

**City of Taylorsville
Planning Commission Meeting Minutes
December 16, 2025**

**Briefing – 6:00 p.m. – Regular Session – 6:30 p.m.
2600 West Taylorsville Blvd – Council Chambers**

Attendance-

Planning Commission

Marc McElreath, Vice Chair
Barbara Muñoz
Don Quigley
Gordon Willardson
David Wright
David Young (Alternate)
Cindy Wilkey (Electronically)

Staff

Dina Blaes – Strategic Engagement
Terryne Bergeson – Planner
Jamie Brooks – City Recorder
Ryan Richards – Dep. City Attorney

Excused: Commissioner Russell

Others Present: Mark Barnhurst, Sandy Barnhurst, Bob Knudsen and Amy Tomosso

BRIEFING SESSION – 6:00 P.M.

As Chair Russell had been excused from the meeting, Vice Chair McElreath opened the briefing session at approximately 6:00 p.m. and turned the time over to Terryne Bergeson.

1. Agenda Review

Ms. Bergeson reviewed the agenda for the regular meeting.

Regarding agenda item 5, Commissioners Quigley asked for clarification regarding the zoning of bar establishments which Ms. Bergeson provided. She also provided some background regarding the process for obtaining alcohol licenses in response to a question from Commissioner Young.

CITY COUNCIL MEETING DISCUSSION

Ms. Bergeson then provided a brief update of the December 3rd City Council meeting.

The briefing session adjourned at 6:15 p.m.

GENERAL MEETING – 6:30 P.M.

44 Vice-Chair McElreath opened the regular meeting at 6:28 p.m. by reading the welcoming
45 statement.

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CONSENT AGENDA

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50 2. Review and Approval of the Minutes for the October 28, 2025 Planning
51 Commission meeting.

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53 3. Review and Approval of the Minutes for the November 18, 2025 Planning
54 Commission meeting.

55 **MOTION:** Commissioner Quigley moved to approve the consent agenda. The
56 motion was seconded by Commissioner Wright and passed
57 unanimously.

ZONING MAP AMENDMENT – (Legislative Action)

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59 4. Public Hearing and Request for Recommendation to the City Council for a
60 Zoning Map Amendment for the Property at 5418 South 1900 West from
61 Limited Commercial (LC) to Regional Commercial (RC); (File 8Z25-DCA-
000569-2025 / Applicant: City of Taylorsville / Terryne Bergeson, Planner
II)

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67 Ms. Bergeson Terryne Bergeson presented the zoning map amendment request for
68 property at 5418 South 1900 West from limited commercial (LC) to regional commercial
69 (RC). She explained that the property had previously operated as Trolley Wing Co. and
70 was in the limited commercial zone. The building had been up for sale and hadn't been
71 in operation since June of 2025.

72 Ms. Bergeson detailed how new owners recently acquired the property and contacted the
73 city to start the licensing process to operate it as a bar and restaurant as it previously had
74 been. During the license review process, staff discovered an inconsistency in the previous
75 licenses that were issued. The rezone request was intended to align the zoning with the
76 historical use.

77 She explained that the limited commercial zone currently did not allow a bar
78 establishment license. Rather than proposing to allow bars in limited commercial zones,
79 staff felt that since this property previously operated as a bar establishment and was near
80 the regional commercial zone, it was reasonable to request rezoning from limited
81 commercial to regional commercial.

72 Ms. Bergeson showed an aerial of the zoning map, noting that the whole strip along 1900
73 West was zoned limited commercial but was adjacent to regional commercial for the
74 Crossroads and Harmon's shopping centers. On the future land use map, it was part of
75 the high intensity commercial land use designation and the CenterPoint site specific
76 planning area.

77 She noted that the general plan identified the area as "a key commercial and retail center
78 which should remain stable and contemporary by offering a mix of consumer
79 experiences." The commercial high intensity land use designation should be located
80 adjacent to interchanges or intersections of regional arterial highways, and 5400 South
81 was considered an arterial.

82 Ms. Bergeson described the site as a 0.85-acre commercial property with an existing
83 7,400-square-foot building. She explained the characteristics of both the current limited
84 commercial zoning and the proposed regional commercial zoning, noting that regional
85 commercial should stimulate economic development, provide diversity of land uses, and
86 remain accessible to the regional transportation system.

87 She presented slides showing various land use changes that would come with rezoning
88 to regional commercial, emphasizing that most uses were not automatically permitted but
89 required conditional use permits that went before the Planning Commission.

