



MEMORANDUM

TO: Wayne Harper, Economic & Community Development Director
FROM: Jim Spung, AICP, Senior Planner
DATE: January 3, 2023
RE: **Taylorsville LDC – Installment 2: Zoning Districts and Uses**

This is Installment 2 of 3 of the Taylorsville Land Development Code (LDC) update project. Installment 2 includes the zoning district and use regulations in Taylorsville. The following bullets summarize the new LDC organization and when each chapter will be drafted:

- Chapter 13.01 - General Provisions [see Installment 1]
- **Chapter 13.02 - Zoning Districts [included in installment 2]**
- **Chapter 13.03 - Use Regulations [included in installment 2]**
- Chapter 13.04 - Development Standards [installment 3]
- Chapter 13.05 - Subdivisions Standards [installment 3]
- Chapter 13.06 - Administration and Procedures [see Installment 1]
- **Chapter 13.07 - Definitions [included in Installment 2, updated with each installment]**

The remainder of this memorandum highlights key changes proposed in Installment 2. This is a draft only; there will be several opportunities for public review and input related to this material before the formal adoption process begins (where several more opportunities for input will be provided).

General Comments

Footnotes, Cross-References, and Commentary

This draft includes numerous footnotes that highlight relocations, new or modified provisions, and that note other information that may clarify the content. Cross-references throughout are hyperlinked to other sections within the document for ease of reference. Since some articles have not yet been drafted, there are several placeholders “§ ---” that will be updated after all three Installments of the LDC have been drafted.

Each chapter (and some sections) begin with a shaded text commentary box drawing attention to the primary purpose of the chapter or section and the major changes from the current development regulations. These commentary boxes provide context for review and will be removed prior to final adoption.

Grammar and Minor Corrections

This draft includes several style, grammar, and formatting assumptions throughout the draft, such as consistent capitalization of key terms, and spelling out numbers one through nine (numerals for 10

and higher). Any spelling errors, typos, or grammatical errors from the current regulations were corrected in this draft LDC, often without footnote.

Separate Manuals

Throughout the current LDC, there are supporting, detailed materials that can be relocated to an appendix or other supporting document. These include administrative details (such as application submittal requirements); technical engineering standards (such as street design standards); and design guidelines (which are encouraged but not mandated). Many of these materials should be relocated to separate administrative, engineering, and design manuals. In such cases, staff did not carry forward those standards but rather saved them in separate “bin” document for further review and footnoted within the text of the LDC wherever such relocation recommendations were made. City staff is still discussing the appropriate format and content for those separate manuals.

Chapter 13.02: Zoning Districts

This chapter is based on the zoning district standards from the current LDC and introduces a revised lineup of zoning districts. Each district in this draft includes a purpose statement (most of which are new or revised), and a placeholder for a district illustration, and lot/building dimensional standards. Any regulations governing the use of land (permitted and conditional uses) have been relocated to Chapter 13.03: *Use Regulations*.

As indicated in the LDC Assessment Report, this draft proposes several updates to the current lineup of zoning districts to better align with and respond to the current and future needs of Taylorsville. Some existing districts are proposed to be consolidated, renamed, or eliminated. This draft also introduces three variations/flavors of multifamily and mixed-use zoning districts that accommodate small- medium- and large-scale development. These districts are intended to provide a wider variety of housing types in areas and at scales that are appropriate. This draft also includes a new community facilities zoning district (CF).

Purpose Statements, Graphics, and Summary Tables: The district purpose statements are drafted based on current language in the LDC, existing built conditions, and language in the General Plan. The supplemental graphics will help illustrate the general character of each district and demonstrate the basic dimensional standards (i.e., lot sizes, setbacks, height limits). In cases where zoning district consolidations resulted in inconsistent standards, staff generally opted for the more flexible or generous standard. Proposed changes to current standards are identified with footnotes throughout the document. All district dimensional standards will be revisited during the drafting of Installment 3: *Development Standards*.

Consolidate Similar Districts: Some districts were consolidated because they have similar standards and/or are intended for similar uses and development types. For example, Neighborhood Commercial (NC) and Limited Commercial (LC) are nonresidential districts with similar use permissions and dimensional standards.

