



MINUTES OF THE CITY OF WEST JORDAN

COMMITTEE OF THE WHOLE

Tuesday, July 08, 2025 – 4:00 pm

Approved July 22, 2025

8000 S Redwood Road, 3rd Floor
West Jordan, UT 84088

1. CALL TO ORDER

COUNCIL: Chair Kayleen Whitelock, Vice Chair Bob Bedore, Pamela Bloom (remote), Kelvin Green, Zach Jacob, Chad Lamb, Kent Shelton

STAFF: Council Office Director Alan Anderson, Senior Assistant City Attorney Patrick Boice, Mayor Dirk Burton, City Attorney Josh Chandler, Public Works Director Brian Clegg, Utilities Manager Greg Davenport, Economic Development Director David Dobbins, Assistant Planner Mark Forsythe, Policy Analyst & Public Liaison Warren Hallmark, Assistant City Administrator Paul Jerome, Community Development Director Scott Langford, City Administrator Korban Lee, Administrative Services Director Danyce Steck, Police Chief Ken Wallentine, Utility Manager Greg Davenport, Community Preservation Manager Brock Hudson

Chair Whitelock called the meeting to order at 4:00 pm, and noted that Council Member Bloom would join remotely.

2. DISCUSSION TOPICS

a. *Discussion of the Sugar Factory on the Creek Townhomes Development Concept Plan*

Associate Planner Mark Forsythe introduced the proposed 23-unit Sugar Factory on the Creek Townhome Development on 1.47 acres at 1790 West Sugar Factory Road, and the requested rezone of three parcels from City Center-Frame (CC-F) Zone to City Center-Residential (CC-R) Zone. Mr. Forsythe showed the location of the three parcels on a map, said surrounding properties on Sugar Factory Road were primarily small residential lots, and pointed out a Trax Station was quarter mile away. He said the County had plans to take the Bingham Creek Trail along the side of Sugar Factory Road.

Mr. Forsythe explained the CC-F Zone only allowed for mixed-use residential, and the applicant specifically wanted to develop townhomes. He showed a concept plan for the 23 proposed units, and answered questions about the proposed detention basin and guest parking. Mr. Forsythe said access to green space across Bingham Creek had not yet been addressed.

Dale Bennett with Benchmark Civil, representing the applicant, said the units would have two-car garages, with parking for two guest vehicles in each 20-foot driveway. Mr. Forsythe said the maximum allowed parking per unit in the CC-F Zone was 1.5 parking spaces per unit. The proposed plan included parking for two vehicles per unit in two-car

garages. He said the Transit Station Overlay District (TSOD) allowed the Council flexibility with parking requirements for infill.

Council Member Jacob felt the proposed development was probably the right use for the property, being tangential to the City Center. He said he would rather see redevelopment on a larger scale with more property. Mr. Forsythe said staff had talked to the applicant about trying to develop in a way that would allow for future development on adjoining property. Responding to a question from Council Member Green, Mr. Bennett said the units were intended for sale.

Council Member Lamb liked the proposed upper portion of the project, but had an issue with the lower portion because he believed additional parking was needed. Council Member Jacob said the proposed row of townhomes facing the rear of the property did not seem conducive to a well-design neighborhood. Council Member Green said no units in the proposed plan faced each other, and said he would rather see the road run on the outside so the houses could face each other.

Chair Whitelock said there were currently three water equivalent residential connections (ERCs), and asked how allowing the 23 proposed units would affect development in another area. Utility Manager Greg Davenport said the City had the extra 20 ERCs, but the Council would need to decide how they desired to use them. Chair Whitelock said the Council wanted to be able to do something amazing on School District property in the City Center. Council Member Green said he did not want to make any decisions regarding ERCs until decisions were made by the Council regarding transfer rights, conservation easements, and agricultural protection zones. Mr. Bennett said he was told by Dave Murphy that the area had plenty of ERCs (formerly ERUs) for the project. Council Member Green said the City had a certain allocation from Jordan Valley Water Conservancy District (JVWCD).

Responding to a question from Vice Chair Bedore, Mr. Bennett said the planned detention area would be underground, with a playground/open space area on the surface. Council Member Shelton said he would like to see access to the green space on the other side of Bingham Creek. Vice Chair Bedore expressed concern about the proposed car-centric configuration with units facing the rear of the property.

