Consider longer-term strategies for applying new districts to the zoning map.
Reorganize & Strengthen Use Regulations	
Revise the Schedule of Uses Table	- Consolidate use regulations into a single table. - Provide cross-references to use-specific standards. - Consolidate or eliminate specific use types where appropriate.
Revisit Use Permissions	- Ensure appropriate level of use approval is required for each use type. - Consider whether additional standards could be applied to a use to eliminate the need for a higher level of scrutiny. - Identify changes to use permissions during the drafting process. - Review land uses for all districts to ensure they match district intent.

Update Use-Specific Standards	• Consolidate and reorganize the use-specific standards. • Remove regulatory language from definitions. • Establish new and revise current use-specific standards to address potential land use impacts. • Reevaluate the standards regulating storage units.
Expand Housing Options	• Consider expanding the types of dwellings allowed to ensure the LDC allows a range of housing options. • Consider removing barriers that prevent the development of workforce housing. • Consider introducing incentives to encourage workforce housing in targeted areas.
Consider New Use Types	• Consider establishing new specific use types, and applicable standards, for uses not directly addressed by the current LDC.
Improve & Taylor Development Standards	
Clarify Organization, Purpose, and Applicability of the Development Standards	• Consolidate development standards into a new Chapter 5.0: <i>Development Standards</i>, in the LDC. • Identify development regulations located outside of Title 13 that should be relocated to the LDC. • Include a clear purpose statement for each development standard element.
Generally, Focus on Infill and Redevelopment	• Review dimensional and development standards to ensure they accommodate infill and redevelopment projects. • Introduce additional flexibility by adding optional approaches and menus wherever possible.
Update Lot and Building Standards	• Simplify density controls to remove artificial barriers to efficient and cost-effective development. • Consider replacing density metrics with clear building envelope and lot development standards.
Consider Flexible Alternatives	• Consider flexible alternative standards within specific development standards sections (e.g., landscaping, parking, lighting, etc.). • Consider establishing an Alternative Equivalent Compliance procedure.

Improve Other Specific Development Standards	• Evaluate minimum parking ratios and adjust where necessary. • Establish maximum parking standards. • Strengthen alternative parking options. • Modernize off-street loading requirements. • Enhance and coordinate parking area design. • Establish more flexible landscaping standards. • Consider enhanced buffering standards. • Consider integrating sustainable landscape standards to reduce water usage and site efficiency. • Consolidate site and building design standards. • Strengthen neighborhood transition standards where appropriate. • Consider parking location requirements in pedestrian-oriented areas. • Strengthen access and circulation standards for non-vehicle modes and consolidate them in one section.
Update Sign Regulations	• Remove references to sign types that include or imply a particular message. • Remove references to “multi-tenant signs.” • Review and modernize the temporary sign standards to align with Reed v Gilbert and to address challenges with code enforcement. • Clarify wall sign standard with regard to “primary” and “secondary” wall facades. • Coordinate freestanding sign placement standards with Clearview requirements and other site planning elements.
Simplify the Development Review Procedures	
Improve the Organization and Clarity of the Review Procedures	• Consolidate and standardize the organization, format, and level of detail of the review procedures. • Establish common review procedures. • Establish an Administrative Manual to house supporting materials outside the LDC.
Clarify Review and Decision-Making Criteria	• Eliminate discretionary decisions where possible. • Ensure development standards have clear and objective review and decision-making criteria to avoid inconsistent application of standards.
Evaluate the Site-Specific Development (SSD) Process	• Formalize a two-step SSD review process (preliminary and final approval). • Reaffirm the essential project characteristics to consider at preliminary SSD plan. • Revise application submittal requirements. • Establish clear thresholds and procedures for minor and major SSD amendment requests.

Reevaluate the Conditional Use Review Process	- Establish more objective criteria to delineate when it is appropriate for the Director to refer applications to the Planning Commission. - Evaluate use permissions to allow more uses by right, subject to specific standards, to minimize reliance on the conditional use permit review process.
Establish Process to Allow Minor Modifications	Establish a Minor Modification procedure to allow approval of minor deviations, based on clear criteria.
Rethink the Site Plan Procedure	- Establish new clear thresholds to guide site plan referrals to the Planning Commission, based on size and scale of activity (not just the type of use). - Relocate site plan submittal requirements to an administrative manual outside the LDC.
Create a More User-Friendly Code	
Establish a Clear Organization	Reorganize the LDC as proposed in the Annotated Outline at the end of this report.
Add Illustrations and Other Graphics	Include illustrations and other graphics (summary tables, flowcharts, etc.) throughout new LDC.
Improve the Page Layout	Establish a more attractive and user-friendly page format with: - Dynamic headers, showing article, section, and subsection on each page; - Consistent formatting and location of tables and graphics; - Clear and prominent hierarchy of heading titles (using color and/or bold fonts); and - Consistent indentation and nested text.
Define Key Terms and Use Clear Language	- Consolidate, expand, and update all definitions. - Rewrite the LDC with clear and simple language. Remove duplication and resolve inconsistencies. - Rewrite standards to eliminate vague, subjective language.

Key Areas to Improve the LDC

Fine-Tune the Zoning Districts

A comprehensive update of a community's development regulations provides an opportunity to step back and review the current zoning districts to ensure they are appropriate to implement adopted plans. A reexamination of the zoning districts and the land uses allowed within them is necessary to ensure that the districts are aligned with the City's goals. The zoning districts in Taylorsville should accommodate a wide range of housing types, commercial and mixed-use development, institutional uses, and recreational uses. The current districts should be reviewed and updated as appropriate to more accurately reflect existing conditions and to open up additional opportunities for mixed-use development in targeted areas.

The district lineup should be cleaned up by consolidating similar districts and making any necessary adjustments to current district standards. Also, some new districts may be introduced even if they are not immediately applied to the zoning map. The goal is to broaden Taylorsville's zoning toolbox, so that more types of projects may be built by-right and fewer projects need to opt for Site-Specific Development (SSD) or other negotiated approvals, and so that additional district options are available for future use as the City updates its General Plan and completes other area-specific planning efforts.

The following sections discuss Taylorsville's current zoning districts in light of the following questions:

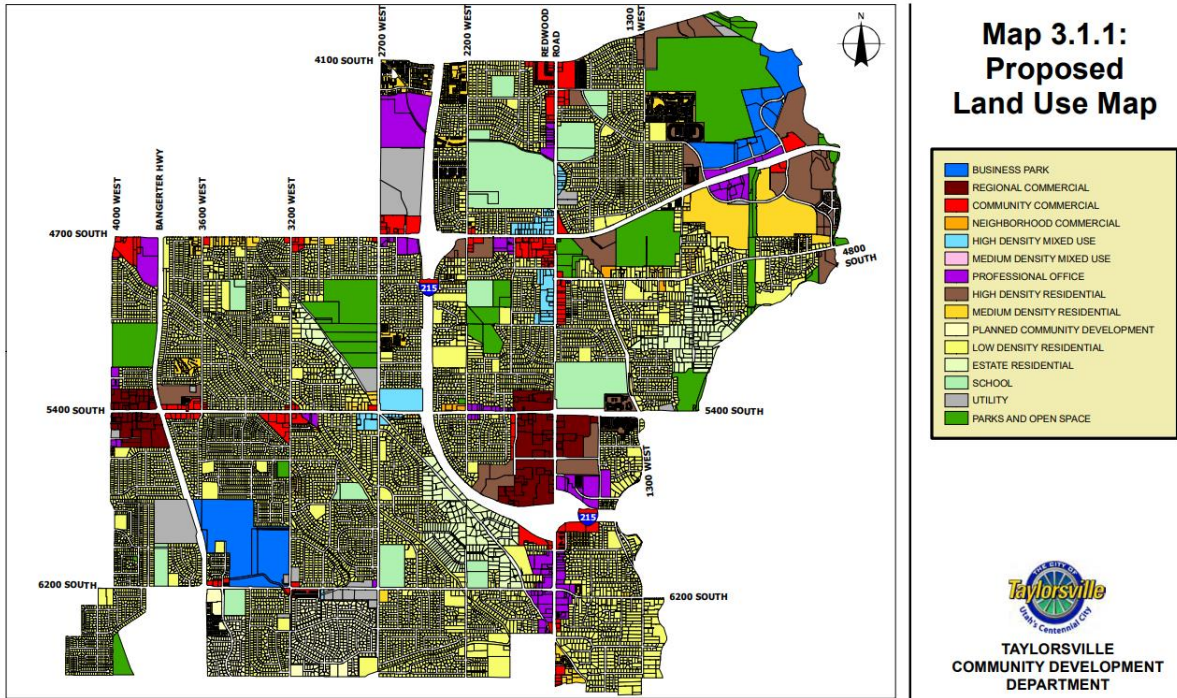
- Is the intent of each district clear and does the district name match the intent?
- Is the district currently used? If not, is it unnecessary or obsolete?
- Are any districts so similar in purpose and standards that they overlap and could be consolidated?
- Are new districts needed to accommodate development patterns that are hard to achieve with existing districts?
- Are the dimensional standards for each district (setbacks, density, and height) appropriately tailored to the purpose of the district?

Based on these considerations, staff proposes several changes to the current lineup of zoning districts as summarized in this section.

Align Zoning Districts with the Taylorsville General Plan

The zoning districts must be capable of implementing Taylorsville's adopted plans and policies. The Taylorsville General Plan, adopted in 2006, represents the community's overall vision of where and how it wants to grow and develop in the coming decades. The LDC is one of the primary tools for implementing that vision and should reflect the plan's goals, policies, and strategies concerning the physical growth and development of the City. A comprehensive General Plan update is underway by city staff and will run concurrently with this project. As a result, many of the recommendations included in this report are for discussion purposes and to introduce ideas that are being contemplated as part of the General Plan update – specifically relative to the future land use categories in Taylorsville. This report also implements the current adopted policies of the City.

A general plan usually includes placetypes to help inform future land use and zoning policy, providing a foundation for considering updates to the menu of zoning districts available in the new LDC. The placetypes help convey the City's desired development patterns and priorities for economic development and community character, and the locations of neighborhoods and industries. The Taylorsville General Plan will also include a Future Land Use Map that spatially represents the collective vision for Taylorsville by identifying areas where the defined placetypes are appropriate.



The Taylorsville General Plan Future Land Use Map (pp. 3-4 in the plan).

The following table summarizes how the placetypes identified in the current Taylorsville General Plan generally translate to the existing base zoning districts. Our analysis takes into consideration the intent statement for each district, general lot and building dimensional standards, and permitted and prohibited land uses. In some cases, a collection of current districts supports the principles and vision of the placetype; however, an individual district does not directly translate to the placetype (e.g., the Mixed-Use and Transit Corridor districts collectively contribute to elements of the High-Density Mixed-Use placetype). This is staff's analysis, the zoning districts linked to the placetypes in the general plan reflect an outdated menu of zoning districts.

General Plan Future Land Use Categories and the Current Lineup of Zoning Districts

Future Land Use Category	Current Zoning District(s)	Number of Parcels	Total Acres	Percent of City-Zoned Land Area
Neighborhood Commercial	Neighborhood Commercial (NC)	17	11.93	0.20
	Limited Commercial (LC)	56	32.62	0.56
Community Commercial	Community Commercial (CC)	163	121.25	2.07
	Boulevard Commercial (BC)	59	38.42	0.66
Regional Commercial	Regional Commercial (RC)	80	143.82	2.45
Professional Office	Professional Office (PO)	104	196.27	3.35
Business Park	Professional Office (PO)			
	Research and Development (RD)	20	76.96	1.31
	Industrial (ID)	4	26.08	0.45

Future Land Use Category	Current Zoning District(s)	Number of Parcels	Total Acres	Percent of City-Zoned Land Area
Estate Residential	R-1-40	65	95.66	1.63
	R-1-30	10	10.39	0.18
	R-1-20	363	223.49	3.81
	R-1-15	74	30.27	0.52
Low-Density Residential	R-1-10	1,725	509.72	8.70
	R-1-8	6,806	1,523.15	26.00
Medium-Density Residential	R-1-7	1,505	287.33	4.90
	R-1-6	1,936	356.60	6.09
	R-1-5	1,068	144.18	2.46
	R-2-10	129	11.63	0.20
High-Density Residential	R-2-8	159	27.74	0.47
	Residential Multi-family (RM-4)	1	3.28	0.06
	Residential Multi-family (RM-6)	69	38.58	0.66
	Residential Multi-family (RM-8)	408	47.47	0.81
	Residential Multi-family (RM-10)	318	204.12	3.48
	Residential Multi-family (RM-12)	328	230.39	3.93
	Residential Multi-family (RM-16)	-	-	-
	Residential Multi-family Senior (RM-S)	10	25.43	0.43
	Manufactured Home (MH)	7	127.06	2.17
Planned Community Development	Site-Specific Development (SSD)	19	156.12	2.66
Medium-Density Mixed-Use	Mixed-Use (MU)	64	199.54	3.41
High-Density Mixed-Use	Mixed-Use (MU)			
	Transit Corridor (TC)	0	0	0
Parks and Open Space	Open Space (OS)	129	928.25	15.84
Institutional	Hospital (H)	2	16.23	0.28
	Institutional Care (IC)	8	14.39	0.25
Utility	n/a			
TOTAL		15,706	5,858.64	100.00

The process of bringing districts into better alignment with local plans is often incremental and evolves over time. Taylorsville should consider the following improvements:

- Update district names.** There are currently several zoning district naming conventions used in Taylorsville. For example, single-family zoning districts are identified by the abbreviation "R" followed by (in most cases) an abbreviated number to indicate the number of dwelling units and/or maximum density and minimum lot size requirement (e.g., R-1-10 indicates a single-family zone with 10,000 square foot minimum lot size). We recommend removing development standard

identifiers from the district names and renaming districts to establish a more uniform and clear hierarchy, generally moving from low-intensity to high-intensity. The proposed naming conventions are in the Summary Table of Proposed Zoning Districts at the end of this section and are for discussion purposes.