Eliminate “Obsolete” Districts: Some districts were not carried forward because they have never been applied to the zoning map, such as Transit Corridor (TC). These districts are considered “obsolete” and are not proposed to be carried forward in the new LDC. Specific standards related to those districts may be carried forward as general standards or for some zoning districts, as appropriate.

Establish New Districts: This draft introduces five new districts, as noted in the table below, including a suite of multifamily and mixed-use districts, as well as a community facilities district.

Rename Districts: We suggested a new naming convention for each of the current zoning districts for consistency and to more intuitively reflect the intent of each district. For example, single-family residential districts all start with “SF” for “single-family” and mixed-use districts start with “MU” for “mixed-use.”

The table below summarizes how the current districts will transition to the proposed districts in the new LDC.

Summary Table of Proposed Zoning Districts

Current Zoning District	Proposed Zoning District
Residential Districts	
Residential R-1-40	SF-40 - Single-Family Residential
Residential R-1-30	SF-20 - Single-Family Residential
Residential R-1-20	
Residential R-1-15	SF-10 - Single-Family Residential
Residential R-1-10	
Residential R-1-8	SF-8 - Single-Family Residential
Residential R-1-7	SF-6 - Single-Family Residential
Residential R-1-6	
Residential R-1-5	SF-5 - Single-Family Residential
Residential R-2-10	RD - Residential Duplex
Residential R-2-8	
Residential Multi-family (RM-4)	
Residential Multi-family (RM-6)	RM-S - Residential Multifamily Small-Scale
Residential Multi-family (RM-8)	
Residential Multi-family (RM-10)	
Residential Multi-family (RM-12)	RM-M - Residential Multifamily Medium-Scale
Residential Multi-family (RM-16)	
--	RM-L - Residential Multifamily Large-Scale (NEW)
Residential Multi-family Senior (RM-S)	--
Manufactured Home (MH)	R-MH - Residential Manufactured Home
Mixed-Use Districts	
	MU-S - Mixed-Use Small-Scale (NEW)
Mixed-Use (MU)	MU-M - Mixed-Use Medium-Scale (NEW)
	MU-L - Mixed-Use Large-Scale (NEW)
Transit Corridor (TC)	--

Current Zoning District	Proposed Zoning District
Non-Residential Districts	
Neighborhood Commercial (NC)	CN - Commercial Neighborhood
Limited Commercial (LC)	
Community Commercial (CC)	CC - Commercial Corridor
Boulevard Commercial (BC)	
Regional Commercial (RC)	CR - Commercial Regional
Professional Office (PO)	EM-1 - Employment 1
Research and Development (RD)	EM-2 - Employment 2
Industrial (ID)	
Hospital (H)	--
Institutional Care (IC)	--
Other Districts	
--	CF - Community Facilities (NEW)
Open Space (OS)	OS - 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
Floodplain Overlay Zone	FPO - Floodplain Overlay
Drinking Water Source Protection Overlay Zone (DWSPZ)	DWO - Drinking Water Source Protection Overlay
Redwood Road Design District Overlay Zone	RDO - Redwood Road Design District Overlay
Mid-Valley Connector Design District Overlay Zone	MDO - Mid-Valley Connector Design District Overlay
City Center Design District Overlay Zone	CDO - City Center Design District Overlay
Bennion Point Design District Overlay Zone	BDO - Bennion Point Design District Overlay
5400 South/Bangerter Highway Commercial Design District Overlay Zone	WDO - West Point Design District Overlay

Housing Affordability: From 2005 to 2021, the median sales price of a new detached single-family home in Salt Lake County rose from \$240,384 to \$507,441 (a 111 percent increase). There is no debate that housing affordability has had a significant impact on those residing in Taylorsville. To aid in reducing the cost of housing, Taylorsville must increase both the supply and the diversity of housing types offered. One emerging best practice strategy employed across the U.S is re-introducing Missing Middle housing to residential and mixed-use areas that are close to services and employment.