90 Ms. Bergeson noted that public notice was mailed to all affected entities and property
91 owners within 300 feet of the parcel on December 5th, and only one inquiry was received
92 which was from a neighboring landlord asking about the purpose of the rezone.

93 She reminded the commission that their recommendation would not approve any
94 operations at this location but would establish a legal mechanism for applicants to pursue
95 city approvals. If approved by city council, the owners would need to return to the Planning
96 Commission with details about their operation, floor plans, and request a non-
97 administrative conditional use permit.

98 Vice Chair McElreath opened the public hearing. With no one from the public expressing
99 a desire to speak, he closed the public hearing.

100 In response to an inquiry from Commissioner Muñoz, Ms. Bergeson confirmed the
101 business would be a restaurant with an alcohol license but clarified the difference from
102 what Texas Roadhouse had previously operated. She explained that Texas Roadhouse
103 had a restaurant license requiring 70% of sales from food, while this applicant sought a
104 bar establishment license without the 70% food requirement and with age restrictions.
105 However, she noted it was *not* different from the license previously issued to Trolley Wing
106 Company.

107 **MOTION: Commissioner Muñoz moved to forward a positive recommendation to**
108 **the city council for File No. 8Z25-DCA-000569-2025, a zoning map**
109 **amendment for the property located at 5418 South 1900 West in**

Taylorsville, Utah from Limited Commercial (LC) to Regional Commercial, subject to the information and findings in the staff report. The motion was seconded by Commissioner Willardson and passed unanimously on a roll call vote.

ZONING TEXT AMENDMENT – (Legislative Action)

5. Public Hearing and Recommendation to the City Council for a Zoning Text Amendment to Section 13.08.020(E) of the Taylorsville Municipal Code, Amending Bar Establishment Use in RC Zone from Prohibited to Require Nonadministrative Conditional Use Approval within 250 Feet of a Residential Zone; (File 9Z25-DCA-000569-2025 / Applicant: City of Taylorsville / Terryne Bergeson, Planner II)

Terryne Bergeson then presented the zoning text amendment request, reiterating some of the information from the previous application. In short, during the review process, staff realized that the previously issued alcohol license did not align with the zoning or land use table due to a system transition error around 2020.

Ms. Bergeson explained that staff reviewed options including whether to allow bar establishments in limited commercial zones, which they did not feel was appropriate citywide. Since the property met the definitions and intent for regional commercial zone and was adjacent to regional commercial, they looked at rezoning. However, the land use table for regional commercial prohibited bars within 250 feet of a residential area.

The proposed text amendment would change the requirement from prohibited to allowing applicants to request a non-administrative conditional use permit from the Planning Commission when within 250 feet of residential.

She explained that currently in regional commercial zones, a bar establishment could request a permit with the Planning Commission reviewing impacts to commercial uses. With the requested change, they would review impacts to residential uses, likely focusing on noise, safety, lighting, and air quality issues.

Ms. Bergeson detailed the property's history from June 2021 to June 2025, noting there had been nine police responses: four were vehicle-related (e.g. people asleep in cars), four were altercations, and one involved someone reporting a teenager with a fake identification. Importantly, she confirmed that all calls came from employees or patrons of the establishment, with no calls from neighboring residences.

She showed maps of regional commercial zones throughout the city, identifying properties that currently could apply for bar establishment licenses and those within 250 feet of residential that would be affected by the proposed change. This included properties at 5400 South and 4015 West, noting that the Standard Ace building would not qualify

143 because its entrance faced westward and was about 500 feet from residential. The
144 change would also affect properties in the Crossroads/Walmart and Harmon's shopping
145 center area.

146 Ms. Bergeson reviewed the non-administrative conditional use permit process, explaining
147 its purpose is to determine if a use would have greater detrimental impacts than what was
148 approved by right in the zone. She detailed the Planning Commission's authority to
149 impose conditions including screening requirements, measures to eliminate noise and
150 other nuisances, regulating operating hours, and scheduling regular reviews to ensure
151 compliance.

152 She noted that public notice was mailed to all property owners within 250 feet of regional
153 commercial zones on December 5th, and staff hadn't received any response.

154 Commissioner Young asked if there was a limit to the number of bars that could be within
155 city limits just as there was a limit to the number of reception centers. Ms. Bergeson
156 responded that while the city had no such limitations, the state limited the number of bar
157 licenses issued.

158 Commissioner Muñoz pointed out that because the state was not particularly generous
159 when it came to issuing such licenses, it was doubtful this zone change would open the
160 floodgates in Taylorsville.

