

**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**

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**Attendance**

**Planning Commission**

Marc McElreath, Vice Chair  
Barbara Muñoz  
Don Quigley  
Gordon Willardson  
David Wright  
David Young (Alternate)  
Cindy Wilkey (Electronically, but not participating)

**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 3<sup>rd</sup> City Council meeting.

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

**GENERAL MEETING – 6:30 P.M.**

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

### **CONSENT AGENDA**

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

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

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

### **ZONING MAP AMENDMENT – (Legislative Action)**

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

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

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

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

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

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

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

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

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

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

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

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

**MOTION: Commissioner Muñoz moved to forward a positive recommendation to the city council for File No. 8Z25-DCA-000569-2025, a zoning map 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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

### **PRESENTATION**

6. The Top 6 Low-Cost, High-Impact Housing Solutions for Cities Everywhere; Presenter: Amy Tomasso of Ivory Innovation
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Dina Blaes introduced Amy Tomasso from Ivory Innovations, explaining that several staff members had attended the Urban Land Institute Trends Conference where they heard many wonderful presentations. She felt this particular presentation would be beneficial for the Planning Commission to hear, especially as they would likely have several policy conversations about housing in the first quarter of the following year. Ms. Blaes noted that she had asked Ms. Tomasso to share information about both housing issues and the Ivory Innovations organization.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

### ADJOURNMENT

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

The meeting adjourned at 7:38 p.m.

  
Brittany Kempff, Deputy City Recorder