Chair Whitelock summarized that overall, the Council seemed comfortable with the proposed number of units if utilities were taken care of, but wanted the development to look more like a community and be more pedestrian friendly than car friendly.

Council Member Bloom joined at 4:26 pm.

Mr. Bennett said he would do some brainstorming about the suggestion for a more community-centric layout. Several members of the Council encouraged a bridge over the creek for access to green space. Vice Chair Bedore said he did not like the proposed location of the playground amenities because they would not be useful for all.

b. *Discussion of Proposed Revisions to Articles D and H of Title 4, Chapter 2, regarding provisions for Home Occupations and Massage Establishments*

Senior Assistant City Attorney Patrick Boice said at the Council Retreat earlier in the year, the Council discussed a desire to review and update provisions of Title 4 related to special licensing and regulation of specific businesses. Mr. Boice proposed that staff present proposed updates to a few business types at a time, with discussion of Article D: Home Occupations, and Article H: Massage, that evening.

Mr. Boice explained that home occupations (Article D) were presently extensively regulated by State Title 13, and recommended keeping Title 13 as the primary location for home occupation requirements. Council Member Green said he appreciated removal of unnecessary verbiage. He pointed out that not all home occupations were required to have a business license, and suggested that all home-based occupations should need to apply for a business license, to be reviewed by staff and evaluated for potential impacts. Council Member Green said his wife's home occupation was permitted and not required by the City to have a business license, but entities with which she contracted wanted proof of a business license. He asked if a mechanism was in place to prevent a capricious decision by a zoning administrator, and suggested the mechanics of the process needed to be reviewed. Mr. Boice said the City currently charged an application fee, separate from the business license fee, which would be contrary to the State's intentions if all home occupations were required to apply.

Chair Whitelock believed that Council Member Green was asking for a separate category for a business that needed a business license but would not have an impact. Council Member Shelton said the City had not required him to have a business license, but he needed one professionally, and did not like that he would need to pay the full business license fee. Mr. Boice suggested not requiring a fee from those who were not required to have a business license. Chair Whitelock suggested a reduced fee for those not required to have a license. Council Members Jacob, Bedore, Shelton, Green, and Bloom indicated support for not charging any fee from those who were not required by the State to have a business license.

Mr. Boice reported of issues with illegal activity in a number of massage businesses (Article H). He said the proposed language would bring the City into full compliance with State House Bill 278, bolster regulations to help prevent illicit massage parlors, attempt to leave legitimate services unaffected, and would limit the ability of shops to continue opening in the same location one after another. Council Member Jacob commented that making certain activities more illegal would not prevent the activities from happening. Council Member Shelton suggested the boundaries would make illegal activity easier for officials to identify. Mr. Boice said it was known that human trafficking occurred, and proposed regulations would give law enforcement and Code Enforcement an opportunity to go in and check a business out.

Chief Wallentine informed Council that he had helped establish the Utah Trafficking Task Force, and said proposed language would give the Police Department the ability to move in when illicit activity was known, before Federal or State agencies could arrive. Chief Wallentine said he had worked with Mr. Boice on the language, and believed the language was narrowly tailored and reflected the best practice available.

Council Member Jacob said making it difficult for all massage businesses, including legitimate businesses, to operate would not necessarily stop illegal practices. Community Preservation Manager Brock Hudson said allowing action on business licenses could enable the Police Department to get in the door for enforcement of illegal activity. Council Member Green said the language as written did not provide for immediate suspension or revocation of a business license, and suggested allowing immediate suspension with requirement to show cause for reinstatement to the Administrative Law Judge. Council Member Green said the ordinance did not need to repeat requirements in State statute.

Council Member Green said the proposed ordinance would create more work for City employees, and said he did not believe documentation of a business's employees at time of license renewal would accomplish anything because staffing changes happened frequently. Mr. Boice said staff had discussed the possibility of changing the language to require ongoing updates of employee lists.

Chair Whitelock said she did not feel the Council had consensus on the issue, and suggested Council Member Green work with staff to make changes and bring proposed amendments back for Council review. Council Member Jacob gave examples of cities that had put strict massage establishment requirements in place, only to have illicit activities moved to other permitted business licenses (e.g. reflexology, nail and spa hybrids). Mr. Boice emphasized the importance of giving the Police Department the right tools to be able to take action without waiting for State or Federal entities.

c. Discussion of Permitting and Regulating the Use of Golf Carts on City Streets

Chair Whitelock commented that speakers were not set up in the work room at that time to be able to hear comments from Council Member Bloom, who was participating remotely.

