



MINUTES OF THE CITY OF WEST JORDAN
COMMITTEE OF THE WHOLE
Tuesday, January 27, 2026 – 4:00 pm
Approved February 10, 2026
8000 S Redwood Road, 3rd Floor
West Jordan, UT 84088

1. CALL TO ORDER

COUNCIL: Chair Bob Bedore, Vice Chair Jessica Wignall, Annette Harris, Zach Jacob, Kent Shelton, Kayleen Whitelock

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, Civil Litigator Attorney Paul Dodd, Policy Analyst & Public Liaison Warren Hallmark, Senior Planner Tayler Jensen, Community Development Director Scott Langford, City Administrator Korban Lee, Council Office Clerk Cindy Quick, Police Chief Jeremy Robertson

Chair Bedore called the meeting to order at 4:00 pm, and noted that Chad Lamb was excused.

2. DISCUSSION TOPICS

a. Discussion of Jones Southwest Quadrant - Rezone, Future Land Use Map Amendment, and Development Agreements Located at 7382 West New Bingham Highway

Senior Planner Tayler Jensen said staff received direction from the Council in November 2025 concerning the Southwest Quadrant. He said the applicant had revised the proposed bubble plan based on direction received, but portions of the bubble plan did not comply, so staff had not reviewed or provided comment on the new plan. Mr. Jensen said staff would review the applicant's proposal based on feedback received that evening.

Thomas Romney with Focus Consulting, representing the applicant, said there were three different property owners involved, and Gardner Development and Ivory Development had decided to work together on the project. He said they had worked on putting a master plan and development agreement together for the entire area for three years.

Mr. Romney showed a master bubble plan, with 479 acres of high-tech manufacturing (56% of total acreage). He said the proposed Master Plan would guarantee a minimum of 425 acres of high-tech manufacturing, leaving the option for a portion to return to residential someday. He emphasized that all the areas shown as high-tech manufacturing on the bubble plan were needed to reach the 56% target discussed at the previous meeting. Mr. Romney said the master plan would set the rules by which the zone would be enforced, with Council review and input for each phase or village plan.

Mr. Romney said there was a battery storage user wanting to move forward with development of the northwest corner of the project. He said one of the City's goals for the Southwest Quadrant was mixed-use, and said the applicant was trying to create a work/live environment with three residential neighborhoods. One neighborhood would be a mix of apartment and townhome high-density single family (max 30 units per acre), one neighborhood would be a townhome mix of medium-density single family (max 15 units per acre), and one would be low-density single family (max 5 units per acre). He said the project would not be deed restricted.

Mr. Romney showed proposed open space and trail plans. Responding to a question from Vice Chair Wignall concerning interest in the high-tech manufacturing space, Mark Murdoch said Wasatch Electric had already moved in, and the developer knew of at least two more interested users.

Council Member Whitelock said the previous Council had set the area aside to be a high-paying job center, not necessarily a housing center. She clarified that following Council approval of a master development plan, individual village plans would be reviewed by the Planning Commission, not the Council. Responding to a question from Council Member Harris, Council Member Whitelock confirmed the previous Council had wanted residential in the form of workforce housing west of Stokely in the "foothills."

Mr. Romney commented that the area was a future water zone, and residential development in the area would be quite some time out. He spoke of placement of manufacturing in terms of topography and access. Mr. Romney said the battery storage user would bring a massive investment to West Jordan. Council Member Jacob suggested the City define "high-tech manufacturing." Mr. Jensen said the Southwest Quadrant Zone included a subzone for residential, and a subzone that included high-tech manufacturing.

