



MINUTES OF THE CITY OF WEST JORDAN
COMMITTEE OF THE WHOLE
Tuesday, October 14, 2025 – 4:00 pm
Approved October 28, 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, Mayor Dirk Burton, City Attorney Josh Chandler, Utilities Manager Greg Davenport, Policy Analyst & Public Liaison Warren Hallmark, Assistant City Administrator Paul Jerome, Community Development Director Scott Langford, Senior Planner Ray McCandless, Council Office Clerk Cindy Quick, Police Chief Ken Wallentine, Public Information Manager Marie Magers, Attendee Brock Hudson, Attendee Clint Hutchings, Attendee Nestor Gallo

Chair Whitelock called the meeting to order at 4:00 pm, and noted that Zach Jacob and Kent Shelton were stuck in traffic and would join shortly.

2. DISCUSSION TOPICS

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

Council Member Bloom proposed regulations on retail sales of pets by commercial breeders which she believed would regulate source transparency for the welfare of animals and protection of consumers. Vice Chair Bedore said Council Member Shelton had expressed concern for the risk that stringent regulations would set up the one pet store in West Jordan to have a monopoly. Council Member Bloom noted that Salt Lake City and Sandy City had codes to tighten the loophole in regulations provided by State law.

Council Member Lamb believed the discussion was prompted by loud voices that did not want pet stores in West Jordan. Council Member Bloom explained the goal would be to fill in the gap between breeder licensing and puppy mills. She said the discussion was not targeted at any specific pet store.

Chair Whitelock commented that any regulations the Council put in place would not change the current situation of animals offered for sale in parking lots on weekends. Council Member Bloom said regulations would only affect resale of animals in private stores, not private breeder transactions.

Council Member Green stated retail establishments and home businesses could operate in West Jordan City and was not sure he wanted to add to existing regulations. Council

Member Bloom said the regulations would simply ensure that resources were ethically sourced.

Council Member Jacob joined at 4:06 pm.

Council Member Green suggested proposed regulations were a slippery slope toward regulating businesses that were operating legally. Council Member Bloom commented that municipalities regulated health, safety, and welfare of residents, and courts had repeatedly upheld local pet store ordinances nation-wide on those grounds. Council Member Green asked why consumer outcry and capitalism had not solved the problem, if the problem was so bad. Council Member Bloom compared the situation to the sale of cigarettes and alcohol. She emphasized the intent was not to limit commerce but to ensure transparency and protection for both consumers and animals, consistent with existing municipal authority.

Responding to a comment from Council Member Green, Council Member Bloom said local municipalities were adopting regulations to fill in the existing gap in State law pertaining to criminal fraud. Council Member Green believed State Code preempted the criminal charges they were being discussed, and he would not support looking into passing local regulations. Council Member Bloom referred to State licensing regulations, which applied to breeders, but not to resale. Local regulations would be intended to fill the gap pertaining to resale of animals.

Council Member Shelton joined at 4:12 pm.

Vice Chair Bedore compared regulations for resale of animals to Health Department regulations governing restaurants. Council Member Green responded that the Health Department did not regulate the source of restaurant ingredients. Council Member Green felt an unlicensed breeder would be an issue for the Department of Agriculture.

Chair Whitelock suggested if the resale of animals was a health and safety issue, the Health Department should be involved at the County level. Council Member Bloom felt consumer trust and animal welfare were issues of public interest.

Council Member Bloom declared that her main desire was to make sure a certificate of source was required for resale of an animal. She requested documentation be a requirement on the business license. Council Member Bloom felt the consequences would need to be discussed and agreed upon by the Council. Responding to a question from Council Member Lamb, Council Member Bloom replied that proposed regulations would not prohibit other pet stores from opening in West Jordan. She did not want to limit business.

Vice Chair Bedore noted that he would want to require medical history of the animals to be provided. Council Member Green said the only thing the City could require would be evidence that a puppy was sourced from a licensed breeder. He explained that the City did not impose sourcing requirements on any other business, and argued that requiring a license to operate was different from sourcing requirements. Council Member Bloom

said the regulations were meant to provide transparency, and help consumers know where animals were coming from.

