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COMMISSION ON HOUSING AFFORDABILITY

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**Meeting Minutes (Approved 09/11/2025)**

The meeting of the Commission of Housing Affordability was held Thursday, July 10, 2025 | 1:00 p.m. - 3:00 p.m. It was conducted from Committee room #445 in the Utah State Capitol Building and attendance was available onsite as well as via Zoom.

An audio recording of this meeting can be found at <https://www.utah.gov/pmn/files/1298583.m4a> The recording starting time for discussions are noted in the "Agenda item" column and identified by the [ ]. Materials covered at the meeting and referenced in these minutes can be found at <https://www.utah.gov/pmn/sitemap/notice/1004011.html>

**Senator Lincoln Fillmore and Representative Stephen Whyte co-chair this Commission**

Commissioners In Attendance:

Lincoln Fillmore, Raymond Ward, Stephen Whyte, Stephen Waldrup, Tricia Davis Winter, Beth Holbrook, David Damschen, Wayne Niederhauser, Matt Packard, Don Shelton, Danny Walz, Dan Adams, Travis Kyhl and Rachelle Custer

Commissioners Excused/Absent:

Abby Hunsaker, Christopher Gamvroulas, Michael Ostermiller,

Invited Participants and persons noted in the Minutes:

Representative Calvin Roberts, Representative Jill Koford, Lee Sands, Cameron Diehl, Jed Nilson, Lacey Richards and Elliot Lawrence

DWS Supporting Staff:

Janell Quiroz, Jennifer Edwards and Sarah Neilson

Agenda Item	Discussion	Motions/ Actions items
Agenda item 1	<p><u>Welcome and board member introductions:</u></p> <p>The Chairmen Senator Fillmore and Representative Whyte called the meeting to order at 1:02 pm.</p> <p>Representative Whyte asked the board members to introduce themselves and specify the organization that they represent.</p>	



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	<p>The board members went around the dais and introduced themselves and then the board members that had joined the meeting online introduced themselves. Two additional guests at the invitation of the Co-chairs sat at the dais; Representative Jill Koford and Representative Calvin Roberts.</p>	
Agenda item 2	<p><u>Public Comments:</u> Representative Whyte reported to the meeting that no public comment had been submitted prior to the meeting. He asked if anyone in the room or online would like to make a public comment. No comments were submitted in the room or online.</p>	
Agenda item 3	<p><u>Approval of Meeting Minutes for May 27, 2025:</u></p>	<p>Approval of the May meeting minutes was moved to the next meeting because the Commissioners were not given adequate time to review them.</p>
Agenda item 4 [4:19]	<p><u>Libertas, A review of a study of ADUs:</u> Chairman Whyte invited Lee Sands of Libertas to present to the commission. Mr. Sands' slides can be found at <a href="https://www.utah.gov/pmn/files/1302843.pdf">https://www.utah.gov/pmn/files/1302843.pdf</a> Lee Sands is the Local Government Policy Analyst at the Libertas Institute. He was invited to share insights and recommendations on housing solutions that can be policy driven and not funding/subsidy driven. The focus of his presentation was reporting on studies of ADUs around the state. Mr. Sands spoke about removing government barriers and allowing local (land owner) control where possible. He shared examples of municipalities that have more lenient and some that have more strict ADU policies. The commissioners asked:</p> <ul style="list-style-type: none"><li>● If we had a model ADU ordinance for cities to use/adapt, in what way could we incentivize cities to adopt/utilize?</li><li>● Is there a recommended approach the state</li></ul>	



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	<p>should take from a policy perspective?</p> <ul style="list-style-type: none"><li>● Did the studies give any indication of how much an ADU can affect the price of the property?</li><li>● Are ADUs part of the moderate income housing plan?</li><li>● Does the inconsistency in ordinances from city to city really impact the individual?</li><li>● How do we keep a model ordinance from being too heavy handed and could it be more of a knowledge sharing opportunity for cities to determine how it could work for them? The discussion on this was that there are a lot of things that should solely be at the city or owner's discretion. An example ordinance from the state could focus on borrowable language around a few core universal suggestions like a "gold standard" that has been granularly fleshed out, example - fire egress language.</li><li>● Do we have a sense of how many illegal ADUs are in use? (Illegal meaning constructed without permits or city approval.)</li><li>● Would it be prudent or possible to minimize the amount or type of ordinances a city could have around ADUs to only those that protect from clear-cut injury?</li></ul>	
Agenda item 5 [37:46]	<p><u>ULCT Update:</u></p> <p>The Chairman invited Cameron Diehl, executive Director of the Utah League of Cities and Towns to give an update. Mr. Diehl thanked Mr. Sands for the good work and collaboration his team has been doing in conjunction with the League on ADU's and added a few comments on the different ways cities have been prioritizing ADU regulations. Mr Diehl then gave a recap and update on the effects of HB462 stating that there are now 44 station-area plans that have been certified. He explained the steps to be certified and added there are 40 more in the process of certification that should be certified by end</p>	



