



**MINUTES OF THE CITY OF WEST JORDAN  
COMMITTEE OF THE WHOLE  
Tuesday, February 24, 2026 – 4:00 pm  
Approved March 10, 2026  
8000 S Redwood Road, 3rd Floor  
West Jordan, UT 84088**

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**1. CALL TO ORDER**

**COUNCIL:** Chair Bob Bedore, Vice Chair Jessica Wignall, Annette Harris, Zach Jacob, Chad Lamb, Kent Shelton, Kayleen Whitelock (arrived at 6 pm)

**STAFF:** Council Office Director Alan Anderson, Senior Assistant City Attorney Patrick Boice, Mayor Dirk Burton, City Attorney Josh Chandler, Public Works Director Brian Clegg, City Planner / Zoning Administrator Larry Gardner, Policy Analyst & Public Liaison Warren Hallmark, Assistant City Administrator Paul Jerome, City Administrator Korban Lee, Fire Chief Derek Maxfield, Council Office Clerk Cindy Quick, Police Chief Jeremy Robertson, Administrative Services Director Danyce Steck

Chair Bedore called the meeting to order at 4:00 pm and noted that Council Member Whitelock would arrive later.

**2. DISCUSSION TOPICS**

**a. Discussion with Former Carmel, Indiana Mayor Jim Brainard**

Jim Brainard, Mayor of Carmel, Indiana from 1996 to 2024, said Carmel and West Jordan had a lot in common. He presented an overview of Carmel, Indiana and how it had grown. Mr. Brainard spoke of zoning and development trends in the United States, and spoke of wanting to encourage walkability and encourage people to be outside. He described redevelopment projects in Carmel that were accomplished with the help of public/private partnerships and tax increment financing, with “gentle” density not exceeding five stories, a variety of housing types, mixed-use development, walking/biking paths, public parks and plazas, and public art throughout the community. Mr. Brainard and the Council discussed benefits of parking structures compared to large ground-level parking lots, the Carmel Christkindlmarkt, restrictions on signage, and benefits of traffic roundabouts compared to traffic lights. Mr. Brainard emphasized his belief that tax payers had a right to demand a beautiful place to live.

Mr. Brainard presented the following guiding principles:

- Mixed Use/ less emphasis on use zoning
- Pedestrian-based / de-emphasize cars
- Hierarchy of buildings
- Harmony with land and built surroundings
- Human Scale
- Enclosures – sense of security
- Aesthetics

- Density
- Learn from 1000s of years of good city designs

Council Member Harris asked how the redevelopment changes had been messaged to Carmel residents. Mr. Brainard said they used all the typical methods, as well as programs on the government channel talking about what type of city people wanted. He said he referenced old European cities, and suggested Carmel could build similarly. Mr. Brainard said the vast majority of residents loved the focus on architecture and design with underground parking. He said he worked hard to communicate his ideas with the community. Mr. Brainard said they had started with changes to city roads, and said it was never too late to make changes and improvements. He said changes were expensive, but a 50-year outlook was important.

Council Member Shelton asked about tax increment financing. Mr. Brainard gave an example of an old 9-acre retail center that was purchased by Carmel City and was currently under redevelopment. Prior to redevelopment, the retail center had generated \$61,000 annually in property tax revenue, shared by all the taxing entities. After redevelopment, the annual property tax revenue would be \$3 million. Mr. Brainard said it had not been difficult to convince other taxing entities to participate.

Chair Bedore asked the reasoning behind Carmel's investment in such big performance spaces. Mr. Brainard said Indianapolis had invested a lot of money in sports, and Carmel chose to invest in the arts. He said lenders and developers needed to see investment from a city before being willing to invest. Mr. Brainard said after the city had taken the risk for the first two or three projects, bond holders only looked to developers for guarantee.

Chair Bedore thanked Mr. Brainard for the presentation. Mr. Brainard invited members of the Council to visit Carmel, Indiana.

***b. Discussion of Amendments to West Jordan City Code Section 13-5B-8 Accessory Dwelling Units***

Senior Assistant City Attorney Patrick Boice said the Council had previously discussed the possibility of allowing a second utility meter for accessory dwelling units (ADUs). Mr. Boice said proposed amendments included updates to Code language, and flexibility (not outright prohibition) for a second utility meter for an external ADU. He said internal ADUs did not qualify for a second meter under State Code. The proposed flexibility for external ADUs would allow Public Utilities to ensure the City could adequately and safely service the line and meter, and ensure sufficient supply.

Council Member Shelton asked about the responsible party for a second meter. Mr. Boice said the land owner would be responsible for both meters. A second name (resident) could be added to the bill for the second meter if the Council desired. Council Member Shelton asked why the arrangement would be different for an ADU than for an apartment. He said each person renting an apartment had their own name on the utilities. Staff clarified that not all apartment utilities were metered and billed individually by apartment.