Staff asked how they would verify proof of license for breeders. Council Member Bloom believed there was a database of licensed breeders.

A majority of the Council indicated support for allowing input from Amy Motta with Bailing out Benji. Council Member Shelton asked Ms. Motta if she knew of any licensed breeders that she would categorize as “puppy mills.” Ms. Motta responded there were, and stated that requiring animals to be sourced from USDA licensed breeders would not really help the situation. She said USDA licensing only included subsistence requirements.

Council Member Shelton believed the regulations would need to be similar to those adopted by Sandy City if the Council wanted to make a difference. Council Member Lamb said adopting such regulations would prevent any other pet stores from opening in West Jordan. Council Member Shelton expressed concern with effectively creating a pet store monopoly in the City but he wanted to protect animals and consumers.

Council Member Lamb commented that he would be fine adopting regulations similar to Sandy City, but did not believe the regulations would solve the current puppy store problem. Council Member Bloom felt the regulations would be a tangible step. Vice Chair Bedore added that regulations would send a message and expressed support for adopting something like Sandy City.

Council Member Jacob did not agree with adopting requirements for a specific type of business, that other businesses would not have to adhere to. He did not agree with unfairly singling out specific businesses.

Council Members Bloom, Shelton, Bedore, and Jacob indicated support for mirroring Sandy City regulations. Chair Whitelock pointed out that she did not like Sandy City’s regulations. She suggested staff work with Council Members Bloom and Bedore to draft proposed language to bring back to the Committee of the Whole for consideration. A majority of the Council indicated support.

b. Discussion on Wagstaff Investments, LLC Request to Amend the Future Land Use Map and Rezone Property Located at 6205 W 9000 S to SC-1 for a Commercial Development

Senior Planner Ray McCandless presented a request to amend the Future Land Use Map (FLUM) from Low Density Residential to Neighborhood Commercial, and request to rezone the subject property from R 1-10(ZC) to SC-1. Mr. McCandless asked the Council if they felt the proposal was appropriate for the property.

Chair Whitelock mentioned that residents had expressed opposition, and she was not convinced the property was a great spot for commercial. She asked for clarification regarding the type of commercial being proposed. Mr. McCandless showed a concept plan for commercial on the property. Council Member Bloom shared resident concerns for traffic and safety on Copper Cloud Lane. Mr. McCandless stated that the primary traffic

concern would probably be on 6250 West. Brent Neel, a representative of Wagstaff Investments, said a traffic study had been performed by Hales Engineering.

Council Member Green noted a Holiday Oil logo on the concept plan, and asked if the development was planned to be a gas station. Mr. Neel said Wagstaff Investments owned all the land for Holiday Oil, but also had industrial warehouses, retail, and strip malls. He said the end use for the property was not yet determined.

Council Member Green agreed with Chair Whitelock that many residents did not want the proposed commercial in their neighborhood. He believed it made sense to keep the property residential on the FLUM, because there had not been substantial change on or around the property. He said the FLUM designation had been set with the knowledge that 9000 South would eventually go through. Council Member Green expressed the opinion there were plenty of commercial spaces between Mountain View and U-111. He was not willing to approve three acres of concrete in the current residents' backyards.

Council Member Lamb emphasized that Council often commented how the residential in the pie-shaped neighborhood shown should never have been built, which he felt was evidence that additional residential should not be developed on the subject property. Council Member Lamb expressed the opinion that putting more homes on the subject property would be going against what the Council had said for the last eight years. He believed the property needed commercial that would work, but did not believe the commercial should directly access neighboring residential.

Council Member Bloom had underlying concerns about traffic, visual clutter, lighting, and downgraded property values and felt those issues needed to be addressed. The Council discussed potential uses for the property. Chair Whitelock believed from her experience that residential on both the north and west sides of the subject property would be impacted by the proposed commercial. She expressed the opinion that homes on the subject property would sell, and did not think it would be fair to current residents to allow commercial at that location.