- **Consolidate similar districts.** For communities with too many districts, staff should consider consolidating districts with very similar purpose statements, permitted use lists, lot standards, and density requirements. There are several obvious candidates for consolidation in Taylorsville as summarized in the Summary Table of Proposed Zoning Districts at the end of this section.
- **Update use schedules.** In some cases, the uses allowed in the existing districts could be updated to better fit the character area descriptions in the general plan placetype descriptions. Additionally, several zoning districts have standalone use tables that refer to land uses in some districts that are not mentioned in others. We recommend consolidating all use permissions into a single use table so a consistent list of land uses and definitions can be used city wide.

Applying these types of changes could result in the introduction of an improved set of districts for Taylorsville. For all proposed changes, obtaining community input is important during the drafting of the new LDC to provide feedback and to confirm policy direction. As mentioned earlier, as the general plan update project matures the recommendations and concepts presented in this section of the report will be revisited as necessary.

Key Recommendations

- Update district names.
- Consolidate similar districts.
- Update use schedules.

Establish New Zoning Districts

Some new zoning districts are necessary to fill in the gaps in the current district lineup and provide opportunities that may not be possible even with modifications to existing districts. New districts to consider in Taylorsville are summarized below.

Refine and Expand Mixed-Use Districts

Mixed-use development can be defined in a variety of ways, including:

- The vertical mix of uses within a single building (typically, retail businesses on the first floor with residential units or offices above); or
- The horizontal mixing of residential and nonresidential uses in separate buildings within the same development center; or
- A mix of uses in a predominantly single-use area – such as by allowing a corner store in a neighborhood, or apartment buildings in predominantly commercial areas.

Mixed-use development is designed to allow residential and nonresidential uses to develop organically as part of the same project or site. The combination provides residents the opportunity to live, work, and shop in the same location without requiring a car trip for each activity, thus helping to lower vehicle miles traveled and reducing overall traffic congestion and air pollution. It can be a key tool for promoting sustainability,



Orenco Station in Hillsboro, Oregon is nationally recognized as a successful mixed-use development.

concentrating development in strategic locations where it can be serviced most efficiently, and providing a variety of housing and business opportunities.

In the past, typical zoning ordinances like Taylorsville's segregated uses by district, and so developers have had to jump through multiple hoops to gain approval to mix uses within a single project, such as obtaining zoning approval through the Planned Development (PD) or Site-Specific Development (SSD) zoning tools. Today, however, communities often establish one or more zoning districts that allow mixed-use development by-right, rather than discouraging it through cumbersome procedures. It is important to note that updates to the City's development design standards will set the expectation for development quality and neighborhood compatibility, minimizing or eliminating the need to negotiate details of these types of projects. Projects that exceed a certain size or intensity threshold may be subject to additional design review.

The Taylorsville General Plan calls for mixed-use development within the Planned Community Development, Medium-Density Mixed-Use, and High-Density Mixed-Use placetypes. The current LDC includes a Mixed-Use (MU) zoning district; however, the development standards associated with this district (Section 13.23.260) could be strengthened to ensure the outcome desired in a mixed-use pedestrian environment. While mixed-use development is not appropriate everywhere, it could help further redevelopment in some locations as identified in the Future Land Use Map in the Taylorsville General Plan.

There are several key issues to consider when establishing new mixed-use districts.

- **Location, applicability, and compatibility.** The Taylorsville General Plan identifies areas where mixed-use development would be compatible with existing development and neighborhoods and where future growth is desired.
- **Use mix.** While all mixed-use districts generally include a mix of residential, commercial, institutional, and/or office uses, the combinations of uses will vary by district. A community has options for choosing how prescriptive to be: prescribe a minimum mix of uses at set percentages (e.g., at least 40 percent residential, at least 30 percent retail, at least 20 percent office, etc.); require a mix of uses but not mandate a set percentage; or encourage, but not require, a mix of uses through incentives. As a general rule, staff recommends incentivizing mixed-use development (but not requiring it), which is both easier to enforce and also creates more opportunity for flexible market response.
- **Density and intensity.** Traditionally, zoning ordinances set maximum density requirements to ensure that areas do not become overcrowded. In mixed-use areas, however, communities often set minimum density or building height requirements to ensure the necessary number of residents and activity is present to support thriving centers or nodes. For residential development, minimum densities could be required for larger centers, to ensure such areas do not become exclusively office and retail developments. For commercial development setting minimum height and clear building envelope standards in order to target intensity at key locations (e.g., along arterial streets) may be appropriate.

We recommend that a lineup of mixed-use districts that are appropriate for areas of varied scale and intensity be established in the new LDC. Adding mixed-use zoning districts will help to diversify the housing stock and introduce more creative and innovative developments. By providing a common "toolbox" for mixed-use development, future specific area plans, as well as individual new developments, will be able to address mixed-use concepts in a more consistent manner. For discussion purposes, we propose three new districts:

- **Mixed-Use Neighborhood.** This would be primarily residential in character but allow a wide range of housing types. Neighborhood-serving, small-scale commercial and retail uses would also

be allowed by right. The district would be intended for smaller area infill projects that are near existing residential neighborhoods.

- **Mixed-Use Transition.** This would be used as a transition area between more-intense uses of land and along the highway corridors and the surrounding higher-intensity neighborhoods. This district would include intermediate density in both residential and commercial offerings that transition from an urban to suburban development pattern.
- **Mixed-Use Regional.** This district would be regional-serving areas of economic, entertainment, and community activity. The mixed-use regional district would accommodate larger-scale employment center and shopping destinations for surrounding areas focused around and serving transit hubs. The design and scale of development would encourage active living, with a comprehensive and interconnected network of walkable streets.

All mixed-use districts should be designed to emphasize pedestrian-scale development and the relationship of buildings to the streetscape and to minimize pedestrian and vehicle conflicts. Transitional standards that limit development at the district's edges can help provide an appropriate transition to adjacent development. These districts may emphasize form and design more than other base zoning districts, while promoting a mix of uses allowed. Illustrations and graphics can help convey the intended character of the districts.

Key Recommendations

- Refine and expand mixed-use districts: Mixed-Use Neighborhood, Mixed-Use Transition, and Mixed-Use Regional.

Eliminate Obsolete or Unused Districts

There are several zoning districts in Taylorsville that are rarely (if at all) applied on the zoning map and not necessary with the refined zoning district and land use updates as proposed in this report. These districts are the Residential Multi-family Senior (RM-S), Industrial (ID), Hospital (H), Institutional Care (IC), Transit Corridor (TC) zoning districts. These zoning districts were created with the intent of allowing a specific use type and some have specific design and development standards. We recommend that the uses allowed in these zoning districts be evaluated and allowed in other zoning districts so that a stand-alone district is not required. Careful consideration will need to be given to the treatment of sexually-oriented businesses in the City as the Industrial (ID) zoning district is the only zoning district where sexually-oriented businesses are currently allowed. State law requires that a municipality provide at least one zoning district where sexually oriented business uses are allowed; however, the City may impose additional standards and restrictions regarding placement, design, and other development quality standards.

Recommendations for Eliminate Obsolete or Unused Districts

- Do not carry forward the Residential Multi-family Senior (RM-S), Industrial (ID), Hospital (H), Institutional Care (IC), Transit Corridor (TC) zoning districts.
- Integrate zoning district use permissions and design standards into the other base zoning districts recommended in this report.

Refine Overlay Districts

Historic Resources Overlay Zone

Section 13.18.020 of the LDC includes regulations governing Taylorsville's Historic Resources Overlay Zone. This overlay zone is intended to provide regulations for those areas, districts, sites, and buildings in the City which have been designated as having significant character, interest or value as part of the development,

heritage, or cultural characteristics of the City, the State of Utah, or the Nation. Procedures for establishing new districts, the role of the Historic Preservation Committee, and permitting procedures are addressed in this section; however, the LDC references development guidelines that are not included in the LDC. We recommend including general standards to help guide rehabilitation, restoration, reconstruction, additions, new construction, and other alterations that may impact the historic significance of a structure or landmark within designated historic resource overlay zones. These standards can begin more general in nature and be matured over-time as the need arises. This requires further discussion with staff and stakeholders.

Traditional Neighborhood Development Overlay Zone

The traditional neighborhood development overlay zone was established to allow a departure from typical zoning to the extent that it requires physical design that promotes human-scale pedestrian activity (walkability) through the incorporation of specific development guidelines. These guidelines include controlling architectural elements, driveways, walkways, open space, landscaping, street design, and other pedestrian elements. While the principles of this overlay district are sound, we do not think the standards warrant an overlay district. Instead, we recommend that human-scale and pedestrian-friendly design be integrated into the general standards of the LDC in the zoning districts or geographical areas where it makes the most sense. The concepts and ideas included in the TND overlay can be extracted for more general or citywide application.

Sensitive Area Overlay Zone

This overlay district includes standards, guidelines, and criteria intended to minimize damage caused by flooding, erosions, and other environmental hazards and to protect the natural scenic character of the sensitive areas and ensuring the efficient expenditure of public funds. Much of this Chapter was borrowed from another community in the Salt Lake Valley and does not directly apply to Taylorsville. For example, the standards reference "ridgelines, rock outcroppings, and hillside areas," none of which are relevant in Taylorsville City. This overlay zone will be evaluated by staff and stakeholders to determine its relevance in Taylorsville and if an overlay zone is warranted. Several of the standards included in this overlay zone may be embedded in the general development standards of the LDC and be applicable for those areas that are deemed "sensitive."

Floodplain Overlay Zone

The floodplain overlay district is intended to provide additional standards for areas that are at risk of periodic flooding and generally apply to all Federal Emergency Management Agency (FEMA) and local 100-year special flood hazard areas. We do not propose a major rethink of the City's current floodplain overlay zone, but recommend its content be reorganized and clarified to improve user-friendliness. Any content related to decision-making bodies and review and approval procedures may be relocated to the corresponding sections in the LDC that address those topics. We will also evaluate the standards to ensure they are consistent with other development and design standards to ensure they are not conflicting or overlapping.

Drinking Water Source Protection Overlay Zone

The drinking water source protection overlay zone is intended to establish standards that prevent contamination of the public drinking water supply as a result of hazardous and toxic substances entering the groundwater, including wells not owned by the city. City staff will work with Taylorsville-Bennion Improvement District and other entities to ensure the adopted standards are up-to-date and reflect the current and future needs of the City. Much of the content in this Chapter is technical in nature and may be a good candidate for relocation to an external design manual that is referenced in the LDC.

Design District Overlay Zone

There are currently five design district overlays in the City, as provided in Chapter 13.18. These districts were established to enable elevated design quality standards for development in key areas of the City. These are intended to be carried forward with little change. Staff recommends that the boundaries of each design district overlay be clarified in the ordinance with updated images.

Key Recommendations

- Include general standards to help guide rehabilitation, restoration, reconstruction, additions, new construction, and other alterations that may impact the historic significance of a structure or landmark within designated historic resource overlay zones.
- Eliminate the TND overlay district and consider making specific development standards that are working well applicable city-wide or in targeted areas promoting walkability.
- Determine the relevance of the Sensitive Area Overlay. Standards specific to this overlay may be embedded in the general development standards.
- Reorganize and clarify the contents of the Floodplain Overlay Zone. Approval procedures will be relocated to the corresponding section of the LDC.
- Work with staff and referral agencies to ensure the adopted standards are up-to-date and reflect the current and future needs of the City.

Summary Table of Proposed Zoning Districts

The following table shows how each of the current zoning districts would translate to the new lineup of base zoning districts following the recommendations of this report. The first column shows the current zoning districts in Taylorsville. The second column shows the proposed zoning districts through the LDC Update project. This proposed lineup of zoning districts are recommendations only and are intended to guide discussion with staff and stakeholders during the drafting process. Where existing zoning districts are recommended to be carried forward, the substance of those district standards would still be reviewed and updated as needed.