Teresa Foxley, Chief of Staff for rPlus Energies, said rPlus Energies was the proponent behind the battery storage use. She said battery storage had become a commercially viable way to capture energy and release it when needed. Ms. Foxley said the proposed development would involve a \$550 million investment in the City. The proposed location was adjacent to an existing Rio Tinto solar farm. She said rPlus would be able to utilize some of the existing transmission corridor, and said they had a commercial agreement with the property owner of the proposed location. She said rPlus would not have the type of infrastructure and water needs that residential development would have to be successful. Ms. Foxley said the expectation would be for the batteries to last fifteen plus years as an investment. She said the project would be anticipated to last 20-25 years in the initial term. If the property were no longer used for battery storage, it could be converted to another use. Mr. Romney said the development agreement would include a process to convert the property to a different use.

Council Member Whitelock asked if there were any potential health issues involved with battery storage. Ms. Foxley said noise was associated with energized systems. She said safety would be a concern, and access would need to be controlled. Council Member Jacob said he believed the proposed property was a good location for the use. Council Member

Whitelock expressed the opinion that residents would not want to live next to a battery farm.

Ms. Foxley said rPlus would work with the City on a decommissioning plan for disposal of the batteries. She said rPlus had initiated conversations with the Fire Chief, and would expect to work with the Fire Department on emergency response plans. Responding to a question from Council Member Whitelock, Ms. Foxley said rPlus would expect to partner with the Fire Department and help pay for what was needed. She said the battery packs were roughly the size of a shipping container. Council Member Whitelock asked about potential for groundwater contamination. Ms. Foxley said the units were fully contained, and would each be placed on a concrete pad to prevent risk of groundwater contamination. She said rPlus would work with the City to ensure compliance with all Federal, State, and City Codes.

Mr. Romney asked for feedback from the Council. He said the typical side yard setback for higher-density single family residential in West Jordan was 5 feet, for a total of 10 feet between units. Mr. Romney said the applicant requested the flexibility to have 7 feet on one side and three feet on the other, with the same distance of 10 feet between units. Council Member Shelton said he liked the idea of 7 and 3, because the larger side yard would be more useful.

Council Member Jacob said the Southwest Quadrant Zone did not include a high-tech manufacturing use table, and manufacturing general was a permitted use. He said the MDA would need to include a definition of high-tech manufacturing. Council Member Jacob said the uses that had been mentioned were not high-tech manufacturing. Mr. Romney said he was unable to disclose all potential users at that point. Mr. Romney said he had learned from experience that being too specific could kill a project. He said the applicant wanted there to be high-tech manufacturing in the Southwest Quadrant. Chair Bedore pointed out the Council could only consider information they were given. Mr. Romney said Wasatch Electric was a good example of high-tech manufacturing. Council Member Jacob commented that manufacturing general was already permitted in the zone, and repeated his request for a definition of high-tech manufacturing in the agreement.

Council Members Shelton, Wignall, Bedore, and Jacob indicated they would be fine with the proposal moving forward with a definition for high-tech manufacturing. Council Member Whitelock said she did not think a battery farm would bring in the desired volume of jobs, and did not think it was what the Council had envisioned for the area. Council Member Shelton said he believed the economic impact of the battery farm on the City would be massive. Council Member Whitelock responded if something went wrong, the impact could also be massive. She said she would be fine with the battery farm moving to the south. Council Member Shelton said he would also prefer a location to the south for the battery farm, but would not want to kill the deal. Council Member Jacob pointed out both locations discussed would abut future residential. Council Member Shelton commented that west of the railroad tracks was high intensity use.

Mr. Jensen asked if the Council wanted a use table with a definition of high-tech manufacturing. Council Member Jacob said he would want a use table that was not too specific.

b. Discussion of Proposed Rezone for the Barber Estates Development, Located at 7401 South 5490 West

Senior Planner Tayler Jensen said the proposed Barber Estates rezone had been scheduled on a Planning Commission agenda earlier in January, but was removed and brought to the Committee of the Whole following townhall meetings. Mr. Jensen showed the subject property on a map, currently zoned RR-1D and designated Very Low Density Residential on the Land Use Map. The applicant proposed a rezone to R-1-9, which was allowed in the current Land Use Map designation. Mr. Jensen said if the project moved forward, staff recommended a development agreement that clarified:

1. the developer was responsible for the right-of-way dedication along 5490 West;
2. an access onto 5490 West was required for fire response and in compliance with City development standards.