The term “Missing Middle” housing includes a range of multi-unit or clustered housing types, compatible in scale with detached single-family homes, which help meet the growing demand for walkable urban living. These include single-family attached dwellings (townhouses), duplexes, triplexes, fourplexes, live/work units, and cottage developments. These housing types are considered compatible in scale and character with their neighbors and have historically existed on scattered sites in low-rise walkable neighborhoods all over the world. This range of housing is called “Missing Middle” because they provide additional housing options to fill the affordability gap between (1) expensive single-family homes and (2) large apartment developments. Examples can be found at: <https://missingmiddlehousing.com>.

Allowing house-sized duplexes, triplexes, and fourplexes in thoughtful locations can dramatically reduce the cost of land per dwelling unit, which can significantly reduce the housing costs. Allowing a wider variety of housing types 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. As an inclusive community with a General Plan that emphasizes both choice and equity, Taylorsville should embrace this concept.

This draft introduces Missing Middle housing types in some residential and mixed-use zoning districts, subject to specific design criteria. These concepts and standards are for discussion purposes, additional changes and revisions will be considered throughout the drafting and adoption process.

Residential Density: To help support a pedestrian- and transit-oriented environment in key areas, this draft will consider introducing minimum residential density requirements in the mixed-use zoning districts during the drafting of Installment 3. Research and literature suggest density plays a significant role in promoting walkability and transit use. The minimum densities proposed in this draft and future installments are based on research and literature from leading experts and have been tailored to respond to the desired scale and character of each mixed-use zoning district. Additionally, the Utah Legislature passed HB462 in the 2022 General Session, which also requires minimum residential densities in areas adjacent to fixed guideway transit stations (BRT and TRAX). To be eligible for Housing and Transit Reinvestment Zone (HTRZ) incentives, a minimum density of 40 dwelling units per acre is required in areas adjacent to Bus Rapid Transit (BRT) stations. While this density target may seem high for Taylorsville, it is relatively low compared to other cities across the nation where residential densities in two- and three-story neighborhoods can reach upwards of 75 dwelling units per acre.

Impervious Coverage: Taylorsville does not currently regulate impervious coverage standards for zoning districts; instead, impervious coverage is regulated indirectly through building setbacks and, for residential zones, maximum percentages of paved vehicle parking allowed. This draft and future installments may consider introducing impervious coverage maximums in two forms: building coverage and total lot coverage. These standards are intended to limit the area of a lot that can be covered with impervious surfaces (buildings, paving, etc.), to improve stormwater quality and to reduce the volume of water entering the City's stormwater infrastructure. Maximum building coverages may also help preserve neighborhood character by limiting large and potentially intrusive building footprints. These standards are included for discussion purposes and will be revisited and/or adjusted as appropriate.

Build-to Standards: In some mixed-use and commercial zoning districts, a “build-to-range” standard will be considered. Rather than a strict “build-to-line,” these standards provide added flexibility for building placement while still achieving the overall goal of creating a pedestrian-friendly environment. For example, a build-to-range of 10 to 15 feet allows buildings to be appropriately placed to accommodate outdoor dining areas, plazas, landscaping, or other amenities while providing flexibility

for addressing site constraints that may prohibit a building from being placed exactly on a build-to-line, such as utility boxes, easements, etc.

All proposed build-to requirements are to be measured from the current property line; however, the city may consider revising these build-to requirements to be measured from the proposed right-of-way line as defined in a Transportation Master Plan. For example, if a specific street cross-section and/or right-of-way width is defined in the Transportation Master Plan, then buildings would be placed according to the long-term plan to ensure consistency and to provide a mechanism for the city to implement the Transportation Master Plan (and street cross-sections) as properties redevelop.

Neighborhood Transition Standards: This draft largely carries forward current residential building height and setback standards aimed at ensuring development compatibility and neighborhood transitions; however, neighborhood transition standards could be improved to broaden their applicability. These regulations will be revisited during the drafting of Installment 3: *Development Standards*, so they better align with proposed revisions to landscaping, buffering, screening, fencing, and other site features.

Overlay Districts

The existing overlay districts have been carried forward from the current LDC; however, we anticipate several updates will be made to these sections in future drafts to simplify provisions and to reflect updated design and development standards. Below is a summary of items that may be considered moving forward.

Historic Resources Overlay. 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. This district was not carried forward. 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. 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. This section 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. 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. This 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 is working with Taylorsville-Bennion Improvement District and other entities to ensure the standards are up-to-date and reflect the current and future needs of the city. Much of the content in this overlay 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 Overlays. 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.