Summary Table of Proposed Zoning Districts

Current Zoning District	Proposed Zoning District
Residential Districts	
Residential R-1-40	R1 Residential Estate
Residential R-1-30	
Residential R-1-20	R2 Residential Large Lot
Residential R-1-15	
Residential R-1-10	R3 Residential Medium Lot
Residential R-1-8	
Residential R-1-7	R4 Residential Small Lot
Residential R-1-6	
Residential R-1-5	
Residential R-2-10	R5 Residential Urban
Residential R-2-8	

Current Zoning District	Proposed Zoning District
Residential Multi-family (RM-4)	RM1 Residential Multifamily
Residential Multi-family (RM-6)	
Residential Multi-family (RM-8)	
Residential Multi-family (RM-10)	RM2 Residential Multifamily
Residential Multi-family (RM-12)	
Residential Multi-family (RM-16)	
Residential Multi-family Senior (RM-S)	--
Manufactured Home (MH)	RMH Residential Manufactured Home
Mixed-Use Districts	
Mixed-Use (MU)	M1 Mixed-Use Neighborhood (NEW)
	M2 Mixed-Use Transition (NEW)
	M3 Mixed-Use Regional (NEW)
Transit Corridor (TC)	--
Non-Residential Districts	
Neighborhood Commercial (NC)	C1 Commercial Neighborhood
Limited Commercial (LC)	
Community Commercial (CC)	C2 Commercial Corridor
Boulevard Commercial (BC)	
Regional Commercial (RC)	C3 Commercial Regional
Professional Office (PO)	E1 Employment
Research and Development (RD)	
Industrial (ID)	--
Hospital (H)	--
Institutional Care (IC)	--
Other Districts	
--	CF Community Facilities (NEW)
Open Space (OS)	PS Parks and Open Space
Site-Specific Development (SSD)	SSD Site-Specific Development
Overlay Districts	
Historic Resources Overlay Zone (HIST)	HRO Historic Overlay
Traditional Neighborhood Development Overlay Zone (TND)	--
Sensitive Area Overlay Zone	SAO Sensitive Area Overlay <i>(this overlay may be eliminated pending further discussion and analysis)</i>
Floodplain Overlay Zone	FPO Floodplain Overlay
Drinking Water Source Protection Overlay Zone (DWSPZ)	DWO Drinking Water Source Protection Overlay

General Plan should be encouraged and incentivized where appropriate.

Key Recommendations

- Adopt an updated zoning map at time of adoption of new LDC showing new district consolidations and new district names.
- Consider longer-term strategies for applying new districts to the zoning map.

Reorganize & Strengthen Use Regulations

Beyond revisions to the lineup of zoning districts, analysis of the various land uses allowed within each district is equally important. The LDC Update project provides an opportunity to revisit the way the City defines, categorizes, and regulates various land uses. This section recommends several improvements to the City's use regulations including clearly distinguishing the types of uses, improving the standards applicable to those uses, and making the use regulations more user-friendly.

Revise the Schedule of Uses Table

There are several sections of the LDC that include tables for where land uses are allowed in the City. Chapter 13.07 includes a use table for residential zoning districts; Chapter 13.08 includes a table for nonresidential zoning districts; Section 13.09.030 has use standards for the Institutional Care (IC) zoning district; Section 13.10.020 has use standards for the Open Space (OS) zoning district; Section 13.12.030 provides use standards for the Traditional Neighborhood Development Overlay District; Section 13.13.010 includes use standards for the Hospital (H) zoning district; Section 13.17.060 articulates use permissions for the Drinking Water Source Protection Overlay Zone; and each of the four SSD zoning district have their own unique use permissions. The use table should be amended to reflect the proposed refined district lineup. The table

Table 03-1: Allowed Use Table

P = permitted use, C = conditional use permit, A = accessory use, T = temporary use, Uses with an *= use-specific standards apply
Additional uses may be permitted, prohibited, or require conditional use approval in Downtown Character Overlays pursuant to Section 20.03.010(e).

Use	Residential								Mixed-Use								Non-Residential		Use-Specific Standards
	RE	R1	R2	R3	R4	RM	RH	RMH	MS	MN	MM	MC	ME	MI	MD	MH	EM	PO	
RESIDENTIAL USES																			
Household Living																			
Dwelling, single-family (detached)	P	P	P	P	P	P*	P*	P	P	P	P*	P*	P*			P*			20.03.030(b)(1)
Dwelling, single-family (attached)			P*	P*	P*	P*	P*		P*	P*	P*				P*				20.03.030(b)(2)
Dwelling, duplex	C	C*	C*	C*	P*	P*	P*		P*	P*	P*	C*			P*				20.03.030(b)(3)
Dwelling, triplex		C*	C*	C*	P*	P*	P*		P*	P*	P*	C*			P*				20.03.030(b)(4)
Dwelling, fourplex					C*	P*	P*		P*	P*	P*	P*			P*				20.03.030(b)(4)
Dwelling, multifamily					C*	P	P		P	P*	P*	P	P*	C	P*				20.03.030(b)(5)
Dwelling, live/work					C*	P*	P*			P*	P*	P*			P*				20.03.030(b)(6)
Dwelling, cottage development		C*	C*	C*	C*	C*	C*	C*		C*									20.03.030(b)(7)
Dwelling, mobile home								P*											20.03.030(b)(8)
Manufactured home park								P*											20.03.030(b)(9)

A sample use table from another community showing hyperlinks in the right column to use-specific standards that apply for some use types.

should also include cross-references to any applicable use-specific standards (shown in the right column in this example).

Define, Consolidate, and Eliminate Use Types Where Appropriate

In the new LDC, each use category, subcategory, and specific use type should be defined, providing clear examples of the types of activities that are encapsulated within a broadly defined use type. This exercise should include review and likely removal of unnecessary or antiquated use types, like “prison” and “half pipe ramps.” While the intent is to simplify and consolidate where possible, some uses should still be called out as a specific land use with different regulations, such as “recreation, indoor” and “recreation, outdoor.”

All land uses in the new LDC will be defined. Moreover, new category definitions such as “recreational and entertainment uses” or “transportation, automobile, and related uses” will be drafted to provide a better foundation for determining which use types and activities fall within each category; this will also help in determining how to categorize new proposed uses in the future that are not listed in the use table.

Key Recommendations

- Consolidate use regulations into a single table.
- Provide cross-references to use-specific standards.
- Consolidate or eliminate specific use types where appropriate.

Revisit Use Permissions

When updating the LDC, a key consideration will be reviewing and updating which land uses are allowed in which districts. In some zoning districts there are common uses that require conditional use permit approval that may not be necessary. For example, automotive service stations (e.g., gas stations) is a land use that could be changed from requiring conditional use review to being permitted. There are currently no zoning districts in the City that would allow a gas station without conditional use approval. We recommend the LDC articulate clear development and design standards and allow gas stations as a permitted use in zoning districts that accommodate commercial and auto-oriented uses (e.g., the Regional Commercial or Community Commercial zones, or their equivalent). For less-intense or pedestrian-oriented zoning districts, it makes sense to keep gas stations either prohibited, or allowed only after additional review and approval.

We will review land uses allowed in all districts (existing, revised, and new) to ensure the menu of land uses allowed matches the district intent, removes unnecessary barriers to private investment, and considers existing property rights and the goals identified in the Taylorsville General Plan.

A related issue is the appropriate level of approval required for each use (i.e., whether the use is allowed by right, allowed subject to standards, or allowed only with a conditional use permit). It may be that some uses currently require a higher level of scrutiny than warranted, whereas other uses are being allowed without sufficient scrutiny of their potential impacts.

Use permissions can be a challenging discussion topic in concept. Most residents want the ability to weigh in on development applications that might impact their neighborhood and so lean toward requiring heightened review. However, it can be burdensome on staff and officials to conduct hearings on all applications; with appropriate safeguards established through use-specific standards, the need to weigh in on every application diminishes. Striking a balance for appropriate use allowances and standards to regulate such uses will be a fundamental component of the LDC Update project.

During the drafting phase, staff can present updates to land use allowances in a way that highlights proposed changes for discussion.

Key Recommendations

- Ensure appropriate level of use approval is required for each use type.
- Consider whether additional standards could be applied to a use to eliminate the need for a higher level of scrutiny.
- Identify changes to use permissions during the drafting process.
- Review land uses for all districts to ensure they match district intent.

Update Use-Specific Standards

Use-specific standards address the impacts associated with particular land uses. They may be tailored based on specific location (zoning district or another context). They typically address issues such as distance requirements from lower intensity uses and size limitations of the structures or use.

Use-specific standards are different from a “conditional use permit” (the procedure requiring Director and/or Planning Commission approval of conditions to uses following a public hearing). Instead, use-specific standards apply to the use type regardless of the required approval (by-right vs. specific use permit). Generally, for each use in the table of allowed uses, the City should evaluate whether the use could be permitted “by right” if certain standards were in place, or whether certain standards should be in place regardless of the process for approval.

For example, accessory apartments currently require administrative conditional use review in most residential zoning districts. Section 13.11.010 includes specific development standards associated with that land use that would mitigate any potential negative impacts that may arise due to an accessory apartment. The conditional use process has traditionally included a courtesy mailed notice to property owners within 300 feet of the subject property, though this requirement is not required for administrative reviews. We recommend modernizing and updating the accessory apartment standards and permitting this use without the need for the conditional use review process. Planning staff would still ensure compliance with the accessory apartment standards and general development standards in the LDC as part of the business license and/or building permit review; however, a separate process would not be necessary. This change would streamline accessory apartment review and minimize barriers to more affordable housing in the City. It would also allow staff to shift time, attention, and resources to other City needs.

Reorganize the Use-Specific Standards

Chapter 13.11: *Special Use Standards*, addresses issues specific to particular use types (e.g., Section 13.11.060 for mobile homes; Section 13.11.230 for Tobacco Specialty Business). Other use-related regulations are scattered throughout the LDC (such as standards related to Automotive Fuel Service Stations). We recommend a standalone chapter for use regulations as a clean and modern approach. The new chapter would begin with the table of allowed uses and then provide use-specific standards in the same order as they are listed in the table of allowed uses.

Establish New and Revise Current Use-Specific Standards

Use-specific standards apply to a particular use regardless of the zoning district. In Taylorsville’s regulations, these are found in several places such as the definitions, permitted use lists, and stand-alone sections. We recommend consolidating use-specific standards and cross-referencing them in the new use table. The City should consider the following improvements:

- **Remove regulatory standards from definitions.** For example, the definition of “animal hospital, veterinary office” reads, “... the boarding of animals is limited to short term care incidental to the animal hospital/veterinary office use.” Generally, regulatory requirements (such as limitations

associated with the particular use) should be removed from definitions and relocated into the main body of the LDC.

- **Create new use standards.** New standards should be drafted in order to mitigate the impacts of certain uses regardless of the underlying zoning district. This approach often allows uses to be permitted by right or with limited staff review, subject to conformance with the standards, rather than requiring discretionary review and public hearings. Such standards typically address how certain uses must operate, (e.g., size limitations, specific location or separation requirements, additional buffering standards, operational standards). This approach also helps ensure consistency, in that standards are uniformly applied rather than negotiated anew for each application and streamlines the development review process. For example, several land uses require conditional use permit review when proposed within 250 feet of a residential zoning district. Rather than requiring additional review, specific standards can be embedded in the LDC to address residential transition standards, such as the size/orientation of the use, buffering, and other standards as necessary.

A good first step is to review recent applications of development proposals for uses where conditions were established during the approval process and determine which common conditions would benefit from broadly applied use-specific standards. In addition, we will review current use-specific standards and identify those that seem unique or do not follow national trends or best practices.

- **Reevaluate the standards regulating storage units.** The treatment of self-storage uses has been a topic of discussion in Taylorsville for the past few years. The current LDC includes “auto, truck, RV, equipment storage,” however, self-storage or other related uses are not explicitly mentioned. Taylorsville may consider allowing self-storage uses in some zoning districts if the projects satisfies specific standards that mitigate any concerns. For example, storage facilities might be limited to particular geographic areas, may be required to meet specific size thresholds (e.g., lot area, building footprint), may be subject to heightened architectural design standards, or may be required to provide additional landscaping or screening to mitigate unsightly views from residential areas and public rights of way. When the primary concerns related to this land use have been identified, standards can be included in the new LDC to ensure the City’s goals are met in exchange for a more predictable, timely, and fair application review process.

Key Recommendations

- Consolidate and reorganize the use-specific standards.
- Remove regulatory language from definitions.
- Establish new and revise current use-specific standards to address potential land use impacts.
- Reevaluate the standards regulating storage units.

Expand Housing Options

Diversifying housing requires thinking outside the traditional single-family neighborhood box. The need for a greater variety of housing options is identified in the Taylorsville General Plan and was also mentioned during the kick-off meetings. Expanding housing options is an important consideration not just to satisfy varied personal preferences, but also to improve the City’s attainable and workforce housing stock.

It is worth acknowledging that historically, residents have been frustrated by the number and scale of apartment buildings in Taylorsville. Expanding housing options improves affordability while not fully depending on only apartment development to meet the market demand.

Introduce New Dwelling Types

The City should consider expanding the types of dwellings allowed to address housing types in between single-family detached housing and large apartments (i.e., the “missing middle”). This also allows more people to live in the neighborhoods where they choose to live, and older residents have more options to age in place in the neighborhoods where they spent much of their lives. Taylorsville should consider embracing a wider variety of housing types to help advance the goals of the Taylorsville General Plan. There are currently no effective tools in Taylorsville to allow such uses, forcing developers to pursue a Site-Specific Development (SSD) request, which is time-consuming and unpredictable. For example:

- Co-housing (and cottage housing) are options that include a single-family detached living experience with shared amenities such as courtyards, community gardens, and community kitchens. This type of housing is ideal for smaller units on either single small lots or in a condominium arrangement.
- Live-work units where the owner of a business also resides in a separate space within the same building or unit.
- Townhouse, triplex, and fourplex units are similar in scale to single-family detached housing units, but contain two, three, or four independent dwelling units. Allowing these housing types in thoughtful locations and with design standards can dramatically reduce the cost of land per dwelling unit, which can significantly reduce the housing costs.



An example co-housing development from another community (several units on a single lot with shared common areas and amenities).

Workforce Housing

Another topic that surfaced is workforce housing. As the cost of living rises nationwide, it is becoming increasingly difficult to find affordable housing for emerging young professionals, young families, skilled workers, service industry workers, teachers, police officers, and retired individuals. Employees may have difficulty finding housing in Taylorsville because sales and rents tend to be out of reach. Providing housing options for these individuals in Taylorsville would help reduce traffic congestion and commute times.

