



MINUTES OF THE CITY OF WEST JORDAN

COMMITTEE OF THE WHOLE

Tuesday, August 19, 2025 – 4:00 pm

Approved September 9, 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, 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, Budget & Management Analyst Rebecca Condie, Economic Development Director David Dobbins, Policy Analyst & Public Liaison Warren Hallmark, Community Development Director Scott Langford, Fire Chief Derek Maxfield, Assistant City Attorney Duncan Murray Council Office Clerk Cindy Quick, Administrative Services Director Danyce Steck, Attendee Brock Hudson, Utility Manager Greg Davenport

Chair Whitelock called the meeting to order at 4:00 pm.

2. DISCUSSION TOPICS

a. Discussion of Proposed Amendments to Replace Title 6, Chapter 1D – Cost Recovery for Hazardous Materials Emergencies with New Title 3, Chapter 10

Fire Chief Derek Maxfield explained that proposed new Title 3, Chapter 10 would address cost recovery for a broader spectrum of emergencies than current Code. Chief Maxfield answered questions about cost recovery resources. Council Member Green said he believed proposed wording would open up flexibility for all departments. He suggested the draft had some inconsistencies and clunky language that he would like to work with staff to improve.

Council Member Jacob asked if the proposed language would allow cost recovery for firework-related emergencies. Chief Maxfield said he would not want to use the proposed Code in a punitive manner. He said the intention was to be able to reach out to insurance companies to recover cost of expenses such as damaged equipment. Council Member Jacob suggested the purpose of punitive code was to act as a deterrent.

Chair Whitelock asked who would be responsible for determining when the City would seek compensation. Chief Maxfield responded that command staff or department heads would make the determination, with consultation with the City Administrator. Council Member Green suggested a quick review process should procedurally be triggered with any critical incident. Mayor Burton said the City already had such a process in place. Council Member Lamb asked if Chief Maxfield had seen many situations in his time with West Jordan in which cost recovery was necessary. Chief Maxfield said auto accidents were some of the more common situations.

The Council unanimously indicated support for Council Member Green working on the draft language with staff.

b. Discussion on Landscape Water Use Rates

Mayor Burton thanked the Council for taking time to gather more data and discuss landscape water use rates further. He suggested a water conservation specialist may be of help with the issue. Mayor Burton commented that years ago the City discussed and worked with businesses in the process of setting water use rates, and suggested such an approach would be helpful again.

Chair Whitelock said West Jordan had a tier rate system in place for water use. Some concern and frustration had been expressed regarding big water users (e.g., churches, schools, large HOAs), with suggestion that big water users should be charged the same rate the City charged residents. She felt a reason for the tiered rate system was to encourage conservation.

Mayor Burton noted that staff were in the process of hiring a water conservation specialist. Council Member Bloom felt a specialist could enhance situations but believed the water rate was a policy issue, and without fair rates, a specialist's efforts would not have as much weight.

Responding to a question from Council Member Green, Utility Manager Greg Davenport said the end cost of water was a combination of the cost to purchase water, and the cost to deliver water. Mr. Davenport said a lot of commercial water users had switched to water-wise landscaping.

Council Member Bloom felt that did not make sense that residents watering a front yard paid more per gallon for water than a large HOA watering acres of grass. She suggested large landscape users would respond to higher cost with technology upgrades or water-wise landscaping. She emphasized that residential users were essentially subsidizing large landscape users and believed the rate needed to be fair.

Council Member Shelton said he had been led to believe that if rates were increased, landscape users would subsidize residential users. Administrative Services Director Danyce Steck reminded the Council that existing water rate tiers were set using an equality method that did not necessarily mean rates would be equal. She reported that revenue from landscaping meters was overall equal to residential and commercial meters. Ms. Steck explained that dollar-for-dollar comparison did not work with a tiered system.

Council Member Green believed the problem was that large users like school districts did not have incentive to conserve water with the current rate system. He said the question was how to get the large water users to conserve water. He felt that residents across the City were trying to do their part to conserve water with their landscaping, and he did not see the big water users doing anything. He believed resident complaints were related to water efficiency. Council Member Bloom said the goal was to align responsibility.

Ms. Steck said the current rates were set to cover the cost of water delivered to the different meters. Ms. Steck asked if the Council wanted to raise rates for all users, or wanted to allow a water conservation specialist to help put together a fine program for misuse of water. Council Member Bloom said the City needed to change perspective, and emphasized that the end goal was conservation. She said she did not want residents to feel like they were asked to sacrifice, while others were given a pass. Council Member Bloom wanted to align responsibility with everyone in the City.

Council Member Shelton said the Council needed to be careful not to be the pot calling the kettle black. He believed the proposed move was meant to punish big water users who were not moving as quickly as some people would like to conserve water. Council Member Shelton commented that jacking up rates was not business friendly and believed users like Jordan Landing would pass on the increased rates to their renters.