161 Sandy Barnhurst lived near the subject property expressed concern for the safety of
162 children living in the area. Her husband Mark Barnhurst then expressed similar concerns,
163 pointing out there were two schools nearby.

164 There was no one else who expressed a desire to speak, so Vice Chair McElreath closed
165 the public hearing.

166 Ms. Bergeson pointed out that there was already a state law which prohibited bars from
167 being within 600 feet of a school, park or church and this property and the schools were
168 farther away than that.

169 **MOTION: Commissioner Quigley moved to send a positive recommendation to the**
170 **City Council for File No. 9Z25-DCA-000570-2025 to amend Section**
171 **13.08.020(E) of the Taylorsville Municipal Code Amending Bar**
172 **Establishment Use in RC Zone from Prohibited to NC requiring a**
173 **Nonadministrative Conditional Use Approval Within 250 Feet of a**
174 **Residential Zone based on the Findings Outlined in the Staff Report.**

175 Before the motion was seconded, Commissioner Wright wished those present to
176 understand that an approval of this application would not be a blank check to open the
177 neighborhood to more bars. There was a process that all applicants had to go through
178 with limits established by both the city and the state of Utah.

179 Commissioner Quigley agreed and expressed his appreciation to those who had taken
180 the time to attend the meeting and speak at the public hearing.

181 Ms. Barnhurst began speaking from the audience but was reminded that the public
182 hearing had already been closed.

183 **The motion was seconded by Commissioner Willardson and passed unanimously
184 on a roll call vote.**

185 Commissioner Quigley encouraged anyone with concerns to contact staff who he felt
186 were very capable of addressing them completely.

187 **PRESENTATION**
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189 6. The Top 6 Low-Cost, High-Impact Housing Solutions for Cities Everywhere;
Presenter: Amy Tomasso of Ivory Innovation

190 Dina Blaes introduced Amy Tomasso from Ivory Innovations, explaining that several staff
191 members had attended the Urban Land Institute Trends Conference where they heard
192 many wonderful presentations. She felt this particular presentation would be beneficial
193 for the Planning Commission to hear, especially as they would likely have several policy
194 conversations about housing in the first quarter of the following year. Ms. Blaes noted that
195 she had asked Ms. Tomasso to share information about both housing issues and the
196 Ivory Innovations organization.

197 Amy Tomasso introduced herself as the Director of Policy Innovation at Ivory Innovations,
198 explaining her background as a land use planner who had worked with state and local
199 governments on the East Coast. She expressed her passion for housing policy,
200 particularly from the perspective of land being a valuable and limited resource that must
201 accommodate growth.

202 She presented a chart from the National Association of Home Builders showing that
203 regulations accounted for 40% of multifamily housing development costs, emphasizing
204 how this red tape made housing difficult and expensive. She noted that local legislative
205 bodies had the most control over many of those factors. Ms. Tomasso also highlighted
206 demographic trends showing household sizes had shrunk over 75 years while single-
207 family homes remained large, creating a mismatch. Construction of starter homes had
208 declined precipitously.

209 Ms. Tomasso mentioned reviewing Taylorsville's updated general plan, noting repeated
210 references to a variety of housing, housing growth, population growth, and diverse
211 housing types to accommodate aging populations, young families, and growing
212 population while maintaining neighborhood character. She emphasized the need for
213 missing middle housing, mixed-use communities, and different scales of housing to meet
214 the need for over 7,000 new units in coming decades with limited land available.

215 She introduced the Utah Missing Middle Housing Toolkit created by a consortium led by
216 the Mountain Land Association of Governments, available free online, featuring photos
217 from Utah of duplexes and triplexes that filled the gap between single-family homes and
218 large apartments.

219 Ms. Tomasso then presented six low-cost, high-impact housing solutions identified by
220 Ivory Innovations.

221 **Development Approvals:** She showed a confusing flowchart from one platform to
222 illustrate complexity, suggesting cities focus on smaller-scale projects with fast-track
223 approvals for missing middle housing that might not need the same rigorous process as
224 200-unit developments. She cited Austin, Texas's "site plan lite" initiative that exempted
225 developments up to 16 units from site plan review, saving thousands of dollars and
226 months of time.

227 **Design Standards:** Simplifying standards especially for garages and parking, which
228 added arbitrary requirements when not everyone wanted or needed them. She
229 highlighted South Bend, Indiana's pre-approved plan set of seven free designs for
230 developers, from ADUs to quadplexes, aligned with local zoning, with \$20,000 bilateral
231 infrastructure grants and one-day approval. Over 40 homes were built with 90 in the
232 pipeline.