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	<p>of year. These plans include about 49,000 housing units. Next Mr. Diehl addressed SB174 from two years ago. He gave a quick summary of the objectives of the bill and reported that every modern income housing plan city (all cities above 5,000) is in compliance and have made the required updates to their ordinances.</p> <p>The last subject Mr. Diehl spoke about, was a new survey in conjunction with the State Strategic Housing Plan going out to the members of the League that would help to build out the data set around infrastructure needs as well as lot size/ home size.</p> <p>The Commission asked about the Modular construction bill that had been passed, they wanted to know if anything movement had come from that bill - are they being approved and where are they going? Mr. Diehl gave a quick summary of HB 168 from two years ago - that it created a standard approval and regulatory process around modular construction. Mr. Diehl gave a few examples of unique projects in the works around the state currently utilizing this legislative action namely a project in Parawan where the developer will own the land on which modular homes are being placed, and a project in Draper where Ivory is building a multifamily modular construction.</p> <p>Mr. Diehl gave updated numbers on the amount of mixed land use (residential with commercial) centers that have been identified for further development; that number for the Wasatch Front, Utah Valley and Wasatch Back areas is 394 (up from the 221 previously reported).</p> <p>The Commission asked if Mr. Diehl had been hearing from the League's members about the utilization of the First Home Investment Zone (FHIZ). Mr. Diehl gave a review of the legislation around FHIZ and then updated that commission on utilization around the state. He stated that</p>	
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	<p>in Housing and transit reinvestment zones (HTRZ) without the legislation they estimated about 16,000 units would have been produced and with the legislation currently 42,000 units are being contemplated. Moving on to FHIZ projects with a non transit center Mr. Diehl explained that the original legislation needed to be reworded with some fixes to definitions and calculations in order for cities to utilize it and so it was unusable for the first year and the wording was reworked and passed legislation this year. Now that the bill is usable, cities have started to look at and figure out how to utilize it - the city of Herriman is a front runner in working on a FHIZ. Mr. Diehl added that a HOPS is a little different from a FHIZ and that Ogden and Layton are both looking at developing a HOPS</p>	
<p>Agenda item 6 [57:40]</p>	<p><u>Nilson Homes:</u> Chairman Whyte invited Jed Nilson and Lacey Richards of Nilson Homes Land Development to present to the commission. Their presentation slides can be found at <a href="https://www.utah.gov/pmn/files/1319713.pdf">https://www.utah.gov/pmn/files/1319713.pdf</a> Mr. Nilson explained that his presentation would share the approach his team took with Weber County and ideas for policy that could be adaptable around the state. Mr. Nilson gave some personal historical information about home designs from previous generations, his first home and model homes he used to sell a few decades ago. He explained that his company decided to try to replicate the previous generations' starter homes. He talked about working with cities around Weber County to utilize small areas of new subdivisions to place smaller lot starter homes. Some key points about making the small lot starter homes as viable and city friendly as possible was to have fencing and HOA maintained landscaping in place. The finishes match the larger homes in the subdivision to give a seamless look and feel. Mr. Nilson shared the home layouts for the starter homes and talked about owner occupied deed restrictions to ensure that homes aren't</p>	



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	<p>bought up by hedge funds and turned into rentals. He explained that part of the conversation with Weber County was a desire to encourage Weber county residents to buy these homes, so a priority list was created for the first 2 weeks of the sale to go to active-duty military, first responders, teachers and first time homebuyers. Nilson homes has waiting lists for their starter homes and the project has been a success. The take-aways from this is an example of builders and municipalities collaborating to determine what the concerns are and how to overcome them. Mr. Nilson said that he has changed his opinion about development by right and he's realized how critical it is to get local input on each development. In terms of policy ideas, Mr. Nilson said that a big struggle for builders is overcoming the 2 car garage ordinances, as well as lot size and home size requirements in place in many cities. Mr. Nilson explained the value engineering involved in keeping the lot prices down to meet the starter home price point. He explained that the undeveloped open spaces that are created by clustering when a development is created could be used for starter homes.</p> <p>The commissioners asked about increasing the price of the starter homes to reduce the waiting list and Mr. Nilson explained that the prices are set and part of the agreement with the county - the base price has to be below \$400k and the total has to be below \$450k (there are escalation clauses in place to account for material cost changes).</p> <p>The commissioners asked how local jurisdictions could incentivize other builders to be more collaborative and take on these types of projects with a cooperative and holistic approach. Ms. Richards suggested that having cities look around at small vacant pieces of land, remnant parcels, perhaps left after a road project or unused government buildings like closed schools and to see those with new eyes; a small 2 acre piece of land could be 10-15 starter homes. She said that providing cities a framework to utilize similar to the contract between Nilson Homes</p>	
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	<p>and Weber County with outlined price points and development guidelines like deed restrictions and fencing/landscaping to ensure that the homes add to and benefit the communities.</p> <p>The commission also asked if, after squeezing in the extra starter homes, there was still open space in the subdivisions and if so how was that working. Ms. Richards explained that in the example the original plan had a 13 acre park which only a portion was planned for development and they were able to keep the developed part of the park (the playground and pickle ball court etc.) and then use a part of the undeveloped open space for some of the starter homes. Additionally she explained that the county worked with them to allow for 1 car garages in the starter homes to allow for smaller lots.</p>	
Agenda item 7 [1:25:51]	<p>Annual Open and Public Meetings Act Review and Conflict Disclosure Update.</p> <p>The Chair invited Elliot Lawrence, DWS Legal Counsel, to present the annual training on OPMA and conflict disclosures.</p>	
Agenda item 8 [1:39:03]	<p>Other Business and Adjourn</p> <ul style="list-style-type: none"><li>• Commissioner Damschen addressed the commission to talk about the Utah Homes Investment Program and its use for First-time Homebuyers and Condominiums. He shared the conundrum of having a limited amount of time to maximize the land use before unused monies have to be returned and the need to find durable funding for these types of projects. Mr. Damschen also shared an overview on the bill signed into law by President Trump in relation to affordable housing which included an increase in LIHTC and PAB.</li><li>• Co-Chair representative Whyte informed the Commission that he would be leaving the CHA and moving to other assignments and he introduced Representative Calvin Roberts as his assigned</li></ul>	<p>Motion to adjourn made by Senator Fillmore and seconded by Mayor Matt Packard.</p>