Council Member Jacob expressed concern that dedicating frontage of the subject property as public would create a little public road island. Mr. Jensen explained that:

3. the developer would be responsible for construction of public improvements along 5490 West;
4. construction of 5490 would be from curb to curb, and the east side would need a sidewalk and park strip; the west side may be constructed just to the curb; and property on the east side was dedicated by prior development;
5. property needed to build the west side to the curb would require additional property acquisition;
6. 5490 West was not included in the City's impact fee calculations, and the Master Plan considered the road to be a development project improvement, not a system improvement;
7. protection strips were not allowed;
8. if rezone was approved, a maximum number of dwelling units (DU) should be included.

Council Member Jacob said he did not remember ever doing a development agreement on a Euclidean zone. Mr. Langford said it was uncommon, but the State had changed some of the regulations with the Land Use, Development, and Management Act (LUDMA). He said the City had done a development agreement for a little infill subdivision involving infrastructure issues. Mr. Langford said the development agreement was a tool the Council could use in extenuating circumstances. Council Member Jacob suggested there were issues brought up in the townhall meeting that could be addressed in the development agreement, including requiring larger setbacks behind the homes adjacent to existing animal properties. Council Member Jacob said he would be comfortable approving the proposal if the development agreement included all issues discussed.

Council Member Whitelock said concern was expressed at the townhall meeting related to setting a precedent with the R-1-9 Zone that would be used by other property owners in the area to justify additional rezone requests to R-1-9. She said another concern expressed related to people living on a private road they did not own. Council Member Whitelock said her big concern related to leaving an island of RR-1D adjacent to the proposed project. She said she was not interested in having yet another driveway access on the collector street.

Council Member Whitelock said she was told at the townhall meeting that the developer would meet with neighboring residents to try to come to an agreement, but had learned such a meeting had not happened. Adam Anderson with Anderson Development said he had taken the feedback from the townhall meeting back to his team and tried to make the plan better. Mr. Anderson said Council Member Whitelock had suggested that he bring the changes back to the Committee of the Whole, which he had done. Council Member Whitelock agreed she had made the suggestion.

Mr. Anderson said he believed the concern for an island could be addressed with an easement for future access at the south entrance of the proposed project. The Council and staff discussed potential scenarios for the neighboring Barber property not included in the proposed project. Council Member Shelton said he could support the easement idea.

Council Member Whitelock asked the setback difference between the R-1-9 and R-1-12 Zones. Mr. Jensen said the difference was five feet in the front setback, and corrected himself a few minutes later explaining that the difference was in the width of the lots. The required driveway length was the same for both zones. Mr. Jensen said the staff preference would be to have R-1-10 or R-1-12 along the east property line, transitioning to R-1-10 or R-1-9 internally in the project. Council Member Whitelock said she did not love the proposed project and the precedent of R-1-9 that would be set. She expressed interest in what the applicant would do with R-1-10. Council Member Whitelock said she agreed with the suggestion that backyard setbacks should be bigger along the east boundary.

Mr. Anderson asked if the Council would be interested in gross density similar to Bella Estates (2.1-2.4 units per acre). He said he was not trying to promote high density, and would be willing to cap the overall density. Mr. Anderson said he believed the R-1-10 or R-1-12 Zones could be acceptable.

Council Member Whitelock said she would agree to R-1-12 and the road easement. Council Members Jacob and Bedore said they would agree to R-1-10 with a development agreement. All six members of the Council indicated support for R-1-12 and a development agreement.

c. Discussion of West Jordan City Code – Title 4, Chapter 2, Article H – Massage

Senior Assistant City Attorney Patrick Boice noted that the Council had previously discussed different articles of Title 4, Chapter 2. Mr. Boice showed multiple recent news articles about human trafficking and prostitution in massage parlors around the State, and said a recent study estimated Utah had seen a 10% increase in illicit massage businesses

statewide, with roughly 150 such locations currently operating. He explained that HB 278 would require all massage businesses to register through a Utah government licensing website, and require business owners and employees to undergo background checks. Mr. Boice said West Jordan had experienced the same problems seen around the State.