Council Member Lamb questioned whether raising rates would result in HOAs deciding to water less. Council Members Bloom and Jacob said they believed it would. Council Member Green suggested results of an updated study would be helpful. Council Member Bloom stated large water users needed to be part of the solution. Council Member Shelton suggested waiting for the help of a water conservation specialist to work with businesses and come up with a solution. Council Member Green agreed.

Council Members Lamb, Green, Shelton, Bedore, and Whitelock expressed support for waiting. Ms. Steck said staff would update the study and possibly present to the Council in December. Council Member Lamb felt that determining what could be called "wasting" water was difficult.

c. Discussion of Proposed Amendments to Titles 13 and 4 Regarding Zoning and Business and License Regulations for Massage Establishments

Senior Assistant City Attorney Patrick Boice said the State of Utah had recently made extensive changes with House Bill 278 regarding trafficking and sex crimes. Mr. Boice referred to problems in West Jordan with such issues in massage establishments. He said the Council had previously given general direction to staff to update City Code to match State Code, and he was asking for direction about bringing West Jordan Code in line with changes made to State Code with HB 278, particularly with definitions and licensing regulations.

A majority of the Council indicated support for updating City Code to be in line with HB 278. Mr. Boice asked if the Council was interested in enhanced regulations: (a) revised Land Use Table; (b) window coverings; (c) limited hours; (d) floor plans; (e) limitation on security cameras; (f) limitation on business signage; (g) limitation on massage business going in at site of prior revocation; or (h) other. Council Member Bloom said she believed legitimate massage businesses needed to be involved in drafting any enhancements.

Council Member Green referred to current Title 4 Chapter 2-h-4, and expressed the opinion that some of the language was too subjective. Council Member Bloom commented that the City did not need to risk duplication and confusion with over-regulation on top of

State law, and emphasized that legitimate businesses should not be harmed in the process of trying to get at illegitimate businesses. She said the issue was lack of resources to get at the bad actors.

Council Member Green mentioned establishments with massage as an ancillary business. He expressed concern with the suggestion to eliminate massage from the PC Zone. Community Development Director Scott Langford said the intent was to focus on Code amendments that applied to businesses classified solely as massage therapy. Mr. Langford said he agreed there was a game that could be played by bad actors. Council Member Bloom expressed the opinion that a zoning hammer should not be used to hit a problem that needed an enforcement scalpel.

Mr. Langford said staff had identified a pattern of illegal action, and said there were many options available to the City. Council Member Green expressed the opinion it needed to be taken care of with an enforcement scalpel. Council Member Green said he felt proposed enhancement (g) would cross the line in affecting a landlord's right to freely rent out property. He suggested the possibility of a good landlord program for businesses.

Responding to a request from Council Member Shelton, Code Enforcement Manager Brock Hudson commented that once a bad actor was in place, enforcement was difficult because violations were not visible and obvious. Council Member Bloom repeated her opinion that legitimate businesses needed to be at the table for the discussions. She suggested dedicating police resources to monitoring suspicious operators and following-up quickly when licenses were revoked. She suggested requiring conditional use permits (CUPs) in sensitive zones, allowing case-by-case evaluation while preserving legitimate business rights, and suggested a partnership model working with legitimate massage business owners. Council Member Bloom expressed concern that a stigma was being created on a legitimate health sector of the City.

Council Member Green said legitimate industry needed to be separated from illegal industry. He suggested the City needed to focus on illegalities, not impose regulations above and beyond the State. Council Member Shelton commented that eliminating bad actors would help legitimate businesses.

Chair Whitelock asked if a majority of the Council was in favor of inviting local business representative Angela Alan to join the discussion about proposed regulation enhancements, and a majority expressed support. Angela introduced another representative, Adalyn, and asked if she could also join.

- Chair Whitelock asked Angela and Adalyn if prohibiting window coverings would be a problem for their businesses. They both responded it would not.
- Mr. Boice asked if limiting operating hours to 7:00 am – 9:00 pm would be a problem. Adalyn said many of her clients worked during the day, and she did, on occasion, book appointments at 10:00 or 11:00 pm. She had also scheduled appointments at 6:00 am to accommodate client schedules. Both agreed that 6:00 am – midnight would work. Council Member Jacob did not believe that making sure an establishment closed by 10:00 would prevent illicit activity from happening.

- Chair Whitelock asked if submitting floor plans prior to licensing would be a detriment to business. Both Angela and Adalyn said it would not.
- Chair Whitelock asked if limiting security cameras to the lobby area would be a problem. Both said they believed the restriction was already part of State law.
- Mr. Boice described a type of signage that staff had noticed in the City (the word “massage” with a phone number), not matching a business license. Council Member Green said signage was already required to match a business license. Mr. Boice agreed that such a requirement already existed, but said he wanted to specifically discuss phone numbers being listed on signage. Adalyn said she felt a phone number listed on a sign after a legitimate business name was different.