Mr. Boice asked how the Council felt about limiting the size of ADUs, either by maximum square footage, a certain percentage of the main home square footage, or a combination of both. Chair Bedore said Council Member Whitelock had expressed concern about ADU height in relation to property lines. Council Member Shelton expressed support for limiting the size an external ADU to no more than a certain percentage of the square footage of the main house. Council Office Director Alan Anderson commented that water capacity could be an issue if an external ADU were tying into a primary home's water line.

Council Member Jacob said setting a size limit felt arbitrary because what might work in one situation, might not work in another. Mr. Boice said the Council did not need to decide that evening, and asked for Council direction. He said other cities in the area had adopted limitations, and said the State would address the issue as well. Council Member Shelton said limiting the size would keep the ADU status as a secondary dwelling, and prevent an ADU from using too much in terms of utilities. Mr. Boice said he agreed that the use of an ADU would have to be accessory to a main dwelling. Council Member Jacob emphasized that it was not a one-size-fits-all situation, and said he wanted safeguards in place.

Council Member Shelton said he believed the size of an ADU should be limited to a percentage of the main dwelling. Council Member Harris said she was interested in what the State would do. Mr. Boice said staff would monitor the issue with the Legislature and bring back any updates.

A majority of the Council indicated support for the redlined changes in the agenda packet, and a majority of the Council indicated support for waiting to see what the State decided regarding size of ADUs. Mr. Boice said staff would bring back a proposal sometime in June. Staff mentioned that impact fees for ADUs would need to be addressed.

***c. Discussion of West Jordan City Code – Title 6, Chapter 3D, Section 11 – Sale of Animals***

Senior Assistant City Attorney Patrick Boice said Council direction to staff at the end of the last discussion about Title 6, Chapter 3D, Section 11, Sale of Animals, was to bring back a draft that was somewhere in between existing Code and Option 2 presented by staff. Mr. Boice said proposed amendments would address:

- a. No parking lot sales
- b. Veterinary and breeder records
- c. Minimum dog age
- d. Did not apply to home breeders
- e. Did not apply to livestock

Council Member Lamb asked how a prohibition on parking lot sales would be enforced. Mr. Boice said enforcement would be an Animal Control issue. Officer Dan Eatchel, Animal Services Manager, said prohibited parking lot sales were enforced regularly as a business license violation, and said an animal sales provision would be helpful. Council Member Jacob commented that some things could be sold on the street with a business license, but an animal sales provision would clarify that cats and dogs could not be sold on the street at all. There was no license available for the sale of animals in parking lots. Officer Eatchel said a specific animal sales provision would probably be easier and more quickly understood by individuals in enforcement situations than the business license provision.

City Attorney Josh Chandler said specific prohibitive language would be a deterrent for individuals who looked to the Code to see if the sale of animals in parking lots was allowed. Council Member Jacob suggested reference to “dog or cat” should be replaced with “live animal” or “pet.” Council Member Harris expressed the opinion that calling out cats and dogs specifically was important. The Council and staff discussed rabbits and chicks. Mr. Boice said it was his impression the Council was more concerned about the sale of cats and dogs in parking lots.

A majority of the Council indicated support for the proposed amendments as presented. Vice Chair Wignall asked about the possible unintended consequence of people hassling breeders for records. Chair Bedore commented that breeding was a business, and customers tended to contact any business with questions about a product that was bad quality. Chair Bedore thanked staff for the presentation.

**d. Presentation from the South Salt Lake Mosquito Abatement District (SSLVMAD)**

Kelvin Green, SSLVMAD Board Member, gave a presentation about the SSLVMAD, and provided an update on abatement efforts.

*Council Member Whitelock arrived at 6:00 pm.*

Mr. Green emphasized the importance of eliminating or protecting sources of standing water. The Council thanked Mr. Green for the update.

*The Council recessed for dinner at 6:09 pm and reconvened at 6:19 pm.*

**e. Legislative Update**

Intergovernmental Affairs Advisor Adam Gardiner provided an update on the current Legislative Session. Mr. Gardiner spoke of Legislative discussions about splitting Salt Lake County, Truth in Taxation and property tax, transportation, economic development, infrastructure funding, tort amendments, and water fees. City Attorney Josh Chandler spoke of SB211 concerning tort damages.

**3. ADMINISTRATIVE ITEMS**

None

**4. ADJOURN**

Chair Bedore adjourned the meeting at 6:45 pm.

*I certify that the foregoing minutes represent an accurate summary of what occurred at the meeting held on February 24, 2026. This document constitutes the official minutes for the West Jordan Committee of the Whole meeting.*

/s/ Cindy M. Quick, MMC  
Council Office Clerk

Approved this 10<sup>th</sup> day of March 2026