Some communities address workforce housing demands by removing barriers that prevent the creation of a wider variety of housing types that may be more affordable. Removing barriers may increase the supply of workforce housing, thereby reducing demand and overall pricing.

For example, current development regulations prohibit accessory apartment units from occupying an accessory building and require two parking spaces in addition to the parking requirements for the primary residence. Some communities allow accessory apartment units on any residential lot occupied by a single-family dwelling so long as the accessory apartment meets required setback, height, and impervious surface coverage standards. Staff will work with stakeholders to determine if revising accessory apartment standards is appropriate in order to remove barriers to workforce housing. This is likely the best initial step for Taylorsville and should be considered as part of the new LDC. Other communities go further; beyond removing barriers, they establish additional financial or development incentives to encourage (or require) workforce housing in targeted areas. This will be a topic of discussion as we move forward with the LDC Update project.

Key Recommendations

- Consider expanding the types of dwellings allowed to ensure the LDC allows a range of housing options.
- Consider removing barriers that prevent the development of workforce housing.
- Consider introducing incentives to encourage workforce housing in targeted areas.

Consider New Use Types

In addition to expanding housing types, the new LDC should integrate new use types expected to develop within Taylorsville to not only accommodate those uses but also to proactively address potential impacts. Staff will work closely with stakeholders to consider introducing a range of new use types, such as:

- **Urban agriculture.** Sustainability is a broad goal of the Taylorsville General Plan, and accommodating urban agricultural uses helps build a more resilient and sustainable community. While Taylorsville already recognizes community gardens, there may be room to introduce new use types or refine standards governing existing agricultural uses to encourage and support efforts to provide locally grown food, including produce stands.
- **Artisan manufacturing.** These “maker” uses are usually a hybrid between small-scale light industrial, office, and retail uses. For example, an artisan who owns a small welding business where they fabricate metal artwork and sell the products in a retail space, or an artist who fabricates ceramics and sells the products direct to consumers. Some communities establish clear size thresholds for production and manufacturing and prohibit or limit distribution, warehousing, and/or wholesaling.
- **Breweries, distilleries, and wineries.** The impacts for these uses are unique compared to other types of lighter industrial uses. Use-specific standards may address ancillary activities such as outdoor dining, processing and storage of materials, tasting facilities, and food preparation. Many communities also distinguish between smaller craft breweries and larger ones with distribution and bottling facilities. The City may consider including these uses for more broad application in other zoning districts.
- **Medical cannabis uses.** In 2019 the State Legislature passed the Medical Cannabis Act (HB3001) establishing general standards for medical cannabis land uses in municipalities. This project is an opportunity to include updates to the City’s land use regulations to reflect that legislation. City staff presented a proposed zoning code text amendment addressing HB3001 to the Planning Commission on March 11, 2020 for their consideration, but that item was tabled to a future date pending further discussion.
- **Outdoor storage.** While outdoor storage generally is not allowed in Taylorsville, the language in the LDC could be strengthened to clarify when and where outdoor storage may be permitted. The update should also include a clear definition for what is considered outdoor storage.
- **Fair Housing Act.** The Fair Housing Act (FHHA) protects people from discrimination when they are renting or buying a home, getting a mortgage, seeking housing assistance, or engaging in other housing-related activities. The act was created on the principle that every American should have an equal opportunity to seek a place to live, without being afraid of discrimination due to factors outside their control such as race, color, national origin, religion, sex, familial status, or disability. Staff will evaluate the existing land uses intended to address the FHHA as well as State Code sections 10-9a-516 and 10-9a-502 and suggest improvements as necessary

Key Recommendations

- Consider establishing new specific use types, and applicable standards, for uses not directly addressed by the current LDC.

Improve & Tailor Development Standards

Setting a high bar for development aesthetics and quality is important for Taylorsville to continue to grow the City's economy and set it apart from other Utah communities. Projects such as Summit Vista Retirement Community are viewed as positive models of attractive site and building design that set Taylorsville apart from other communities in the region. However, this project and many other high-quality developments have been achieved through negotiated tools such as Site-Specific Development (SSD) rather than required by baseline development regulations.

Maintaining the high level of development quality in Taylorsville should be a focus of the new LDC. This project provides an opportunity to take a fresh look at the City's approach to design, focusing more on establishing unified standards for the entire City. Unified standards could help reduce repetition and bulk in the document and could simplify administration.

Taylorsville can also use this LDC Update project to build on successful projects like Summit Vista to create stronger standards that set a new model for high-quality development in the region. The new LDC should raise the bar by setting clear, objective minimum standards, but not make code-based development overly complicated or cost-prohibitive. Standards should address site design—how buildings relate to their site and surrounding development—and should incorporate flexibility to address unique sites and circumstances and to encourage innovation and creative design.

While many strong standards exist in the current development regulations, we note several opportunities to improve existing standards. The following sections discuss the major issues that surfaced during the kickoff meetings and staff's analysis.

Clarify Organization, Purpose, and Applicability of the Development Standards

The standards addressing development quality are scattered throughout the LDC. For example, the design standards for commercial, office, hospital, industrial, transit corridor, and multi-family development are located in Chapter 13.23, while most general development quality standards are located in Chapters 13.24: *Parking, Access and Circulation Requirements*; 13.25: *Landscaping Standards*; 13.27: *Grading and Excavating*; and 13.28: *Fencing/Retaining Walls*. Some zoning districts also have distinct design and development quality standards found in Section 13.23.220. Additionally, there are some development standards in Title 14: *Highways, Sidewalks, and Public Places*, that should be relocated to Title 13. For example, Section 14.36.060 includes maximum driveway width standards; the same standards are also included in Section 13.21.030. To avoid duplication and potential inconsistency, development standards currently located outside of Title 13 will be reviewed and relocated as necessary.

Chapter 37 of the LDC is a separate stand-alone document that includes design standards for nonresidential projects. This document employs a different layout, format, and presentation of material that should be folded into the main body of the LDC and reformatted to fit the overall format and structure of the LDC. This document includes several standards that are mandatory, using "shall" or "must" language. There are also several standards that use more permissive words such as "should" and "encouraged." The LDC Update project is an opportunity for staff and stakeholders to determine if standards that are currently encouraged should be mandatory, and vice versa.

We recommend that all development standards be consolidated into a new Chapter 4.0: *Development Standards*, and that clear purpose statements be included under each section heading to provide a reminder for what each set of standards is intended to achieve and how it advances the goals and objectives of the City. Standards related to landscaping, buffering, and screening from the LDC would be located in a single landscaping, buffering, and screening section; standards related to parking would be located in a single parking section, and so forth. Ultimately, the updated and consolidated development standards should follow a similar structure as the rest of the LDC, with a consistent page layout and numbering system. Some of the photos used in the current design standards are high quality and reflect the intended results of the standards and should be carried forward; however, several are in need of an update. Additionally, standards from adopted SSD zoning districts will be reviewed for material that could potentially translate into standards for broader citywide application.

Key Recommendations

- Consolidate development standards into a new Chapter 5.0: *Development Standards*, in the LDC.
- Identify development regulations located outside of Title 13 that should be relocated to the LDC.
- Include a clear purpose statement for each development standard element.

Generally, Focus on Infill and Redevelopment

Taylorsville is mostly built-out, yet the current regulations focus on traditional suburban development patterns and do not adequately encourage or support infill or redevelopment of existing properties. The current regulations also do not anticipate a transition to more urban style development as Taylorsville continues to grow and redevelop.

Because most of the development opportunity in Taylorsville will come in the way of infill or redevelopment, the new LDC should be calibrated accordingly. Infill and redevelopment parcels can often present specific challenges ranging from environmental cleanup to compatibility with surrounding properties. For redevelopment parcels in particular, many current development standards were adopted long after the original development of the property and complying with those requirements can act as a deterrent due to lack of physical land area or financial burdens. Vacant or underused lots can be overlooked when a quick read of the development regulations renders the investment infeasible. Taylorsville must take advantage of potential infill sites by capitalizing on existing infrastructure, and improving public transportation system, and the stable neighborhoods throughout the City. As we draft the new LDC, we will focus generally on opportunities to reduce barriers to infill and redevelopment. Particular areas of focus will include:

- **Dimensional requirements.** Minimum setbacks and lot areas and maximum height standards can discourage redevelopment or infill on a vacant lot. For example, requiring a 25-foot minimum front yard setback on both street frontages on a small corner lot in the CC zoning district may render the parcel unusable.
- **Development standards.** For particularly challenging infill lots, both residential and commercial, every inch of the site matters. Once requirements such as parking, loading, and landscaping standards have been met, many infill sites have difficulty making a project “pencil out.” One way to help make a development more financially feasible is to reduce minimum parking requirements, where possible, without harm to surrounding neighborhoods.
- **Flexibility.** The broad range of Taylorsville’s existing development patterns prohibits the application of a one-size-fits-all approach to infill and redevelopment. The new LDC should allow flexibility to meet unusual circumstances and encourage creativity. We recommend using menus of alternatives where possible and allowing the property owner options in how compliance with

the standards is achieved. Although site-specific challenges cannot be eliminated altogether, well-drafted regulations can remove layers of complexity from development of context-sensitive areas.

Key Recommendations

- Review dimensional and development standards to ensure they accommodate infill and redevelopment projects.
- Introduce additional flexibility by adding optional approaches and menus wherever possible.

Update Lot and Building Standards

Generally, lot and building standards should be located in a stand-alone section of the development standards Chapter. The City should consider the following changes to the lot and building standards:

Simplify Density Controls

The current LDC, depending on the zoning district, can require compliance with height requirements, maximum density, minimum setbacks, and minimum lot width and depth. Each of these standards individually is intended to establish maximum density controls and to control the building footprint. When taken collectively, these controls are overly complex and redundant and often times trip over each other. The City should consider eliminating density controls (either citywide or for some districts), since the size and scale of the building and its position on the lot is already covered by required landscape and buffering requirements, setbacks, maximum building height, and minimum parking requirements. The City should also consider using clear building envelope and lot development standards (setbacks, height limits, lot coverage, parking maximums, etc.) that regulate development form and scale in a predictable way to allow more flexibility and creative design in the market. It is especially difficult to visualize dwelling units per acre (density), making it ineffective in predicting “how big” something may be. In addition, there is often a disconnect between permitted heights, development standards, and density maximums, resulting in increased requests for SSDs, waivers, and other negotiated processes. This would be a shift from current thinking in Taylorsville and will be discussed with staff, stakeholders, and policy-makers.

Key Recommendations

- Simplify density controls to remove artificial barriers to efficient and cost-effective development.
- Consider replacing density metrics with clear building envelope and lot development standards.

Consider Flexible Alternatives

The City expressed a desire to incorporate flexibility where needed to meet unusual site conditions or circumstances, or to consider creative alternatives when presented. Staff and stakeholders expressed frustration regarding the current “one-size-fits-all” standards and lack of flexibility to allow for creative design. Many projects in Taylorsville are sought through the SSD tool because the base standards simply do not offer enough flexibility. Objective standards that address key elements of site design are good for both the community and the developer. With clearly defined standards in the LDC, the time spent interpreting or negotiating those standards would be minimized.

Integrate Menus, Options, and Other Types of Alternative Development Standards

Menus and optional approaches throughout the development standards (e.g., “pick three of these five approaches”) will allow the City and applicants to meet the intent of the code yet adapt each project to unique situations—say redevelopment, infill, changes of use, challenging site conditions, or for concepts

not anticipated by the community. For example, an applicant may have a menu of options to satisfy a buffering requirement between two uses (e.g., a solid masonry wall, dense vegetation, or a combination of both). Alternatives could be drafted within each applicable development standards section (e.g., landscaping, parking, lighting, etc.) where alternatives would be necessary to achieve the desired quality.

Consider Alternative Equivalent Compliance

Many communities allow for “alternative equivalent compliance” for development proposals that meet the intent of the standards but for one reason or another cannot meet the strict letter of the law. These are not variances or waivers from standards, but rather alternatives approaches deemed acceptable by the City because they offer greater benefit in exchange for accommodating unusual circumstances. If a proposed concept meets the intent and results in a similar level of community benefit, then allowing alternatives to the standards administratively is a flexible approach to being business-friendly without compromising character. For example, a reduction in the count, configuration, or location of required landscaping materials may be allowed when alternatives are justified by site or development conditions. Such a procedure should include additional criteria to ensure the development achieves the City’s goals to the same or better degree with the alternatives.

Key Recommendations

- Consider flexible alternative standards within specific development standards sections (e.g., landscaping, parking, lighting, etc.).
- Consider establishing an Alternative Equivalent Compliance procedure.