Council Member Bloom asked if it would be possible to defer consideration until six months after completion of 9000 South to measure actual traffic flow. Council Member Green believed completion of the 9000 South project may take another three or four years. Council Member Jacob expressed the opinion that some commercial uses may be a good buffer between existing residential and industrial. He believed a gas station would be lower impact than a strip mall. He suggested a medium density residential product like town homes could also be a good buffer.

Council Member Green said he might not be against low-impact commercial that would enhance the walkability of the neighborhood, and referred to a commercial strip in front of City Hall with frozen yogurt and cupcake stores. He would not want something that would be open 24 hours per day. Council Member Bloom liked the idea of commercial that would serve the neighborhood. Council Member Lamb noted that the Holiday near his home closed at 11 pm.

Mr. Neel said Wagstaff Investments would need to plan development for the best use of the property and the best return on investment (ROI). Council Member Bloom wanted to make sure there was a balance between ROI and protecting quality of life.

Mr. Neel said Wagstaff would prefer as many accesses as possible but asked if eliminating the proposed west access to the neighborhood and replacing with a masonry fence and trees would be sufficient buffer. Council Member Jacob felt providing visual blockage would be sufficient. Council Member Lamb would only consider commercial with a buffer and no access to the neighborhood. A representative of Wagstaff said they wanted the neighbors to be happy with the development, and residents often objected to a development project initially, but accepted and were happy with it after completion. He said there were many things that could be done to create a good transition.

Community Development Director Scott Langford commented that a rezone could not be approved conditionally regarding use. Permitted uses in the SC-1 Zone were already established by ordinance. Mr. Langford added that the developer would have a right to access from a public street per current ordinances, including access to the existing neighborhood street.

Council Member Green was not in favor of changing the FLUM. Council Members Bloom and Jacob felt torn. Council Member Bloom repeated her suggestion to wait until six months after completion of the 9000 South project. Chair Whitelock agreed. Staff said construction on the 9000 South project was scheduled to begin in 2027. Council Member Green had not seen evidence that the FLUM should be changed. Council Member Shelton did not believe any developer in the current market would put R-1-10 on the subject property.

Chair Whitelock pointed out the property was currently owned by the Catholic Diocese. She commented that property tax was not an issue for a church and did not anticipate the property owner would have a problem with a request from the Council to wait for the betterment of the community.

Council Member Green speculated that perhaps R-1-8 or the Integrated Housing Ordinance would be a better fit for the property. He encouraged the developer to bring back a proposal that fit within the current FLUM designation.

Responding to a question from Council Member Bloom, Mr. Neel said development on the property would not begin until the 9000 South project was completed, but purchase of the land would ideally occur sooner. Council Member Bloom said the residents had not seemed opposed to development, but had wanted evidence that development would be safe and compatible.

No member of the Council indicated support for the current request moving forward. Chair Whitelock said the Council would be more supportive of something that would fit better with existing residential. Chair Whitelock suggested the developer hold a neighborhood meeting.

c. *Update to the West Jordan Public Improvement Standards*

Public Utilities Director Greg Davenport said West Jordan Public Improvement Standards had not been updated since 2004-2007. The proposed update would combine the four previously separate standards (Road and Bridge, Culinary Water, Sanitary Sewer, Storm Water Design and Construction Standards) into one 245-page volume. Mr. Davenport said the goals of the update process were to simplify construction standards, and encourage affordable development. Council Member Bloom asked if an annual review and update would be possible. Mr. Davenport said most standards for engineering were updated every five years.

Mr. Davenport said he believed the simplified standards would address around 95% of development in West Jordan. The remaining 5% of development would need to make request to the Council. He said the next steps after review by the Committee of the Whole included presentation to developers, contractors and the public, presentation to the Planning Commission for recommendation, and presentation to the City Council.

Mr. Davenport said the proposed update more closely matched State Code, with construction plans due at final, not preliminary review. He said the update included a list of required plans and calculation worksheets. He said staff encouraged future updates every five years. Council Member Green suggested using few words when specific State statute was referenced, so the City stayed in compliance as changes were made at the State level.