Council Member Green said Utah Code 40-168-1510 allowed golf carts to be driven on city streets, and allowed cities to regulate some aspects. He asked the Council if they wanted to permit golf carts on public streets, and if so, which streets may they operate on, who may operate the carts, and which hours may the golf carts be operated. Council Member Green commented that golf carts could be an environmentally friendly and sustainable form of transportation. He said golf carts were treated like bicycles at intersections under State Code.

Chair Whitelock said there was a reason only licensed drivers were allowed to operate vehicles. She said there were already so many traffic accidents in West Jordan, and she did not want to add accidents between trucks and golf carts. Council Member Green said if golf carts were only allowed on streets with speed limits under 35 miles per hour, the golf carts would basically be limited to residential streets. He mentioned the possibility of exempting 2700 West and 3200 West so that golf carts could reach schools and churches.

Council Member Bedore asked how often Council Members Green and Bloom thought golf carts would be used. Council Member Green read aloud a text from Council Member Bloom stating Highland became the first city in Utah to allow golf carts on 25 mph roads,

and commenting that golf carts were not noisy. Council Member Green said golf carts could be a simple, environmentally-friendly mode of transportation that various people in the population could use to help kids get to school and travel around the city.

Council Member Bedore said he lived near a golf course and did not know anyone who owned a golf cart. Council Member Bedore brought up the question of stopping at intersections, and said he would treat a golf cart like a car at an intersection instead of a bike. He said he was not sure citizens were asking for golf carts to be allowed on streets.

Council Member Lamb said he was not sure the schools would want golf carts parked in their parking lots. Chair Whitelock said the packet indicated the Mayor would not support an ordinance permitting the use of golf carts on City streets. Council Member Lamb said for him it was a safety issue. He said the only individuals he saw driving golf carts on City streets were kids without licenses driving their parents' golf carts like go-carts. He said he had not been approached by any residents wanting golf carts to be legal on City streets.

Council Member Bedore said it was common for him to see golf carts driven in his neighborhood. Council Member Green stated State statute prohibited cities from requiring a license for a driver of a golf cart on a city street, but cities could prohibit golf carts on the streets. Council Member Jacob said he would be comfortable allowing golf carts to be driven on residential streets, but not okay with allowing kids to drive them.

Council Member Shelton said guests to his daughter's wedding reception had been driven from a parking lot to the reception at a home on city streets in a different city, and it had never occurred to him that using the golf cart would not be legal.

Council Member Green said the idea in bringing the question forward had been to lead out in the County in allowing a more sustainable form of transportation. Council Member Shelton said he would be willing to vote in favor to see what happened. Council Members Green, Shelton, Jacob, and Bloom indicated a desire for a draft ordinance to be brought back to the Council for review. Council Member Green asked if the Council would want golf carts allowed on 2700 West and 3200 West. Council Member Lamb responded there were more collector roads than 27th and 32nd. Council Member Green said his thought had been to allow golf carts on roads with speed limits less than 35 mph, with 27th and 32nd as exceptions.

Council Office Director Alan Anderson said most municipal ordinances he reviewed regarding golf carts allowed golf carts on city streets from civic sunrise to civic sunset. At least three Council Members expressed support for a driving age limit of 16. Mr. Andreson suggested limiting the number of passengers to the number of seats provided by the manufacturer. The Council discussed the possibility of requiring passengers under age 16 to wear helmets.

Sergeant Hutchings shared statistics relating to golf carts, stating in 2023, 14 percent of golf cart accidents were related to speed and 7 percent due to distracted driving. Sergeant Hutchings said his concern was with enforcement. Mr. Anderson said one city he researched required the driver to have government issued identification that proved their age. Council Members Shelton and Green said they liked the idea. Responding to a

question from Council Member Lamb, Sergeant Hutchings said he had responded to two golf cart situations in 2025, both near the skate park.

