Kaysville City

Water Conservation Plan

2025

Prepared by:

Josh Belnap, PE

Public Works Director

1. Purpose

The Kaysville City 2025 Water Conservation Plan has been prepared to comply with the most current version of the Utah Water Conservation Plan Act, which requires water retailers to file a water conservation plan with the Utah Board of Water Resources, and update that plan every five years. This update outlines Kaysville City's current water conservation efforts and presents its current conservation goals.

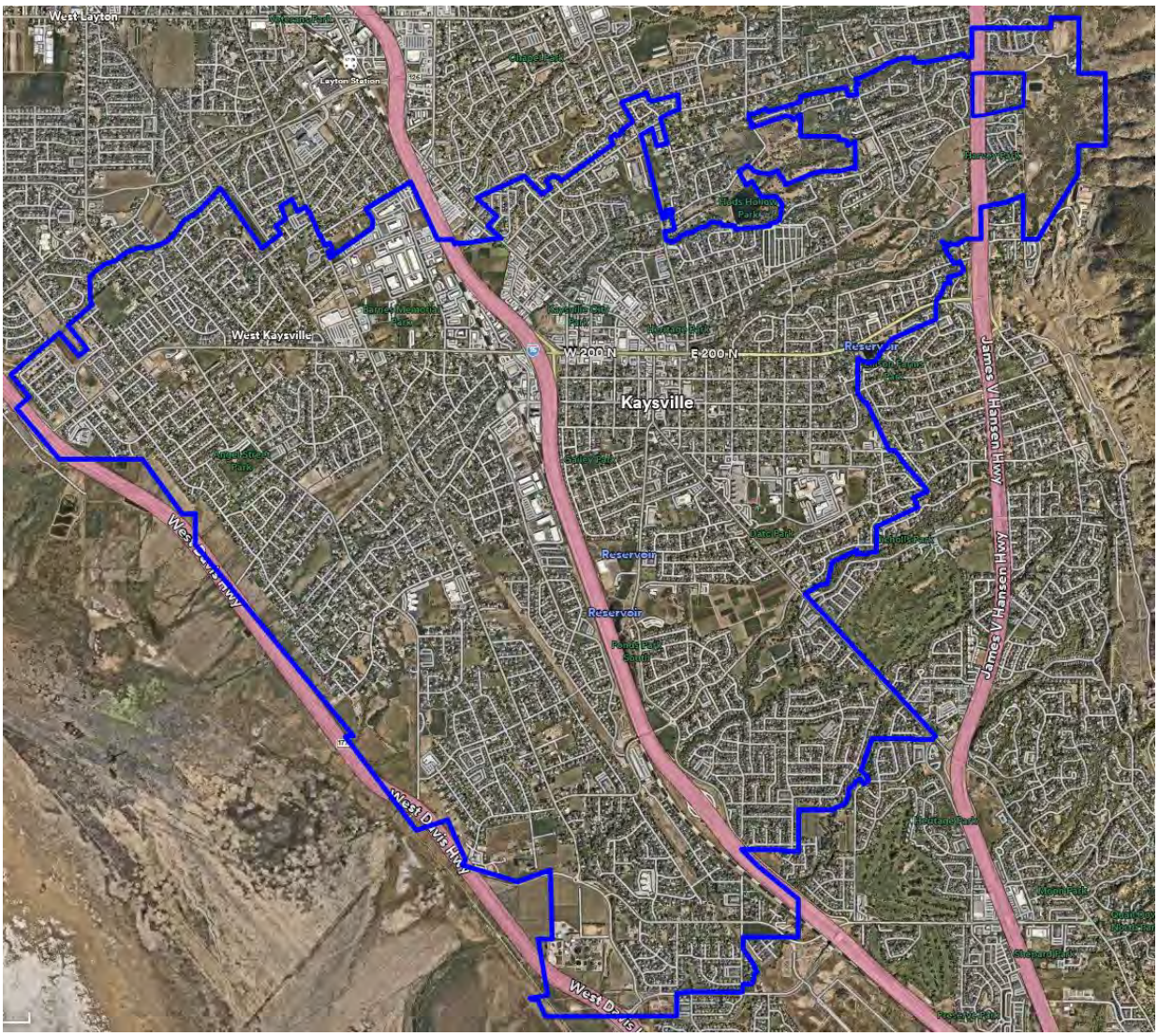
As the State of Utah continues to experience significant growth, Kaysville City is increasingly aware of the need to maintain its water supply and level-of-service for current residents, while helping identify the service capacity for future growth. Kaysville City's staff and City Council are committed to decreasing the City's per capita water use, as detailed in this Water Conservation Plan.