Mr. Davenport highlighted outdated information and requirements removed with the proposed update. He encouraged continued feedback from the Council.

d. *Discussion of Rodeo Ground Camping and RV Use in West Jordan*

Council Member Bloom said she had researched strengthening the Western Stampede as a regional event competitor. She suggested adding RV pads would attract higher caliber contestants, because participants traveled and lived in their RVs during rodeo season. Council Member Bloom said the rodeo in West Jordan was one of the few rodeos in the country without RV pads. She suggested providing camping and RV space would increase tourism revenue.

Council Member Bloom shared rodeo campground practices of other cities in Northern Utah. She suggested providing onsite RV space would enhance the draw of the Western Stampede, improve onsite logistics, and provide a revenue stream. Council Member Bloom emphasized the need for camping/RV locations in the area, and named a limited number of existing camping/RV locations in the Salt Lake area.

Council Member Jacob said he believed adding camping and RV space would be a net positive for West Jordan. Council Member Bloom said the goals could align with goals of the Recreation Arts and Parks (RAP) program.

Council Member Bloom asked for feedback from the Council. Vice Chair Bedore asked how many pads would need to be created to make it something worthwhile for the rodeo.

Council Member Bloom said she believed the decision would come down to available infrastructure. There were currently five hookups at the rodeo grounds, utilized only during the Western Stampede. Council Member Bloom said her research showed RV parks generally had between 80 and 120 pads, and suggested even 20 pads would be beneficial. She said participants already parked campers and RVs in the space during the Western Stampede, but providing RV hookups would provide more organization.

The Council discussed rates charged at different RV parks. Council Member Lamb commented that rodeo participants had not had to pay to use the space in the past. Council Member Jacob suggested use rates could be included in the participant contract.

Staff suggested rodeo participants only cared about the purse amount, and not about whether hookups were available. City Administrator Korban Lee said there was no doubt the portion of the campus was underutilized. He said in the last two years, the Council and staff had discussed several possible uses for the space, including: enlarge the bleachers, add a cover for an indoor facility, additional parking, an ice area, or possible Art Center expansion.

Mr. Lee acknowledged the desire to get the best value for the community from the site, but pointed out the Council and staff were not experts in maximizing rodeo grounds. He asked if the Council would support staff hiring venue consultants to figure out how to get the best return on investment from the venue overall.

Council Member Green expressed the opinion that something needed to be done at the rodeo grounds. He said he was in favor of getting more information, but was not in favor of the City being responsible for running camping/RV space. He suggested a public/private partnership. Council Member Bloom said she would agree with a public/private partnership arrangement. Council Member Green said he would like a menu list of options, costs, and possible revenue to review.

Council Member Jacob said adding hookups seemed like a relatively low-cost improvement to better utilize the space until the City made a more long-term decision for the property. Cory Fralick said the rodeo arena was in a very mixed-use area, and suggested a campground would need to be planned and designed to feel like a campground. Council Member Bloom said she viewed the proximity of the library and the pool as assets for a potential campground.

Chair Whitelock questioned whether a camping/RV park would be a net positive for the City. Vice Chair Bedore suggested that if there really was a demand for RV parks, and RV parks could be profitable, the private sector would have already responded.

Council Members Bedore, Green, Shelton, Whitelock, and Bloom expressed support for expending funds for a study of what could be done at the rodeo grounds. Mr. Lee said he would bring back a proposed budget amendment.

3. ADMINISTRATIVE ITEMS

Chair Whitelock mentioned that the October 28, 2025 Committee of the Whole meeting would begin with a tour of the West Jordan Historical Museum. She asked Council Members to meet at the Museum, and then return to City Hall for the remainder of the meeting.

4. ADJOURN

Vice Chair Whitelock adjourned the meeting at 5:58 pm.

I certify that the foregoing minutes represent an accurate summary of what occurred at the meeting held on October 14, 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 28th day of October 2025