233 **Building on Existing Infrastructure:** Noting that it is often easier to build greenfield
234 developments than small infill parcels despite existing utilities. Solutions included
235 speeding permit processes for infill, creating overlay districts with density bonuses, and
236 enabling more units to share infrastructure costs across different life stages. She showed
237 Parker, Colorado's public-private partnership infill project providing workforce housing
238 integrated into the community with gardens.

239 **Planning for Smart Density:** Addressing how most zoning had effectively prohibited
240 anything between single-family homes and large apartments. Changes needed included
241 adjusting minimum lot sizes, setbacks, allowing lot splits, and increasing density
242 appropriately by transit. She showed Portland, Oregon examples where since 2021 they
243 had allowed duplexes and up to two ADUs per lot, creating quality homes at lower price
244 points.

245 **Partnering on Housing Solutions:** Cities could go beyond regulatory updates by
246 auditing city-owned land for housing suitability (citing Boston's citywide audit), using
247 housing trust funds and revolving loans. She encouraged cities to "think like a developer"
248 and walk through processes to identify pain points.

249 **New Construction Methods:** Promoting modular and off-site construction to reduce
250 construction time and weather/waste unpredictability. Ivory Innovations was working to
251 bring modular products into their affordable developments. She cited Minneapolis Public
252 Housing Authority's scattered site modular project producing 84 units in 12 months across
253 16 sites, which helped reduce stigma around modular construction.

254 Ms. Tomasso concluded with lessons from successful reforms: start small with
255 incremental approaches, build on past successes like general plan updates, identify local
256 champions, use pragmatic economic arguments rather than moral ones, and recognize
257 that historic neighborhoods naturally included diverse housing types before zoning
258 restricted them. She emphasized that zoning should not ban things but instead, allow
259 more options.

260 Commissioner Wright thanked Ms. Tomasso but strongly emphasized the critical need to
261 include natural spaces in any housing discussions. He stated this had been neglected in
262 Taylorsville, partly from when Salt Lake County controlled the area. He argued that
263 protecting canals and open spaces was perhaps more important than some housing
264 initiatives, as they were losing opportunities for meaningful natural spaces beyond small
265 parcels around buildings. He stressed this point to both the presenter and city
266 representatives, warning against becoming a concrete jungle like Los Angeles.

267 Ms. Tomasso agreed that open space conversations must happen simultaneously with
268 zoning discussions. When Commissioner Young asked for local examples, she pointed
269 to the Mountain Land Association of Governments' work with Alpine on missing middle
270 housing, creating visualizations of what it would look like. She acknowledged that
271 regulations had lagged, so there were not many built examples yet, but zoning was
272 starting to catch up.

273 Commissioner Willardson challenged the presentation as a "sales job," stating that codes
274 and regulations existed for good reasons. He particularly questioned parking
275 requirements, noting Taylorsville already had issues. He argued that if developers could
276 not build without regulations adding 40% to costs, they needed new people who could
277 simply follow existing regulations. He expressed concern about limited land and loss of
278 open space.

279 Ms. Tomasso responded that the 40% figure came from time delays through multiple
280 administrative reviews and committee processes, not just the regulations themselves.
281 She acknowledged some regulation was necessary but argued against excessive
282 requirements.

283 Vice Chair McElreath asked about the 40% breakdown. Ms. Tomasso explained it
284 included permitting fees, impact fees, and design standards, clarifying she wasn't
285 advocating for the elimination of everything but hoped to reduce excessive requirements.
286 She noted jurisdictions with highest regulations had development costs three times higher
287 than less regulated areas.

288 Vice Chair McElreath turned the time over to Commissioner Quigley who had asked for
289 the opportunity to make an announcement.

290 Commissioner Quigley announced this would be his last Planning Commission meeting
291 after nearly 12 years of service. He explained he would resign effective the first of the
292 year, feeling it was time to give someone else the opportunity. He cited upcoming issues

293 in 2026 that would make attendance difficult. He thanked his fellow commissioners for
294 their friendship, professionalism, and mutual respect despite not always agreeing. He
295 praised the commission's diversity and expertise, specifically mentioning Commissioner
296 Wright's advocacy for green space that evening.

297 Vice Chair McElreath thanked Commissioner Quigley for his years of service.

298 **ADJOURNMENT**

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300 **MOTION: Commissioner Wright moved to adjourn. The motion was seconded by**
301 **Commissioner Muñoz and passed unanimously.**

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303 The meeting adjourned at 7:38 p.m.

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307 Jamie Brooks, City Recorder

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