Mr. Boice said current West Jordan Code Title 4, Chapter 2, Article H (Massage Establishments) used definitions that were out of date and no longer found in State Code, provided no licensing exception for medical or home occupation practice, and did not fully address new licensing and premise registration implemented by the State. He presented proposed changes that would:

- a. allow exemptions for other licensed professionals (doctors, chiropractors, etc.);
- b. prohibit “unlawful conduct” and “unprofessional conduct”;
- c. require proper licensing of individual massage providers;
- d. require proper licensing of massage establishment;
- e. require display of licenses from the State;
- f. two-year restriction on an establishment going back in at the same site of a previous revocation;
- g. limited business hours;
- h. prohibit opaque window coverings.

Council Member Jacob asked if “opaque window coverings” was defined, and Mr. Jensen said the term was not defined. Council Member Jacob suggested a definition was needed. Chair Bedore asked about the limited business hours. Council Member Whitelock said the Council had previously discussed 6 am to 10 pm, and representatives of local massage businesses had indicated support. Council Member Whitelock suggested adding “that prohibit visibility inside establishment” should be added to “prohibit opaque window coverings.”

Members of the Council unanimously indicated support for putting proposed language for Article H on a future Council meeting agenda.

d. Discussion of West Jordan City Code – Title 6, Chapter 6D, Section 11 – Sale of Animals

Senior Assistant City Attorney Patrick Boice said the agenda packet included two draft codes for Title 6, Chapter 6D, Section 11 (Sale of Animals), with Option 1 mirroring Sandy City Code as discussed by the Council at a previous meeting. He gave an example of a spectrum from ‘prohibited’ to ‘unrestrained,’ with ‘regulated’ in the middle, and said Option 1 was at the prohibitive end, Option 2 was in the middle of the spectrum, and existing City Code fell between regulated and unrestrained.

Animal Service Manager Dan Eatchel said the goal was to make some impact. He said Option 2 would require a USDA license for breeders with five or more breeding females, and most animals coming into the City were already coming from USDA licensed breeders, so there would not be a lot of impact on the City. He explained that a USDA license only required minimum standards. Officer Eatchel said his hope was to move more toward Option 1.

Vice Chair Wignall asked if there were any puppy mills in West Jordan. Officer Eatchel said he was not aware of a situation that would meet the definition of having five or more breeding females, and there were no breeders currently in West Jordan with a USDA license. Vice Chair Wignall asked if conditions were monitored and inspected. Officer Eatchel responded the USDA was supposed to carry out inspections to ensure minimum standards were met. Mr. Boice said the USDA was not aware of, and did not inspect, situations that did not require a USDA license. Vice Chair Wignall said she was against unethical breeding.

Mr. Boice said the USDA did not govern animal sales in commercial parking lots, and suggested the Council consider private sales in their discussions. He asked how involved the Council wanted the City to be in the transactions. Mr. Boice said there were individuals in the City who were passionate about their breeding programs.

David May, representing a West Jordan pet store, said the pet store only sold USDA puppies. He texted a question from Council Member Jacob to the pet store owner, and reported the store sold 10-12 puppies per week, receiving complaints about one in every seventy-five or so. He said the pet store provided a 12-year guarantee on their pets. Vice Chair Wignall asked if the seller vetted individuals purchasing animals. Mr. May said he could find out.

Barbara Riddle, President and CEO of ChamberWest, said from a business perspective, the Puppy Store was a respected business. She said she had owned a lot of puppies in her life; some purchased and some obtained from rescue facilities. Ms. Riddle said she visited the Puppy Store and fell in love with a puppy she adopted, and her experience was professional and caring. She said the proposed drafts and Council discussion felt like a solution looking for a problem, and said it was good for people to have options.