Council Member Shelton asked Angela and Adalyn if there was anything they felt the Council and staff were missing that could be implemented to isolate and eliminate bad actors without harming legitimate businesses. Angela asked for an explanation of proposed enhancement (g). Mr. Boice described a situation in which a massage establishment may lose its license, and reopen at the same location under a different type of license. He said the proposed language would prevent such a business from opening at the location for one year. Angela said she was required to present her massage therapy license to obtain a business license, and asked why the same would not be required for a massage service ancillary to a primary licensed business. Staff said the requirement was in place, but some businesses had been known to show one legitimate massage therapy license and bring in additional illegal individuals without massage therapy licenses.

Council Member Lamb said he had heard a lot of anger during the discussion and did not think more time should be spent on the discussion because the Council was not going to come to a consensus. Council Member Shelton was in support of all proposed regulation enhancements. Council Member Bedore expressed the opinion that most of the proposed regulation enhancements would not be effective if someone wanted to commit a crime. He said he was against the proposed regulation enhancements. Council Member Bedore would like the “hammer” to be that when a business license was revoked, the business was done for good. Council Member Shelton said proposed enhancement (g) was needed for that to happen. Council Member Bedore supported (g). He wanted to protect legitimate businesses.

Council Member Jacob compared the proposed enhancements to not allowing backpacks in a school because guns could be carried in backpacks. Council Member Shelton asked if Council Member Jacob suggested the Council not try to stop illegal activity from happening. Council Member Jacob said he suggested that if the City had probable cause, a search warrant should be obtained and a search should occur. Council Member Shelton pointed out the City did not always have probable cause.

Chair Whitelock said staff brought the question to the Council because staff wanted help. Council Member Bloom said the issue was separating sex trafficking from health care. Chair Whitelock responded that health care never had window coverings on all their windows. Council Members Shelton, Green, Whitelock, and Bedore said they agreed with prohibiting window coverings.

Council Member Green asked the reason for requiring floor plans. Mr. Boice said some of the businesses operating illicitly had living quarters, kitchens, and security. He said there had been some federal search warrants served in the past, and it would be helpful if the City could provide floor plans so it was known what they would be walking into. Mr. Boice said there was a security concern. Council Member Green pointed out it was possible that floor plans might be altered after approval. There was not a majority of the Council in favor of requiring floor plans.

The Council discussed proposed enhancement (g) regarding limiting a massage business from going in at a site of prior revocation. Council Member Green suggested allowing a landlord to come before the Council and request an exception. Council Member Jacob expressed support for allowing the option to apply to the Administrative Law Judge (ALJ) for an exception. Council Members Green, Jacob, Bloom, Bedore, Whitelock, and Shelton expressed support for the option to appeal to the ALJ. Council Member Bloom said she would like to see the same waiver opportunity for any business shut down for illegal activity, not limited to massage establishments. Council Members Green, Jacob, Bloom, and Bedore expressed support for allowing an appeal for any business. Mr. Boice asked if staff could draft the change for massage establishments, and work on changes for other specialty businesses at a later time. Council Member Jacob and Bloom said they were not in favor unless the appeal option was applied across all businesses. There was not a majority of the Council in support of Mr. Boice's suggestion.

There was not a majority of the Council in support of limiting hours of operation. Chair Whitelock pointed out there was consensus to mirror State Code.

d. Discussion of Regulations on Retail Sales of Pets by Commercial Breeders

Council Member Bedore asked in what direction the Council would be comfortable moving regarding regulations for retail sales of pets by commercial breeders. He said the goal was to get free from puppy mill, animal cruelty situations in West Jordan. Council Member Bloom said West Jordan wanted humane, transparent sourcing for animals sold within the City, with simple documentation. She said the idea was to set standards that reflected community values.

Chair Whitelock stated the Utah Department of Agriculture and Food was already tasked with making sure breeders were legitimate and were operating correctly. She said she did not believe the City could guarantee that animals adopted at a shelter had not been raised in a puppy mill. Council Member Bloom said supporting shelters helped cut off puppy mill supply lines.

Council Member Shelton expressed concern that proposed regulations could potentially help the existing puppy store by prohibiting competition. Council Member Green said proposed regulations would prohibit a legitimate licensed breeder from selling animals. Council Member Bloom said the goal was to stop mill-sourced retail pipelines. Council Member Green asked the definition of a puppy mill, and said if an individual was a licensed breeder, they were a licensed breeder.

Council Member Shelton said more time was needed for the discussion than was available. Council Members Bedore, Lamb, and Bloom (not a majority) expressed desire to continue the discussion at a future meeting.

3. ADMINISTRATIVE ITEMS

None

4. ADJOURN

The meeting adjourned at 5:46 pm.

I certify that the foregoing minutes represent an accurate summary of what occurred at the meeting held on August 19, 2026. This document constitutes the official minutes for the West Jordan Committee of the Whole meeting.

Cindy M. Quick, MMC
Council Office Clerk

Approved this 9th day of September 2025