2. System Profile

2.1 City Info

Kaysville City (The City), located within Davis County, was first settled in 1850, and first incorporated in 1868. The City covers an area of approximately 11 square miles and is situated at the foot of the Wasatch Mountain Range, adjacent to Farmington City (to the South), Fruit Heights City (to the East) and Layton City (to the North). Figure 2-1 shows the current City boundary in red (north is up).

Figure 2-1
Kaysville City Water Service Boundary



2.2 Current Source, Connections and Usage

Kaysville City is a retail culinary water provider for 9,409 overall connections and 32,860 residents. The City's culinary water system is "consecutive", as 100% of the culinary water it distributes is purchased from the Weber Basin Water Conservancy District (WBWCD). Kaysville is somewhat unique in that approximately 94% of properties in Kaysville are served by both culinary water (delivered by Kaysville City) and secondary irrigation (delivered by one of three independent irrigation companies). The City is frequently referred to as a "bedroom community" as roughly 96% of properties are residential, as detailed in Table 2-1.

Table 2-1
Culinary Water Connection Types (2024)

Connection Type	# of Connections	% of Total Connections	Usage by Connection Type (Ac-ft)
Residential	8,988	95.4%	1,873
Commercial	277	3%	255
Institutional	143	1.5%	129
Industrial	1	0.01%	3
Unmetered	0		0
Total volume of usage in 2024: **2,258 Ac-ft**			
Total volume delivered by WBWCD in 2024: **2,485 Ac-ft**			

Table 2-2
GPCD by Connection Type (2024)

Connection Type	GPCD
Residential	50.88
Commercial	6.91
Institutional	3.50
Industrial	0.07
Total	**61.35**

Kaysville's connections are served by meters on an AMI network, meaning data is collected in real time and automatically transmitted to City servers. The meters have an estimated lifespan of 20 years, and the City's staff can monitor the usage data almost daily to identify potential anomalies or meter issues. Meter issues are repaired as they are identified, and all new construction is required to receive an AMI enabled meter from the City prior to obtaining a certificate of occupancy.

Kaysville City has 2 separate culinary contracts with WBWCD. The primary contract is for 2,500 Acre-Feet per year, and the additional contract amount is for another 286 Acre-Feet, totaling 2,786 Acre-Feet per year. To provide additional cushion on these two amounts, the City utilizes a portion of its water rights to exchange surface water with Weber Basin. This exchange results in a one-to-one credit on the City's end of year billing, meaning that for every gallon of surface water diverted to Weber Basin, WBWCD then credits the City's bill by one gallon. This volume varies each year, but the 5-year average is 433 Acre-Feet per year. Assuming an average of 400 Acre-Feet per year, this translates to a potential source capacity of 3,186 Acre-Feet per year.

2.3 Projected Future Usage

Future City usage is estimated by utilizing current usage data and population projections. A standard residential housing unit is the basic unit used for calculating demand on the system, and each residential connection is considered 1 Equivalent Residential Connection (ERC), while all other connection types are some percentage of an ERC (high water users like restaurants would typically count for more than 1 ERC). Based on the most recent 2024 usage data the City submitted to the State, the Division of Water Rights (DWRi) estimates that the total number of ERC's for Kaysville is 10,838.94. Using this value with the City's 5-year average volume purchased from WBWCD, the current level of service (LOS) for Kaysville City is calculated as:

$$\frac{2{,}436.15\ Acre-Feet}{Year} \div 10{,}838.94\ ERC's = LOS\ of\ \frac{\mathbf{0.225\ Acre-Feet}}{\mathbf{ERC}}$$

Carrying this analysis forward, the DWRi estimated the 2024 population of Kaysville to be 32,860, which helps provide an assumed population per ERC of:

$$\frac{32{,}860\ People}{10{,}838.94\ ERC's} = \frac{\mathbf{3.03\ People}}{\mathbf{ERC}}$$