Chair Bedore said he had taken his children to visit the Puppy Store several times, but stopped after negative experiences involving upset individuals, sick dogs, and poor customer service. He said the experiences had left a bad impression. Chair Bedore acknowledged the customer service issues may have been improved, and said his vote on the issue would not be influenced by personal experience. He said he wanted to make sure the City was doing what was best to protect animals. Mr. Riddle asked the Council to be cautious, and said she would not want the Code to over-regulate.

Council Member Shelton said he purchased a dog from a home breeder, and the dog died of cancer at seven years old. He said he did not blame the home breeder for the illness. Council Member Shelton said he met a representative of the National Humane Society at a Utah League of Cities and Towns (ULCT) meeting, and the representative suggested a prohibition on pet stores would be a negative for animal welfare because there were no regulations on home breeders. The representative suggested regulations were helpful, and provided some stability for animals. Council Member Shelton said he was in favor of leaving the Code as it was.

Officer Eatchel expressed the opinion that Option 2 would be better than doing nothing. Vice Chair Wignall said she was in favor of ensuring animals were treated well, not laying

in their feces all day and contained in cages for breeding purposes. Council Member Jacob asked if the existing store would be grandfathered under current regulations if new code was passed. Mr. Boice said he was not sure the existing store would be grandfathered since it was not a zoning issue. Staff said it would probably be possible for the existing store to be grandfathered if that was the Council's intention.

Council Member Whitelock said she recently visited the Puppy Store, and the associate she talked to was very nice. She said the associate showed her genealogy and breeder information provided with a purchase, but said she was cautioned that breeders did not always respond to buyer attempts to make contact. Council Member Whitelock said the store smelled and looked clean.

Mr. Boice summarized that Option 1, similar to Sandy City Code, was more prohibitive and included regulations on the purchase of turtles. Option 2 would require USDA paperwork and appropriate dog sourcing. Current Code addressed rabbits and fowl, but did not address dogs. With Option 2, a puppy store would not be able to source dogs from a backyard breeder.

Council Member Whitelock said she did not want to put more regulations in place. She said it bothered her more to see animals sold in the parking lot at Sam's Club. Council Member Shelton said he agreed that parking lot breeders were more of an issue. Council Member Whitelock said she did not think the Puppy Store would still be in business if they had a lot of problems.

Council Member Jacob said he would be in favor of requiring reporting, as a small step. Mr. Boice said staff could draft something in between current Code and Option 2. Vice Chair Wignall asked if stores could be required to post where puppies were from prior to purchase. Chair Bedore said he liked the suggestion. Council Member Whitelock said she was not in favor of the USDA license requirement currently in Option 2. Mr. Boice said he would research options, and bring the topic back to the Committee of the Whole.

e. Presentation and Discussion by Members of Salt Lake County Council

Salt Lake County Council Chair Aimee Winder Newton and At-Large County Council Member Laurie Stringham gave a presentation explaining the history, purpose, structure, and funding for County programs and services. County services included: criminal justice/public safety; elections; Health Department; aging and adult services; behavioral health; culture and the arts; conventions and tourism; regional parks and recreation; library services; and property tax administration. Chair Newton explained the County budget, and said 74% of the County's General Fund was allocated to public safety. She gave an update on jail facilities. Council Member Stringham emphasized the benefits of tourism tax revenue. Chair Newton answered questions about funding for a recreation center on the west side of West Jordan. Council Member Stringham asked to see the recreation facility plans, and spoke of the potential for revenue to offset costs. The City Council thanked the Council Members for the update.

3. ADMINISTRATIVE ITEMS

None

4. ADJOURN

The meeting adjourned at 6:31 pm.

I certify that the foregoing minutes represent an accurate summary of what occurred at the meeting held on January 27, 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 10th day of February 2026