Improve Other Specific Development Standards

Parking/Loading Requirements

The current vehicle parking standards are located in Chapter 13.24 and include minimum parking requirements for specific use types. The City should consider the following updates:

- **Evaluate minimum parking ratios.** Consider the parking standards of surrounding jurisdictions and national best practices and propose adjustments where necessary. For example, Taylorsville currently requires that retail uses provide a minimum of five parking spaces per 1,000 square feet of floor area, which is more than typically required in other communities. A minimum parking ratio of four spaces per 1,000 square feet of floor area is more common. Establishing appropriate parking ratios is not necessarily scientific but should be locally tailored while considering other communities and referring to published standards such as the Institute of Traffic Engineers, Urban Land Institute, the International Council of Shopping Centers, the American Association of State Highway and Transportation Officials, the American Planning Association, or other acceptable source of parking demand data. This will require coordination and discussion with staff, stakeholders, and policy-makers.
- **Establish maximum parking standards.** Chapter 37: *Design Standards*, includes the following statement, “Developments will not be allowed to be ‘over parked’ without justification and approval from the Planning Commission.” We recommend establishing a maximum parking standard in the LDC that prevents multifamily and other nonresidential developments from providing more parking than necessary. Maximum parking standards can be tailored to address specific land uses or a general standard could be established (e.g., a maximum of 125 percent of the minimum required). For example, if a project has a minimum 100 vehicle parking space requirement, the project could not provide more than 125 parking spaces. Additional flexibility

could be provided through parking alternatives (next bullet) and the minor modification tool discussed later in this report.

- **Strengthen alternatives for parking standards.** Many communities offer options for minimum parking requirement reductions. Taylorsville's LDC already allows for some adjustments (e.g., retail businesses and shopping centers over 80,000 square feet can receive a parking reduction from the Planning Commission); however, additional options may be considered (e.g., crediting on-street parking, minimum/maximum parking based on an approved parking study, reductions for proximity to transit services, etc.). The current design standards encourage employers to provide employees with access to multi-modal transit systems (i.e. eco passes, etc. for bus and light rail) in order to decrease the need for parking and transit trips to the development site. This type of standard can be incentivized and awarded in the LDC.
- **Modernize off-street loading requirements.** The current off-street loading requirements can also be updated. Many communities reduce the number of loading berths required to reflect modern trends of more frequent deliveries of goods by smaller vehicles. For example, the current standards require one loading berth for commercial or industrial uses 10,000 square feet or larger. It is uncommon to require a loading berth for a restaurant use. The City should consider relaxing these standards to reflect current market trends.
- **Enhance and coordinate parking area design.** Where parking lots are required, they should be designed to be attractive and safe. While the current design standards already require parking lots to be landscaped within the interior as well as around the perimeter, those standards can be enhanced and coordinated with other site design features (such as pedestrian accessways and required streetscaping). In addition, pedestrian walkways should be provided within the parking area and from the adjacent roadway/sidewalk through the parking area to the building entrance to encourage pedestrian activity and for safety.

Grading & Drainage Standards

Grading and drainage standards are primarily found in Chapter 13.27. The City should consider integrating low-impact development standards into the LDC, such as requiring development to use natural site features to drain and treat water instead of piped infrastructure whenever possible. Additional considerations should be made regarding additional engineering testing and studies that may be required to allow alternative drainage treatment on a site (e.g., soil testing, compaction tests).

Landscaping Standards

Landscaping is an important element of Taylorsville's character and identity and it is important to maintain high-quality landscaped areas in the City. The following improvements should be considered during the LDC update:

- **Establish more flexible landscaping standards.** Having very rigid development standards often leads to frustration for both the developer and the City; however, new flexible tools can be introduced to allow creativity without sacrificing development quality. Effective tools may include providing a menu of options to achieve compliance and allowing one landscape treatment to satisfy multiple requirements where overlap exists. Increased flexibility is especially important for small sites and infill or redevelopment sites. For example, a parking lot landscape requirement may overlap with a buffer requirement along a property line.
- **Consider enhanced buffering standards.** Buffering standards play an important role in preserving privacy and quiet enjoyment of property. Staff and stakeholders understand the importance of ensuring sufficient edge buffer standards for transitions between low-intensity residential and nonresidential and/or higher-intensity residential uses. The current development regulations require perimeter screening and landscaping around parking lots, which may

indirectly provide a buffer; however, we recommend that clear and specific buffering requirements be established (even if no parking is provided) to help minimize any potentially negative impacts caused by a more intense use.

- **Incorporate sustainable landscape practices.** This project presents the opportunity to implement more sustainable landscape management principles including water conservation practices, using landscape and green infrastructure to treat stormwater, and strategic landscape placement to increase energy conservation (e.g., tree placement on the site to maximize shading of structures in the warmer summer months). The LDC should integrate and coordinate as many of these principles as possible with other site development standards to maximize site efficiency and sustainability. These standards could be implemented by providing developers with menus of options to provide flexibility in how they can achieve compliance.

Building & Site Design

The existing building stock in Taylorsville, especially newer construction, is generally high-quality. This is due to careful planning, a dedicated staff and community leaders, and developer initiative. The following updates should be considered as part of this project:

- **Consolidate site and building design standards.** The majority of the site and building design standards in Taylorsville are found in Chapter 37 of the LDC; however, this is a separate document that is not included in the main body of the LDC. These standards should be integrated into the LDC and coordinated with other development standards to ensure consistency and user-friendliness.
- **Consider neighborhood transition standards.** The LDC currently requires an 8-foot masonry wall when multifamily or non-residential uses abut single-family zone districts or uses, but more comprehensive neighborhood protection standards should be introduced that address building scale and form when larger or more intense land uses abut single-family neighborhoods. These standards might include building setback requirements (reduced height closer to the property line), modified height limits, or other standards to help provide a smooth transition from low-density residential neighborhoods to larger or more intense uses.
- **Consider parking location requirements.** The location of parking relative to the street should also be considered. We recommend establishing objective standards for how much parking (if any) may be located in front of the building in certain mixed-use and pedestrian-oriented areas. The standard should vary based on the type and location of development and based on the placetypes identified in the Taylorsville General Plan. For example, in mixed-use centers at least 70 percent of required parking might be required behind or to the sides of a building to bring the building closer to the street and create a more pedestrian-friendly environment. When parking is strategically located on a site to reduce its presence from the street, measures should be taken to ensure sufficient signage and wayfinding is available for motorists to know where parking is available. It is also important to balance parking location requirements with area context to ensure that suburban-style development served primarily by vehicles are not resulting in less desirable inward faced buildings that “turn their back to the street.”

Access & Connectivity

The Taylorsville General Plan emphasizes walkability and improved circulation. Promoting alternate forms of transportation, including walking, biking, and transit will be increasingly important to help reduce pressure on the automobile transportation network.

Some existing regulations address access, circulation, and connectivity, but they are minimal and could be strengthened. For example, the design standards manual requires pedestrian circulation improvements

(e.g., planters with sidewalks connecting the building to the perimeter street), however, these standards could be enhanced to address area context and scale of development.

The new LDC should include a distinct section addressing access, circulation, and connectivity, including standards for how multiple buildings will include circulation standards for both automobiles and pedestrians through streets, alleys, pathways, and sidewalks between buildings. These standards should be tailored to specific zoning district standards in order to balance the context of development. Where appropriate, these standards may be applied on a district-wide basis. For example, enhanced bicycle and pedestrian facilities may be required in pedestrian-oriented mixed-use zoning districts, and optional in areas dominated by vehicle use.

Key Recommendations

- Evaluate minimum parking ratios and adjust where necessary.
- Establish maximum parking standards.
- Strengthen alternative parking options.
- Modernize off-street loading requirements.
- Enhance and coordinate parking area design.
- Establish more flexible landscaping standards.
- Consider enhanced buffering standards.
- Consider integrating sustainable landscape standards to reduce water usage and site efficiency.
- Consolidate site and building design standards.
- Strengthen neighborhood transition standards where appropriate.
- Consider parking location requirements in pedestrian-oriented areas.
- Strengthen access and circulation standards for non-vehicle modes and consolidate them in one section.

Update Sign Regulations

Remove Content-Based Regulation

Nearly every community in the nation has had to evaluate their sign regulations in light of the 2015 U.S. Supreme Court case of *Reed v. Town of Gilbert*. The focus of the sign regulation update is to ensure consistency with federal law regarding the First Amendment to the U.S. Constitution, but other updates may be considered as needed to address sign design and allowances (height, number, area, location, etc.) and overall organization and administration.

Rev. Reed challenged the Town of Gilbert's sign regulations, which required that signs for temporary events be small and remain in place for only a short period of time. The Supreme Court agreed with Rev. Reed: The adoption of different size, height, number and other regulations for certain types of signs violate the "content-neutrality" rule.

Although the Reed decision involved temporary non-commercial signs, the text of the decision is not limited to that topic, and many commentators have suggested that later court decisions will apply the same principle to permanent and commercial signs. The City Attorney's Office should consider whether updates should be made to permanent and commercial signs in the event the Reed holding applies to those signs (and not just temporary signs). Some commentators have suggested that the Reed holding will eventually make it illegal to distinguish between on-site and off-site (billboard) signs, but one Justice's concurring opinion stated that is not the intent. Accordingly, staff does not recommend removing the on-site/off-site distinction from the City's sign controls.

The bullet points below identify the key recommended changes to Addison's sign regulations to comply with the Reed v Gilbert decision in light of the assumptions above.

- All references to sign types that include or imply a particular message (for example, impound signs, gasoline signs, no trespassing signs, real estate signs, etc.) will be removed and replaced with general sign controls regulating the time, place, and manner of messaging.
- Eliminate the multi-tenant sign type and consider allowing larger buildings and properties in more intense zoning districts to qualify for a larger sign. Additional projecting signs and under-canopy signs can still be permitted on a per-tenant basis.
- Review and modernize the temporary sign standards to align with Reed v Gilbert and to address challenges with code enforcement.

Improve Other Sign Regulations

The organization, user-friendliness, and clarity of the current sign regulations could be improved. The following are specific areas identified by staff that could be improved:

- Clarify what a "primary" and "secondary" wall is with regard to wall sign regulations. The current LDC allows larger wall signs on the "primary" wall façade; however, there has been confusion in the past with how this is defined (e.g., is it the façade facing the public street, facing the parking, etc.).
- Coordinate freestanding sign placement standards with Clearview requirements and other site planning elements.

Key Recommendations

- Remove references to sign types that include or imply a particular message.
- Remove references to "multi-tenant signs."
- Review and modernize the temporary sign standards to align with Reed v Gilbert and to address challenges with code enforcement.
- Clarify wall sign standard with regard to "primary" and "secondary" wall facades.
- Coordinate freestanding sign placement standards with Clearview requirements and other site planning elements.

Simplify the Development Review Procedures

Land use regulations should clearly describe the procedures by which applications for development projects are accepted, considered, and acted upon by local officials. Well-written regulations make it easy for staff, the development community, and elected officials to know exactly what is required for approval of applications and help ensure consistent administration over time.

This is an area of the project that was heavily discussed during the project kickoff meetings, and so a summary of some of the key issues we heard about frequently is below. Some of the comments in terms of procedures generally included:

- The organization of the ordinances is challenging; it can be difficult to find information and what applies to a particular property.
- There often is not a clear understanding of what procedures may be required for a particular project.

- The ambiguities in the LDC and in how the procedures are administered creates extra challenges for predictability and thus projecting financing.
- Stakeholders would like to see delegation of minor approvals to staff where appropriate.
- A high level of detail is required in early submissions for many projects, resulting in applicants having to spend time and money early to prepare technical plans and studies to support applications for which they have little certainty will be approved.
- Timelines for review applications are not always consistent.
- A lack of clear and objective review criteria introduces the risk of inconsistent, unpredictable, and negotiated approvals.

The following sections first provide a brief overview of the current Taylorsville procedures for development review. Subsequent sections then offer recommendations for revisions (both large and small) to address some of the issues identified above.

Overview of Current Procedures

The table below summarizes the types of development applications in Taylorsville and the various levels of review and approval required for each.

R = Review and Recommendation D = Decision A = Appeal ✓ = required * = Public Hearing Required										
Procedure		Public Notice			Pre-Application Meeting	Review and Decision-Making Bodies				
		Published	Mailed	Posted		Director	Planning Commission	City Council	Mayor	Hearing Officer
Development Permits and Procedures										
Site Plan Review	Preliminary				✓	R/D	D [1]			A
	Final					D				A
	Amendment				✓	D				A
	Modified				✓	R/D	D [1]			A
Grading & Excavating Permit										A
Conditional Use Permit Review, Administrative			✓		✓	R/D	D [1]			A
Conditional Use Permit Review, Non-Administrative	Preliminary	✓	✓		✓	R	D*			A [2]
	Final					D				
Animal Permit Review			✓			R/D	D [1]			A
Sign Permit Review						D				A
Temporary Sign Permit Review						D				
Temporary Use Permit Review						D				A
Certificate of Nonconforming Use						D				
Expansion or Alteration of Nonconforming Structure or Use						R	D			
Certificate of Zoning Compliance						D				A
Reasonable Accommodation [3]						R	D			A [4]

R = Review and Recommendation		D = Decision		A = Appeal		✓ = required	* = Public Hearing Required			
Procedure		Public Notice			Pre-Application Meeting	Review and Decision-Making Bodies				
		Published	Mailed	Posted		Director	Planning Commission	City Council	Mayor	Hearing Officer
Subdivision Procedures										
Plat Review	Preliminary		✓		✓	R	R/D*		D [5]	
	Final				✓	R	R/D [6]		D [5]	
Condominium Plat Review			✓		✓	R	D*			
Condominium Conversion			✓		✓	R	D*			
Plat Amendment [7]		[6]	✓		✓	R	R/D*		D [5]	
Plat Vacation [7]		[6]	✓		✓	R	R*	D*		
Street or Alley Vacation/Alteration		✓	✓				R*		D [5]	
Lot Line Adjustment			✓		✓	D				
Condominium Plat Review			✓		✓	R	D*			
Plan and Ordinance Amendments										
General Plan Amendment		✓	✓		✓	R	R*	D*		
Zoning Map Amendment		✓	✓		✓	R	R*	D*		
Zoning Text Amendment		✓	✓		✓	R	R*	D*		
Rezoning to SSD District		✓	✓		✓	R	R*	D*		
Flexibility and Relief Procedures										
Variance					✓	R				D
Administrative Appeal						R				D

NOTES:

- [1] Planning Commission review required if indicated by a specific section of the LDC or if referred up by the Director.
- [2] The appeal authority may also remand the appeal to the Planning Commission for further consideration.
- [3] There are not explicit noticing requirements for Reasonable Accommodations; however, it is customary practice to provide a mailed notice for Planning Commission hearings.
- [4] The LDC currently designates the Board of Adjustment as the appeal authority; however, appeals generally are heard by the Hearing Officer.
- [5] Section 13.03.030(A)(3)(b) includes recommendations from the Planning Commission to the Mayor. This is not current practice.
- [6] The Planning Commission may delegate final review authority to the Director.
- [7] If a proposed amendment involves the vacation, alteration, amendment, or closure of a street, the city shall publish the notice once a week for four (4) consecutive weeks before the hearing in a newspaper of general circulation; and mail notice to each affected entity.