Chapter 13.03: Use Regulations

Beyond revisions to the lineup of zoning districts, analysis of the various land uses allowed within each district is equally important. This draft revisits the way Taylorsville 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.

Table of Uses

The proposed Table of Uses is based on the current lists of permitted uses in Title 13, with several proposed consolidations and additions and reflects the new and renamed zoning districts listed in Chapter 13.02: *Zoning Districts*.

The existing use tables in Title 13 use inconsistent terminology to describe similar uses, which required significant consolidation and renaming of uses. Staff noted most issues related to naming of uses in the related definitions which appears after the table.

Many specific existing uses are grouped into new, more general use categories. In some instances, various individual uses have been consolidated to eliminate listing specific examples of the type of use and focus instead on the impacts of that use. In the residential section, new uses are proposed to promote diversification of allowed housing types and expand where those housing types are permitted. Obsolete use designations have been eliminated.

Proposed changes to the levels of permission for certain uses are based on one or more factors:

- To be consistent with stakeholder comments, the themes described in the Assessment Report, and/or current planning trends;
- Use-specific standards allow for a more permissive level of approval with less discretion. In many cases, the city may not want to finalize the appropriate level of permission for a particular use until after reviewing the entire draft of the new LDC. For example, updated multifamily development standards may influence the zoning districts in which that use is allowed, and by what process.

Use types labeled (NEW) generally mean that they are not listed in the current ordinance. This does not, however, mean that the use is new to Taylorsville. For example, four categories of “retails sales” are “new” because it more clearly defines several previously listed uses.

A *Current Table of Uses* has also been included in the project materials for Installment 2 containing a consolidated list of uses and their respective levels of permission as they exist in the current LDC.

This supplemental table may serve as a helpful resource while reviewing this draft so one can compare current standards with proposed standards.

Each use in the Table now has a cross-reference which links to the definition and use-specific standards, where they exist. The cross-references facilitate greater ease of use and help to ensure that users don't miss extra standards and regulations that apply to a proposed use by not knowing to look elsewhere in the LDC to find such standards, or not knowing where to find them. Many of the use-specific standards are carried forward from the current LDC but have been revised significantly for clarity and consistency. Additionally, some new use-specific standards are included to ensure compatibility with surrounding uses and to protect the general health, safety, and welfare of the community. These standards, whether existing or new, are indicated as such in the footnotes. The use-specific standards generally follow the same organization and order as the table of allowed uses.

Cross-Reference to Use-Specific Standards

The Table of Uses includes a cross-reference in the far-right column if use-specific standards are applicable. Many of the use-specific standards are carried forward from the current ordinance but have been revised significantly for clarity and consistency. Additionally, some new use-specific standards are included to ensure compatibility with surrounding uses and to protect the general health, safety, and welfare of the community. These standards, whether existing or new, are indicated as such in the footnotes. The use-specific standards generally follow the same organization and order as the table of allowed uses.

The final sections of this chapter address accessory and temporary uses and structures. Several updates to these standards are proposed as footnoted in those sections.

As you review the Table of Uses and the use-specific standards, please consider the following:

- For a use that is shown as prohibited (blank cell), ask “why not in this zoning district?”
- For a use that is shown as prohibited (blank cell), ask “can a use-specific standard mitigate any concern, thus making it an acceptable use for that zoning district?”
- For uses shown as “C,” requiring conditional use permit approval, ask “should this use be allowed by right in this zoning district?”

Chapter 13.07: Definitions

This draft includes the definitions pertinent to the elements drafted to-date (Chapters 13.01; 13.02; 13.03; and 13.06). We will continue to build on these definitions as future drafts are released. Several of the definitions in this draft are new, but some were carried forward from the existing regulations and revised as footnoted.

Next Steps

Installment 2 will be distributed and reviewed by the LDC Update Advisory Committee, City officials, and the general public. Shortly after publication of this draft, city staff will lead a series of meetings to introduce this material, to solicit feedback, and to answer questions.

If you have any questions related to this project, please contact Jim Spung, Senior Planner, at jspung@taylorsvilleut.gov or 801-955-2092.