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	<p>replacement.</p> <ul style="list-style-type: none"><li>• Representative Calvin Roberts was invited by the Co-chairs to introduce himself.</li><li>• The meeting was adjourned at 2:51 p.m.</li></ul>	
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**Meeting minutes submitted by Janell Quiroz**

**Meeting minutes approved on 09/11/2025**





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**Commission on Housing Affordability Board Membership**

State Code 35A-8-22

Name	Representation per Statute
Co-chair Senator Lincoln Fillmore	One senator appointed by the President of the Senate
Co-chair Representative Stephen Whyte	Two representatives appointed by the Speaker of the House of Representatives
Representative Raymond Ward	Two representatives appointed by the Speaker of the House of Representatives
Stephen Waldrip	The executive director of the DWS or the executive director's designee
Tricia Davis Winter	The director of the division
Abby Hunsaker	The executive director of the Governor's Office of Economic Opportunity or the executive director's designee
Beth Holbrook	The president of the Utah Transit Authority or the president's designee
David Damschen	The chair of the board of trustees of the Utah Housing Corporation or the chair's designee
Wayne Niederhauser	The state homelessness coordinator appointed under Section 63J-4-202 or the state homelessness coordinator's designee
Christopher Gamvroulas	One individual representing the land development community with experience and expertise in affordable, subsidized multi-family development, recommended by the Utah Homebuilders Association
Michael Ostermiller	One individual representing the real estate industry, recommended by the Utah Association of Realtors
Vacant - in process	One individual representing the banking industry, recommended by the Utah Bankers Association
Vacant - in process	One individual representing public housing authorities, recommended by the director of the division
Matt Packard	Two individuals representing municipal government, recommended by the Utah League of Cities and Towns
Don Shelton	Two individuals representing municipal government, recommended by the



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	Utah League of Cities and Towns
Danny Walz	Appointed by the Governor: one individual representing redevelopment agencies and community reinvestment agencies, recommended by the Utah Redevelopment Association
Vacant - in process	Appointed by the Governor: representing county government, recommended by the Utah Association of Counties, one individual from a county of the first class
Rachelle Custer	Appointed by the Governor: representing county government, recommended by the Utah Association of Counties, one individual from a county of the third, fourth, fifth, or sixth class
Dan Adams	Appointed by the Governor: Default: one individual representing a nonprofit organization that addresses issues related to housing affordability
Travis Kyhl	Appointed by the Governor: one individual with expertise on housing affordability issues in rural communities
Vacant - in process	Appointed by the Governor: one individual representing the Salt Lake Chamber, recommended by the Salt Lake Chamber

### Meetings and Information

All meetings for the Commission on Housing Affordability (CHA) will be posted to the Public Notice Website. To receive meeting notifications, please subscribe by following these steps:

1. Click this link or type it into your browser  
<https://www.utah.gov/pm/sitemap/publicbody/6423.html>
2. Scroll down to "Subscribe by Email"
3. Enter your information and click "Subscribe".

2025 CHA meetings are open to the public and can be attended live in the Utah State Capitol, committee room #445 (unless otherwise noted) and via ZOOM. The meetings are currently scheduled for the following dates and times:

- May 27, 1-3 pm (Senate building, room #210) | Zoom Link: <https://utah-gov.zoom.us/j/87333033241>
- July 10, 1-3 pm (Capitol building, rm #445) | Zoom Link: <https://utah-gov.zoom.us/j/87333033241>
- Sept. 11, 1-3 pm (Capitol building, rm #445) | Zoom Link: <https://utah-gov.zoom.us/j/87333033241>
- October 30, 1-3 pm (Capitol building, rm #445) | Zoom Link: <https://utah-gov.zoom.us/j/87333033241>
- Nov. 13, 1-3 pm (Capitol building, rm #445) | Zoom Link: <https://utah-gov.zoom.us/j/87333033241>