Improve the Organization and Clarity of the Review Procedures

Consolidate and Standardize the Procedures

Procedures for considering various types of development applications are scattered throughout multiple locations in the current LDC and written with a varied level of detail. Procedures are not only separated between subdivision and zoning, but also are dispersed throughout the zoning regulations. Such an

arrangement makes the code longer, with unnecessary duplication of provisions addressing the same or similar steps and requirements. Such duplication also burdens the City staff with the need to be careful that when amending a step or requirement in one review procedure, it must consider making the same amendment to the same step or requirement in other review procedures; otherwise, the review procedures will end up inconsistent again. The new LDC should consolidate all procedures in one chapter in a consistent format.

Establish Common Review Procedures

The current regulations are silent on many key stages of the application process – for example, who is authorized to submit an application for development, and the process for determining whether an application is complete. There also is some duplication of some procedural information.

Modern development codes typically consolidate standard review procedures that apply to multiple procedures. In doing so, the development codes are shorter and avoid unnecessary duplication and potential inconsistency. We recommend establishing a section for common review procedures that addresses the following procedural elements at a minimum:

- **Pre-application consultation.** Designate appropriate staff for each type of application and bring to light any potential concerns that may be relevant based on the applicant's request (e.g., infrastructure challenges, environmental concerns, etc.).
- **Application submittal and acceptance.** Establish procedure for reviewing and accepting applications, as well as timelines for when applications expire. Clarify when a project is vested or entitled pursuant to State Statutes.
- **Staff review and action.** Identify the procedures for reviewing applications, provide for interdepartmental coordination, commenting on applications, and preparing recommendations and investigative reports when applicable.
- **Public hearing scheduling and notice.** Identify the types of public hearings and the noticing requirements (e.g., published, posted, mailed, website).
- **Decision-making review and action.** Establish the general procedures for public hearings on development decisions, including public hearings.
- **Post-decision actions and limitations.** Describe how decisions are posted or presented to applicants and the public, and whether decisions expire. This should also include details on extending expirations or amending previous approvals.

During the drafting phase of the new LDC, the common review procedures may be expanded on depending on how much related information is presented with each application type.

One specific aspect of the existing procedures was mentioned often in the kick-off meetings - the pre-application meeting process. We heard that this process seems to be working well and is well-organized and helpful. The meetings are intended to provide helpful information early in the process. The City has established and posted pre-application meeting guidelines on the City's website. These meetings are currently not required, but staff "may request the applicant to attend a development review meeting." We recommend that this step be required for more complex application types so the potential applicant can gain an understanding of the City's processes, discuss the property in question, and understand potential issues in order to keep applicants moving forward on the most efficient timeline.

Create an Administrative Manual

The current regulations contain information that is either technical in nature or otherwise not necessary to carry forward into the updated LDC. Examples include application submittal requirements, site plan content requirements, and allowed landscape species lists. Such information should live outside the LDC in an

administrative manual, guidebook, or dedicated webpage on the City's website. During the drafting process, staff will maintain a separate document including content from the current LDC that should be considered for relocation. This will make the LDC shorter and more user-friendly, while also allowing staff to update the technical and administrative content over time without requiring a formal code amendment by City Council. Other information typically considered for relocation to an administrative manual includes:

- Required fees and/or fees-in-lieu;
- Technical engineering standards (e.g., best management practices for erosion control, or asphalt thickness standards); and
- Plat templates.

Key Recommendations

- Consolidate and standardize the organization, format, and level of detail of the review procedures.
- Establish common review procedures.
- Establish an Administrative Manual to house supporting materials outside the LDC.

Clarify Review and Decision-Making Criteria

Increasingly in Utah and around the country, elected officials opt to delegate greater decision-making authority to their professional staff. The elected officials set clear, objective standards through an initial legislative review and adoption, and then rely on professional staff to apply those standards fairly and effectively. If an applicant disagrees with a staff decision, they are able to file an appeal to the Hearing Officer. Unlike rezoning decisions or conditional use permit reviews, which inherently involve policy issues and subjective determinations, development plan review generally involves yes-or-no determinations of whether a plan meets objective standards, especially for smaller projects. The more objective the standards, the greater the opportunity for staff-level review. This allows elected and appointed officials to focus on big-picture planning issues and other community affairs. It also provides for an expedited review process and more predictability, since staff reviews typically do not require a public hearing.

The current LDC includes several development standards that allow the City Engineer or the Community Development Director the authority to waive or modify a specific standard. While the intent is to delegate authority to professional staff, the absence of clear and objective review and decision-making criteria for authorizing such waivers or modifications may result in inconsistent decision-making. This project should eliminate all discretionary decisions and make the development standards clear. Where a waiver or modification is necessary, there should be clear and objective review criteria to support such decision.

Key Recommendations

- Eliminate discretionary decisions where possible.
- Ensure development standards have clear and objective review and decision-making criteria to avoid inconsistent application of standards.

Evaluate the Site-Specific Development (SSD) Process

Overview of SSDs in Taylorsville

Some applications for development in Taylorsville turn to the Site-Specific Development (SSD) process rather than attempting to work within the existing zone district regulations and development standards. The underlying concept is that if a developer is given greater leeway and flexibility to design a project and

mix uses, communities will benefit from more creative development and from a higher level of amenities and community benefits, such as open space, than would otherwise be required. The theory is sound, yet this process has been used even for relatively straightforward projects that seek to circumvent density limitations or other design elements required in the LDC. An overreliance on the SSD process suggests that the underlying regulations are not adequately addressing local market demands and creates practical difficulties for all parties:

- Negotiation inherent in creating an SSD causes a loss of predictability, which lengthens approval times and increases carrying costs.
- Neighbors cannot rely on existing zoning standards for protection and have little certainty about the unpredictable potential impacts of each new SSD, making each new project a potential battle.
- Planning staff must devote substantial time to not only negotiating the SSD up front, but in trying to administer each SSD once it is adopted, making enforcement and compliance difficult. SSDs often result in substantial administrative burdens for local staff down the road.

One of the original rationales for allowing developers to use SSDs was the promise of significant community benefits, such as additional open space, in exchange for greater flexibility. We recommend that the City pursue a two-pronged approach toward reforming the role of SSDs. First, improve the development regulations generally in order to minimize the need for new SSDs in the future. Second, because there will still be a need for new SSDs in certain situations, the procedure for establishing a new SSD should be evaluated to help simplify and improve efficiency. Reducing reliance on the SSD procedure means the City Council would not be negotiating development standards on as many projects. Rather, the new LDC will be developed to be responsive to public input upfront. The following sections discuss these recommended new steps.

Improve the Regulations Generally to Reduce the Need for SSDs

The development regulations should not only accommodate, but also encourage, innovative and creative projects that respond to the Taylorsville General Plan and other area plans, rather than restricting such projects and thus requiring applicants to negotiate. This report recommends many approaches to help accomplish this goal, a few are summarized below:

- **Authorize minor adjustments to certain standards, like setbacks.** This would reduce the need to use SSDs to tailor specific development regulations. (This is discussed under “Establish Process to Allow Minor Modifications”).
- **Update and modernize the current lineup of zone districts and use tables.** This will help accommodate more straightforward ordinance-based development. For example, by creating mixed-use zone districts that allow a mix of residential and commercial development by right, developers are less likely to need the SSD process to combine such uses. (This is discussed under “Fine-Tune the Zoning Districts” and “Reorganize & Strengthen Use Regulations”).
- **Clearly articulate the level of quality that the City expects to see in all new development.** This is more effective than negotiating over quality issues as part of each SSD application. The City should provide clear and objective standards in the LDC that anticipate the issues and concerns that Taylorsville is currently negotiating on a case-by-case basis, and that are tailored to specific areas. The LDC should specify that the general development standards are baseline requirements that apply to each SSD unless specific alternatives are approved through the SSD process.

Even though the new LDC should be designed to lessen the frequency of SSD applications, an SSD process is still needed for unusual or large projects that require added flexibility unavailable in the base zoning districts and procedures. To accommodate such projects, the SSD procedure (current Chapter 13.19) should

be revised and carried forward. The following summarize particular areas of focus to improve the SSD procedure in Taylorsville.

Establish a Two-Step SSD Process

Communities vary in their approach to negotiated development project approvals. Some communities include a two-step process (preliminary and final approval) while others have a three-step process (conceptual, preliminary, and final approval). Taylorsville's SSD approval process does not immediately identify a progression of approvals. The current regulations (Section 13.19(E)) only refer to the submittal of a general development plan reflecting broad details of the development proposal; however, there is no mention of a concept, preliminary, or final review of such a plan. We recommend a clearer process be established in the new LDC to clarify the SSD review process, as summarized below.

1. Step 1: Preliminary SSD Plan

The general purpose of a preliminary plan is to evaluate and discuss basic concepts, including whether the development is in "substantial conformance" with the general plan and other adopted plans and policies. In addition, the preliminary plan is the opportunity to reach general agreement on uses, number of units, general access alignments, and other factors. The stated outcome of the preliminary plan process is an identification of issues and concerns the applicant must address to ultimately receive final plan approval. Typically, the preliminary plan stage is reviewed by the Planning Commission; however, the City Council could also review the proposal and provide input.

It is important to ensure that the preliminary plan process not require too much detail too early in the process. All communities struggle with where best to draw the line between early and later versions of a complex development application. It is not uncommon to see thresholds change over time as local officials and planners learn lessons and adapt. City officials and staff should discuss and identify the essential project attributes that are key to understanding a project's overall impacts. As a starting point, we recommend the following:

- What currently exists on the site?
- What land uses are proposed? Where would they be located, and how big would they be?
- Why could this project not be built using the base zoning districts? What additional flexibility is needed?
- What public benefits will be provided? (Open space, street improvements, trails, etc.)
- How will people access and move around the site—by car, by bicycle, and on foot?
- How will water, sewer, and other utilities be provided?
- What is the timing of the development and will it occur in stages?
- Does this project comply with the Taylorsville General Plan and applicable area plans?

After the criteria are established for preliminary plan review, the application requirements should be revised to reflect those criteria. Any items not essential to understanding these key project attributes should be deferred to the site plan review stage. The following is an example of what the preliminary SSD plan submittals list might look like:

- Existing conditions map (existing vegetation, natural watercourses, natural features, etc.).
- Proposed land uses (including residential densities and nonresidential intensities).
- Proposed building locations, building heights, and vehicular use areas.
- Conceptual access and circulation plan (vehicular, pedestrian, trails).
- Conceptual phasing plan.

- Conceptual utility plan.
- Public benefits to be provided, including any open space to be protected.
- Statement of general and area plan conformance.

These would be prepared at a “bubble plan” level of illustration. The actual application submittal list would not be in the LDC but in a separate administrative manual, along with specific technical specifications for each submittal (e.g., the requirement for drawings to be to scale). Ultimately, all submittal requirements for the preliminary plan and final stages should be located in a separate administrative manual. Doing so will allow the submittal requirements to be refined over time by simply updating the manual, not by making formal changes to the LDC.

2. **Step 2: Final SSD Plan Approval**

After the preliminary plan is reviewed and approved by the Planning Commission and/or City Council, the next step is having the applicant revise the plan to reflect Planning Commission and/or City Council comments and conditions. At the final review stage, the City Council considers the final SSD plan/plat together with the proposed development standards package (zone text amendment) and the zone map amendment. The City Council would be the final decision-making body. We recommend this two-step process be more clearly outlined in the LDC to provide predictability and to ensure an overall efficient review process.

Establish Process for Minor and Major Amendments

The current LDC does not establish a uniform procedure for making minor or major amendments to an SSD zone. Currently, an applicant proposing a minor amendment to an existing SSD would require City Council approval following staff review and recommendation by the Planning Commission, unless a different procedure was established in the SSD text amendment allowing modifications. This is not unusual, but increasingly communities draw the lines between minor amendments that can be approved administratively (such as amendments to setbacks), and major amendments that require compliance with the full rezoning or SSD process (such as changes to land use or intensity).

For example, the City could establish a 10 percent maximum zoning adjustment for lot dimensional standards which can be approved administratively – eliminating the need to seek the discretion of the Planning Commission or City Council. These administrative zoning amendments would require solid evaluation and approval criteria so that the tool is used consistently and judiciously. This same concept could also be considered more broadly for amendments to other application types.