Sergeant Hutchings spoke of the importance of education and making sure residents were aware of requirements, and repeated his concern for enforcement. He said he knew issues would occur whether there was a law or not. Chief Wallentine suggested Sergeant Hutchings and Lieutenant Saunders be part of drafting the language.

d. Discussion of Public Utilities Department, Risk, and IT Services Budget

Administrative Services Director Danyce Steck reviewed changes from the prior year utility budgets with the Council. New utility billing software would be shared between all utilities, and a full-time Water Conservation Coordinator would be shared between the Water Fund and Storm Water Fund. The Water Fund Budget included addition of a hydro-excavator, a Mack 10-wheel dump truck, and Zone 5/6/7 water study. The Storm Water Fund Budget included weed abatement in the amount of \$50,000.

Ms. Steck said the Mayor's Budget recommended the following utility fee changes:

- Water increase of 3.5%
- Sewer Delivery decrease of 3.9%
- Sewer Treatment increase of 8.1%
- Solid Waste increase of 5.5%
- Storm Water increase of 3.5%
- Streetlight increase of 7.3%

The total impact for an average user would be a utility bill increase of 4%, equal to \$4.18 monthly.

Chair Whitelock felt the cost should be increased for landscape users more than for residents. Chair Whitelock said Council Member Bloom had shared that the HOA where she lived watered every day, even though Council Member Bloom had talked to the HOA Board. Council Member Green agreed with Chair Whitelock. He suggested names of the tiers should be changed, and the fee for higher users needed to increase (Tier 3). Council Member Green said he wanted average residential users to pay attention and try to stay out of Tier 3. Utility Manager Greg Davenport said he would be fine with changing the tier names, but would not want to use the term "commercial". Ms. Steck said the staff concern was that pushing residential users to stay in Tiers 1 and 2 would require an increase to Tier 1 and 2 fees.

Council Members Jacob, Whitelock, Bedore, Shelton, and Green indicated support for increasing the landscaping rate to be the same as the residential rate.

Ms. Steck presented the FY2026 Water Fund Budget, and showed an increase in actual water usage from FY2022 to FY2025. Mr. Davenport reported that in May of 2025, the City was at 8% over the previous year's use, which decreased to 2% over the previous year's use after distribution of the City newsletter.

Council Member Green asked why the City did not plan to incorporate the pond at Ron Wood Park into the park for public use. City Administrator Korban Lee responded the City planned to fence the pond off because of the dramatic cost increase to redesign the park to include the pond, and because of the cost to finish the planned fields. Mr. Lee said staff had considered incorporating the pond for fishing, but the frequent change in pond level would not be conducive to a stable fish population. Mr. Lee said the pond would be in a corner of the park between water tanks and the maintenance yard, and to move the pond to a more central location to provide aesthetic and recreation value would be very expensive. Responding to a question from Council Member Shelton, Mr. Lee said it might be possible for the pond to be made accessible to the public. Mr. Davenport expressed the opinion that the pond area was currently too dangerous to allow public access.

Ms. Steck reviewed the Sewer Fund, Solid Waste Fund, Street Light Fund, and Storm Water Fund FY2026 Budgets with the Council, and answered questions. Mr. Davenport answered questions regarding the adopt-a-storm-drain program. The Council discussed encouraging drought-tolerant landscaping while remaining business friendly. Council Member Jacob suggested increasing landscaping water fees 10% over the residential rate, and using the extra amount collected to start a landscape replacement rebate incentive.

The Council and staff reviewed the FY2026 Risk Management Fund Budget. Mr. Lee said he would like the Risk Management Department to give a presentation to the Council at a future meeting. Ms. Steck presented the FY2026 IT Management Fund Budget, and explained that IT agreements were required to be recognized on the budget as leased assets. She reported the City received Community Development Block Grant (CDBG) money for FY2026, so a CDBG budget would need to be adopted as a budget amendment.

Ms. Steck said amendments discussed would be prepared and presented to the Council at the first Council meeting in August.

3. ADMINISTRATIVE ITEMS

Council Member Green encouraged Council Members to let the Council Office know if they intended to attend the upcoming ULCT Conference.

4. ADJOURN

Chair Whitelock adjourned the meeting at 6:23 pm.

I certify that the foregoing minutes represent an accurate summary of what occurred at the meeting held on July 8, 2025. This document constitutes the official minutes for the West Jordan Committee of the Whole meeting.

Cindy M. Quick, MMC
Council Office Clerk

Approved this 22nd day of July 2025