Key Recommendations

- Formalize a two-step SSD review process (preliminary and final approval).
- Reaffirm the essential project characteristics to consider at preliminary SSD plan.
- Revise application submittal requirements.
- Establish clear thresholds and procedures for minor and major SSD amendment requests.

Reevaluate the Conditional Use Review Process

Some applications for land use and/or development in Taylorsville require review and approval of a conditional use permit. Conditional uses are land uses which, due to their unique characteristics or potential impact upon the municipality, surrounding neighbors, or adjacent land uses, may be compatible only if certain conditions are imposed to mitigate the reasonably anticipated detrimental effects of the proposed use. Conditional uses may be allowed, allowed with conditions, or denied based upon an analysis of the proposed use’s location, design, configuration and special impact.

Taylorsville has a two-tiered approach to conditional use review where one is completed administratively (e.g., the Director reviews and is the final decision-maker) and the second is nonadministrative (e.g., the Planning Commission reviews and is the final decision-maker). The LDC currently allows the Director to determine if it is in the best interest of the City and its residents to conduct a public hearing at a Planning Commission meeting, where the approving authority would be the Planning Commission. The LDC should be more objective in delineating when it is appropriate for the Director to refer applications to the Planning Commission.

There are a substantial number of conditional use permit requests each year. In 2019 staff received 59 conditional use permit applications, in 2020 staff received 69 applications. A majority of these applications are reviewed and approved administratively and do not warrant additional conditions that would not otherwise be required in the general standards of the LDC. We recommend that the use permissions be evaluated in each zoning district to allow more uses by right, subject to specific standards, and rely less on the conditional use permit review process.

Additionally, Section 10-9a-507 of the Utah Municipal Code requires that a “land use authority shall approve a conditional use if reasonable conditions are imposed, or can be imposed, to mitigate the reasonably anticipated detrimental effects of the proposed use in accordance with applicable standards.” In other words, it is very difficult to deny a conditional use request. In most cases, any detrimental impacts created by a land use can be anticipated and addressed generally in the LDC and not require a case-by-case review.

Key Recommendations

- Establish more objective criteria to delineate when it is appropriate for the Director to refer applications to the Planning Commission.
- Evaluate use permissions to allow more uses by right, subject to specific standards, to minimize reliance on the conditional use permit review process.

Establish Process to Allow Minor Modifications

Nearly every development application requests some flexibility or relief from rigid one-size-fits-all standards. From a procedural perspective, the issue can result from not having the appropriate tools that give the final decision-maker authority to extend limited relief from specific standards in targeted circumstances.

Many communities use a Minor Modification procedure to authorize the final decision-maker the authority to approve minor deviations (usually about 10-20 percent) from certain dimensional or development standards based on specific criteria. Examples of standards that are often subject to minor modifications include: lot width and lot coverage; building setbacks; fence and screening height; and the number or size of required parking spaces. If adopted in Taylorsville, this new minor modification procedure would be available citywide to provide relief where strict application of the standards would otherwise create unnecessary difficulties. Such a procedure could identify standards that are commonly adjusted in Taylorsville and would prevent having to file a request for a variance, waiver, or negotiated development approval. Criteria for adjustments should be clearly stated, should not undermine the intent of the underlying regulations, and should not impose greater impacts on surrounding properties than strict compliance with the LDC would.

Key Recommendations

- Establish a Minor Modification procedure to allow approval of minor deviations, based on clear criteria.

Rethink the Site Plan Procedure

The current site plan procedure is in Chapter 13.33 of the LDC. The Economic and Community Development Director has authority to approve a site plan or approve it with conditions. The applicant can appeal a site plan decision to the Hearing Officer. There are no specific approval criteria; rather the site plan must “comply with all the requirements of this code and other applicable ordinances, codes, or standards.” The Director may also approve minor amendments to an approved site plan; however, clearer distinctions should be made between minor and major amendments similar to what is proposed related to amendments to SSDs.

According to applicants, a challenge with the current process is the lack of predictability about when a site plan may be required to go before the Planning Commission. Other issues include an ambiguous applicability statement and lack of tailored procedures for larger projects versus smaller ones. There are opportunities in the LDC Update project to clarify the procedure’s purpose, applicability, and to streamline the procedures to allow for a more predictable and transparent process. In addition, several recent development proposals considered by the City fall under the SSD development process, which requires Planning Commission and City Council approval. This report recommends moving to a code that shifts the majority of development proposals from using the SSD zoning tool to using the base zoning districts. This means more development proposals would fall under the site plan review procedure (approved by the Director) and not the SSD review procedure (recommendation by the Planning Commission and approval by the City Council).

Clarify the Applicability of Site Plan Review

The applicability of the current site plan procedure in Section 13.32.020 is confusing. The text states that site plans are required for the following:

- All proposed new development except for one- and two-family residential dwellings;
- Modified site plan review shall be required as hereafter described for all changes in existing structures or sites, except for one- and two-family residential dwellings; and
- Issuance of a conditional use permit, where required.

The first two bullets are limited to nonresidential and multi-family buildings, and the subsequent bullets are not so limited and appear to apply to any type of structure. Thus, the text as written requires site plan review for most changes to single-family residential structures where a conditional use permit is required. The site plan review process is not actually being used as extensively in practice in Taylorsville as is authorized in this text; thus, the applicability statement should be rewritten to more clearly define the exact projects subject to site plan review.

Distinguish Major versus Minor Site Plans

As noted, site plans are decided by the Director, but also may be forwarded on to the Planning Commission for a decision following a public hearing. However, there are few indicators whether a specific project will go before the Planning Commission and require a public hearing process.

If the City desires to maintain this distinction, the LDC should be more discrete in establishing clear thresholds that the Director can consider when determining if a site plan should be referred to the Planning Commission. These thresholds could be related to the project’s size, nature, location, or some other feature that requires a public hearing. For initial discussion purposes, other communities have found the following thresholds to be effective:

- Minor site plans
 - Fewer than ten dwelling units
 - Less than 20,000 square feet nonresidential

- For mixed-use, fewer than ten dwelling units and less than 20,000 square feet nonresidential
- Major site plans
 - Ten or more dwelling units
 - 20,000 square feet or larger nonresidential
 - For mixed-use, ten or more dwelling units and 20,000 or more square feet nonresidential

These thresholds could be further refined based on location (e.g., certain zoning districts, within neighborhood planning areas, other sensitive locations, and/or infill and redevelopment parcels). It is important to note that development compatibility and performance issues should primarily be resolved through the Conditional Use Permit procedure (requiring Planning Commission review) and linked to the site planning process.

Remove Site Plan Submittal Requirements

There is a lengthy list of site plan submittal requirements throughout the LDC. Much of this material should be removed from the code and placed in an administrative manual. It appears to be one-size-fits-all, in that it requires the same information for all applications regardless of the nature or size of the proposed project. If major and minor site plan procedures are introduced, a more streamlined set of submittals could be developed for minor site plans.

Key Recommendations

- Establish new clear thresholds to guide site plan referrals to the Planning Commission, based on size and scale of activity (not just the type of use).
- Relocate site plan submittal requirements to an administrative manual outside the LDC.

Create a More User-Friendly Code

Beyond the substantive issues discussed in the other sections of this report, several have said they find the regulations cumbersome and difficult to understand and use. Issues include an unclear organization, redundant information, and lack of graphics. Piecemeal amendments over time have made it hard to find key information. It appears from our discussions that the lack of a well-organized, user-friendly LDC has impeded effective communication (both internally between departments and also externally between City officials and the public), and perhaps has unnecessarily complicated the overall development review process. The new LDC should make it easy for users to find the information they are looking for and should provide cross-references to related material where appropriate.

These challenges are not unusual. Many communities find that, as zoning rules are modified and updated over time, they become increasingly complicated and more difficult to navigate and understand. The recommendations below are intended to make the LDC more user-friendly, which should help improve the efficiency of the review process and overall effectiveness of the LDC.

Establish a Clear Organization

The LDC should be updated and consolidated in a more organized, user-friendly manner. Similar information should be grouped to reduce repetition. The proposed new organization of the LDC is discussed in detail in the Annotated Outline at the end of this report.

Key Recommendations

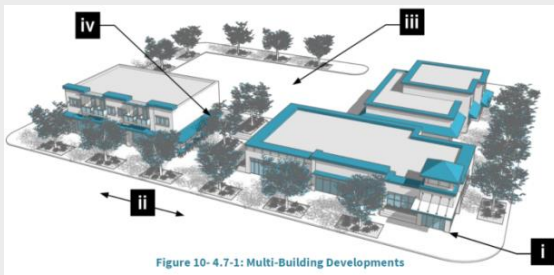
- Reorganize the LDC as proposed in the Annotated Outline at the end of this report.

Add Illustrations and Other Graphics

Illustrations, flowcharts, and tables should be used frequently throughout the new LDC to explain standards and to summarize detailed information. Sample graphics from other codes are shown on the following page. They are included here to illustrate a small range of possible formats. Each community is unique in how they choose to illustrate a code (heavy detail versus light detail, color versus black-and-white, etc.). Staff will coordinate during the drafting process to select a style that works best for Taylorsville.

Key Recommendations

- Include illustrations and other graphics (summary tables, flowcharts, etc.) throughout new LDC.



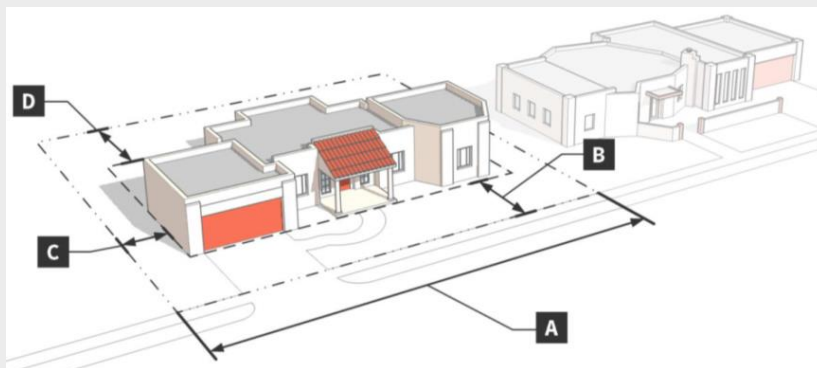
(b) Building Locations in Multi-Building Developments

Multi-building developments with three or more buildings shall be arranged and grouped using one or more of the following techniques:

- (i) Frame the corner of an adjacent street intersection or entry point to the development; or
- (ii) On sites of 15 acres or more, frame and enclose a “main street” pedestrian and/or vehicle access corridor within the development; or
- (iii) Frame and enclose parking areas on at least two sides; or
- (iv) Frame and enclose outdoor dining and/or outdoor gathering spaces between buildings.

This diagram depicts building orientation standards for multi-building developments. The labels (i) through (iv) help illustrate specific standards in the code related to addressing street frontages, pedestrian and vehicle access, parking location, and outdoor dining/gathering space.

This illustration shows the desired scale and character of a mixed-use downtown zoning district.



Lot Standards

A	Width (minimum)	145 feet
	Area (minimum)	35,000 sq. ft.
	Density (maximum for new subdivisions) [1]	1 du/acre
Setbacks (minimum)		
B	Front	40 feet
C	Side	20 feet
D	Rear	40 feet
Height		
	Building height	See 2.24.E
Impervious Coverage (maximum)		
	Building coverage	15 percent
	Total coverage	40 percent

This graphic illustrates some of the basic dimensional requirements for a single-family zoning district. Labels (A) through (D) correlate to a dimensional table that identifies setbacks, height, and lot requirements.

Graphics like these help users identify which sign types are permitted. This graphic can also be customized to identify specific sign standards, such as area, height, placement, etc.



Improve the Page Layout

The LDC is only available via an online platform (American Legal). While it is common for communities to contract with an online publishing service, the constraints of the online platform can sometimes make it difficult to identify how a specific provision fits in with the overall document hierarchy. These platforms often overly simplify formatting and may also degrade graphic quality.

In addition to an online version of the code, most planning offices also retain an editable and formatted digital version, usually as a Microsoft Word or PDF file. Taylorsville currently relies solely on the online version, which poses challenges with printing, image resolution, and formatting. The formatted digital version allows for enhanced formatting and presents information in a more user-friendly format, enhancing the reader's ability to understand the context for specific provisions. The online platform can also take several months to reflect adopted ordinances. The Word/PDF version also allows staff to keep an internal record of any proposed edits and revisions to the document.

The new LDC will feature a new document layout with dynamic headers (that automatically update) showing section references for that page, footers, page numbers, and illustrations with captions.

Key Recommendations

Establish a more attractive and user-friendly page format with:

- Dynamic headers, showing article, section, and subsection on each page;
- Consistent formatting and location of tables and graphics;
- Clear and prominent hierarchy of heading titles (using color and/or bold fonts); and
- Consistent indentation and nested text.

Define Key Terms and Use Clear Language

The use of clear and precise language is just as important as document organization and format. All text should be reviewed and rewritten as necessary to provide greater clarity. When carrying forward any language, staff will identify and remove "legalese" and replace jargon with plain language. Language that is subjective or that creates uncertainty is not user-friendly and requires staff, decision makers, developers, and community members to interpret the meaning of the term, which may result in conflicting opinions. Common terms that create these issues are "character" and "compatible."

Definitions deserve special focus. Currently, definitions are in multiple locations in Taylorsville regulations and in some cases, terms are defined differently between city departments. For example, the "development" definition used by the Planning Department differs from that used by the Engineering Department, which could create conflicts with how projects are permitted. In the new LDC, all key terms should be defined, while inconsistent or obsolete definitions should be removed. Definitions for terms limited by state or federal law should also be reconciled (e.g., housing for disabled persons, school facilities, manufactured housing, etc.), to ensure they do not conflict with state or federal regulation. Regulations should be relocated outside of definitions into the main body of the LDC.

Generally, the LDC should provide greater certainty by avoiding the use of purely subjective language, disconnected from any measurable criteria. The new LDC, and particularly the new development standards, should use clear, objective language, that presents a win-win opportunity for both the community and developers. It is important to note that increased flexibility can also be achieved through clear and objective development standards. For example, the City can establish both a minimum and a maximum off-street parking requirement, allowing the developer to decide how many parking spaces will be provided. Projects with age-restricted dwelling units may be allowed to reduce the minimum number of parking spaces required by a fixed percentage. Clearly stating the City's standards up-front can save time and money, as

expectations are set in the beginning of the development process and the need for lengthy negotiations regarding design standards is removed.

In addition, there are many current examples of duplication and internal inconsistency. One example is with residential and commercial buffering, which is described differently in Section 13.28.050 and Section 13.23.070. Conflicting provisions should be reconciled by consolidating all related standards into one part of the LDC and crafting just one definition.

Key Recommendations

- Consolidate, expand, and update all definitions.
- Rewrite the LDC with clear and simple language. Remove duplication and resolve inconsistencies.
- Rewrite standards to eliminate vague, subjective language.

Annotated Outline

This part of the report provides an overview of what the proposed structure and general content of a new LDC for Taylorsville might look like if the recommendations from this report were implemented. This outline is intended as a starting point for further discussion.

An improved and efficient organization will consolidate like information, minimize (but not eliminate) cross-referencing, and make it relatively easy for users to find needed answers.

Chapter 1.0 – General Provisions

This chapter will consolidate materials related to the authority, purpose, and applicability of the LDC.

Title

Official name of and references to the LDC.

Authority

Applicable sections of Utah law granting the City the authority to regulate the use, division, and development of land.

Purpose

The general intent of the LDC, with and links to important policy direction and planning documents (such as the Taylorsville General Plan).

Applicability

Establishes that all development and redevelopment in the City must comply with the LDC unless explicitly exempted elsewhere in the LDC or by state or federal law.

Relationship to Other Regulations

In the case of a conflict between the LDC and other City regulations, or conflicts internally within the LDC, the strictest of the provisions shall govern, with potential exceptions to that rule such as overlay districts.

Relationship to Private Covenants and Conditions

In the case of a conflict between the LDC and the provisions of a private restrictive covenant, the provisions of the LDC shall apply. The City has no obligations to enforce private restrictive covenants.

Transition from Previous Ordinances

Explains how the City will transition from the provisions of the current development regulations and to this new LDC. Any complete application filed before the date of the new LDC shall be governed by the provisions of the previous ordinances. Incomplete applications pending on the effective date, and applications filed after the effective date, will be governed by the new LDC. Violations of the previous LDC will continue unless the structure or activity that gave rise to the violation is legal under the new LDC. **NOTE:** *The transition language can alternatively be included in the adoption resolution, rather than the ordinance itself.*

Nonconformities

Description of and authority to continue for nonconforming situations including nonconforming lots, uses, structures, signs, and site features (landscaping, parking, lighting). Site features are not currently addressed by the LDC, and the nonconforming site features should be drafted in concert with the applicability thresholds for when major redevelopment projects would trigger compliance with those site features. The current nonconformities standards in Chapter 13.02 should be reorganized for clarity.

Enforcement

Enforcement, violations, penalties, and remedies as they relate to the LDC.

Severability

If any portion of the LDC is declared invalid by the courts, the remainder shall remain valid and in effect.

Chapter 2.0 – Zoning Districts

The zoning districts chapter establishes the base zoning districts, overlay districts, and special use districts (SSD) and describes how the districts relate to one another.

Districts Established

Summarizes the lineup of zoning districts, according to earlier recommendations for consolidation, elimination, and creation of new districts. A table will be incorporated similar to the example provided earlier in this assessment.

Residential Districts

Zoning district information for all residential districts, including for each district a purpose statement, a summary table for applicable dimensional standards (height, setbacks, lot area requirements, etc.), and any standards that are applicable to that specific district. We recommend including graphics that illustrate the dimensional standards for each district. Some communities also supplement their zoning districts with conceptual graphics or photographs depicting typical development in each district.

Mixed-Use Districts

Zoning district information for all mixed-use districts. For each district: purpose, summary of dimensions, district-specific standards, and graphics.

Nonresidential Districts

Zoning district information for all nonresidential districts. For each district: purpose, summary of dimensions, district-specific standards, and graphics.

Other Zoning Districts

Zoning information for all special purpose districts, such as the airport and planned development districts.

Overlay Districts

Purpose and applicability of overlay districts and how they are administered, such as the historic resources overlay district.

Dimensional Standards and Exceptions

Summary tables of dimensional standards for all zoning districts, including:

- Lot standards (e.g., minimum lot area, maximum impervious coverage)
- Setbacks (e.g., minimum yard requirements, build-to requirements)
- Building standards (e.g., minimum and maximum height)

Following the dimensional standards tables, a list of exceptions and encroachments will be included, as well as references to the residential design standards. This will describe what types of structures, building elements, or site features are either exceptions from dimensional standards (such as uncovered porches), or may encroach into required areas (such as spires, chimneys, and bay windows).

Chapter 3.0 – Use Regulations

Table of Allowed Uses

All uses in Taylorsville’s base zoning districts will be organized into a single Table of Allowed Uses. The table will be reorganized by use categories as suggested earlier (beginning with residential uses through industrial/utility uses, followed by accessory and temporary uses). For each specific use type, the cells for each zoning district will be populated by some version of the following abbreviations:

- Blank cell – use is not permitted in that zoning district.
- P – use is permitted by right in that zoning district.
- C – use is allowed only with conditional use permit approval.
- A – use is allowed as an accessory use incidental to a primary use.
- T – use is allowed with approval of a temporary use permit.

The right-hand column of the table will include cross-references to any applicable use-specific standards for that use type. A portion of a use table from another community is shown below for reference.

Table 3.1

Table of Allowed Uses

P = permitted C = conditional use permit required A = accessory Blank Cell = use prohibited

	Residential								Non-Residential						Other			Use-Specific Standards	
	RS-70	RS-35	RS-18	RS-10	RS-6	RMH	RM-1	RM-2	RM-3	M1	M2	M3	CO	IN	L	CF	OS		OC
RESIDENTIAL																			
Household Living																			
Dwelling, Co-Housing							P	P	C	P								P	3.3.A(1)
Dwelling, Duplex							P	P	C	P	P							P	
Dwelling, Live/Work										P	C	P	C	C	C			P	3.3.A(2)
Dwelling, Multifamily							P	P	P	P	P	P	P	P	P			P	3.3.A(3)
Dwelling, Single-Family Attached							P	P	C	P	P		C		C			P	3.3.A(4)
Dwelling, Single-Family Detached	P	P	P	P	P	P	P	P	C	C								P	3.3.A(5)
Manufactured Home					P	P	C	C	C										3.3.A(6)
Group Living																			
Assisted Living Facility										P	P	P	P		P	P			
Dormitory							C	C	C	C	P	P	C						

An example from Sedona, Arizona, shows the residential portion of the Table of Allowed Uses. Cross-references to applicable use-specific standards are shown in the far-right column.

As staff reviews the current use table and use-specific standards, we may propose changes to the use permissions. For example, where the impacts of a current conditional use on surrounding properties can be mitigated through use-specific standards, or is a use suggested by the General Plan, that use may be recommended as a use-by-right.

Use-Specific Standards

This section will collect the current regulations throughout the Taylorsville LDC that apply to a particular use and will organize them in the order they appear in the Table of Allowed Uses. Other use-specific standards are currently scattered throughout the development regulations will be relocated into this section.

As part of the rewrite process we may suggest new use-specific standards, propose revisions to existing standards, and/or recommend removing or consolidating use standards where appropriate.

Accessory and Temporary Uses and Structures

This section will describe the standards for accessory uses (such as home occupations), accessory structures (such as detached garages), temporary uses (such as construction offices), and temporary structures (such as produce stands). Accessory uses will be shown in the table of allowed uses, likely marked with an "A," or at the end of the table in its own category of uses. Temporary uses will likely be included at the end of the allowed uses table marked with a "T." As with primary uses, use-specific standards will apply to accessory and temporary uses where necessary.

Chapter 4.0 – Development Standards

The development standards chapter will address the development quality standards for Taylorsville, organized generally from the “ground up.” The chapter will start with those standards related to preparing the site for development (e.g., grading and drainage), followed by standards for improving the site (e.g., access and circulation and landscaping), followed by building standards (e.g., design standards), and ending with site operations and maintenance standards (e.g., outdoor lighting and maintenance).

Grading and Drainage

This section includes the requirements for grading and drainage improvements to a development site. Many of these standards are technical in nature and may warrant relocation outside the LDC in a separate engineering manual.

Access, Connectivity, and Circulation

This section will include standards for internal circulation within a site, connections between development sites, and multiple modes of mobility to and throughout the site. This section will also include provisions for when and where sidewalks are required, and standards for private access and driveways. Streets and other right-of-way provisions will be addressed in the subdivision standards and cross-referenced in this section as appropriate. This section will carry forward some of the existing access standards currently located within the subdivision regulations.

Off-Street Parking and Loading

This section will consolidate the off-street parking and loading requirements. Most of the information in this section will be consolidated into a parking requirements table that matches the organization of the schedule of uses.

Landscaping, Buffering, and Screening

This section will include the standards for landscaping on a development site, required landscape buffers, and screening and fencing requirements.

Site and Building Design

This section will include any building design standards addressing architectural character or building form if such standards are necessary in certain contexts or zoning districts. This section will also integrate site and building design standards in Chapter 37.

Outdoor Lighting

This section will address the standards for exterior lighting, potentially expanding and improving the current standards. Standards will include the types of lighting allowed, the appropriate lighting levels, and standards for administering and enforcing the lighting standards. Modern lighting ordinances place an emphasis on consistent measurement of lighting levels and inclusion of newer technologies such as LED lighting where appropriate.

Chapter 5.0 – Subdivision Standards

This chapter will include the standards related to land divisions and land dedication within the City. The procedures for land division and subdivision approvals will be relocated to the consolidated review procedures in Chapter 6.

Lot and Block Layout

This section will prescribe the location and arrangement of lots and blocks for new subdivisions, expanding on the current standards in Chapter 13.21. These standards will be coordinated with revisions to the existing dimensional standards for base zoning districts.

Street Standards

This section will describe the design requirements for streets and rights-of-way in Taylorsville, mostly by providing a cross-reference to external manuals. This section will also address how private streets are regulated.

Public Improvements

This section will describe the types of public improvements required for new subdivisions and developments, and then specify the timing and agreements required for providing such improvements.

Chapter 6.0 – Administration and Procedures

This chapter should describe the review and approval procedures for all development applications. The procedures should be drafted to reflect the changes proposed earlier in this report. The new procedures will be clarified to include more clear criteria, to be more user-friendly, and to result in a more predictable process.

Review and Decision-Making Bodies

This section should describe, carry forward, and update the portions of Chapter 13.03, that describes each of the decision-making and review bodies in Taylorsville, their powers and duties, their membership, and any other requirements not covered by their bylaws.

Summary Table of Review Procedures

This section would include a new summary table of review procedures similar to the one provided earlier in this report. This approach provides the community (and staff) with a snapshot of the overall procedures in the City.

Common Review Procedures

This new section will identify and describe the procedures that apply to most development applications in Taylorsville. As recommended earlier in the report, common review procedures establish the procedures that apply to all (or most) development applications and thus avoid duplication and potential for inconsistencies as the LDC is updated.

Land Development Code Amendments

This section should describe the types of development applications that amend the LDC, policy documents, or the zoning map (such as rezonings, text amendments, or general plan updates). These procedures should refer back to applicable steps from the common review procedures and describe any modifications or additions to those procedures.

Development Permits and Approvals

This section should describe the types of applications associated with development in Taylorsville (such as site plans, conditional use review, or special permits). These procedures should refer back to applicable steps from the common review procedures and describe any modifications or additions to those procedures.

Subdivision Approvals

This section should describe the types of development applications associated with subdivisions, land divisions, or condominiumization. These procedures should refer back to applicable steps from the common review procedures and describe any modifications or additions to those procedures.

Flexibility and Relief Procedures

This section should describe the types of development applications associated with adjustments or otherwise providing relief from development standards in Taylorsville. This would include the recommended minor modification procedure, variances, and appeals. These procedures should refer back to applicable steps from the common review procedures and describe any modifications or additions to those procedures.

Chapter 7.0 – Rules of Construction and Definitions

The definitions chapter is drafted in pieces, growing longer with each installment of the draft LDC. For the first installment, we will include only the definitions used in and relevant to that installment. With the second installment, we will include the definitions from the first installment, and then add new definitions pertinent to the second installment, and so forth until a consolidated set of definitions is provided with the consolidated draft. This chapter will also include the basic rules of construction establishing the parameter for certain terms used throughout the LDC such as “he” or “she” and what is meant by the term “includes.” Also included is the basic rules for the computation of time and how to interpret conjunctions.