The City population in 2060 is estimated to be 44,313, which is then divided by the population per ERC to then estimate the number of ERC's in the year 2060:

$$\frac{44{,}313}{3.03} = \mathbf{14{,}616.74\ ERC's}$$

The above calculated values are finally used to establish the 2060 estimated source need for Kaysville City (in order to maintain LOS):

$$\frac{0.225\ Acre-Feet}{ERC} \times 14{,}616.74\ ERC's = \mathbf{3{,}289\ Acre-Feet}$$

It is estimated that by 2060, the City will need an estimated source capacity of 3,289 Acre-Feet, which equates to a future deficit of 503 Acre-Feet, when compared to the 2 Weber Basin Contracts (this deficit does not account for the Weber Basin Exchange volume).

It should be noted that the calculations above are based on volumes purchased from WBWCD, and are not based on the usage of the City's customers. To provide context to the difference between volume purchased from WBWCD and volume used by customers at metered connections, we will use the data from 2024. In 2024, the City purchased 2,486 Acre-Feet from WBWCD. In that same year, the City sold 2,259 Acre-Feet to its customers. That means there was 227 Acre-Feet of water that we purchased from Weber Basin that wasn't sold to customers, which is discussed in section 4 ("Water Loss") of this report.

2.4 Water Rights

While the City does not currently have any alternative water source (aside from WBWCD) to supply its drinking water system, the City does have some water rights of varying status, and as the WBWCD exchange volume varies based on precipitation, temperatures etc, the City is currently looking at acquiring additional underground water rights for use with future wells. Table 2-3 summarizes the City's existing rights (these are separate from the WBWCD Contract volumes).

Table 2-3
Water Rights (2024)

Water Right #	Flow (cfs)	Estimated Quantity (Ac-Ft)
31-501	0.402	291.048
31-704	0.16	115.84
31-2217	3.17	1,142
31-760	0.0246	17.81
31-1037	0.0265	19.19
31-1733	0.0401	29.032
31-1735	0.054	39.1

2.5 Irrigation

As mentioned in section 2.2, irrigation water for the vast majority of Kaysville City is served by one of 3 independent pressure irrigation companies – 1) Davis and Weber Counties Canal Company, 2) Haights Creek Irrigation, and 3) Benchland Irrigation. In addition to the pressure providers, there are also a handful of properties in Kaysville that still use ditch water for irrigation (mostly agricultural uses) and are served by the Kaysville Irrigation Company (not affiliated with the City). Any locations not served by one of the aforementioned irrigation companies are instead served by Kaysville City drinking water for irrigation, utilizing backflow protections. At current time, the City has about 320 commercial connections using culinary to irrigate small landscaped areas at these businesses, and approximately 130 residential connections utilizing culinary for irrigating their yards.

The City does have shares in some of the irrigation companies mentioned above, as detailed in Table 2-4. These shares are tied to a use at specific properties.

Table 2-4
Irrigation Water Shares (2023)

Company	# of shares	Equivalent Quantity (Ac-Ft)
Kaysville Irrigation Co	808	2,424
Davis and Weber	261	1,566
Haights Creek	156	156

3. Billing

As adopted by Kaysville City Council, the City uses a tiered rate structure, as seen in Table 3-1.

Table 3-1
2025 Culinary Water Rates

Connection Size (in)	Base Connection Charge (per month)
¾ to 1	$28.18
1 ½	$36.23
2	$43.13
3	$60.95
4	$74.18
6	$115.58
Use of Culinary for irrigation will increase base charge by 10%	

Usage Rates in Addition to Base Charge (per 1,000 gallons)	
Residential	
0-3,000 gallons	$0.58
3,001 – 6,000 gallons	$0.85
6,001 – 9,000 gallons	$1.27
9,001 – 12,000 gallons	$2.91
12,001 – 15,000 gallons	$3.63
15,001 – 18,000 gallons	$4.39
18,001 gallons and up	$5.52
Commercial	
0-3,000 gallons	$0.58
3,001 – 6,000 gallons	$0.85
6,001 – 9,000 gallons	$1.27
9,001 gallons and up	$2.91

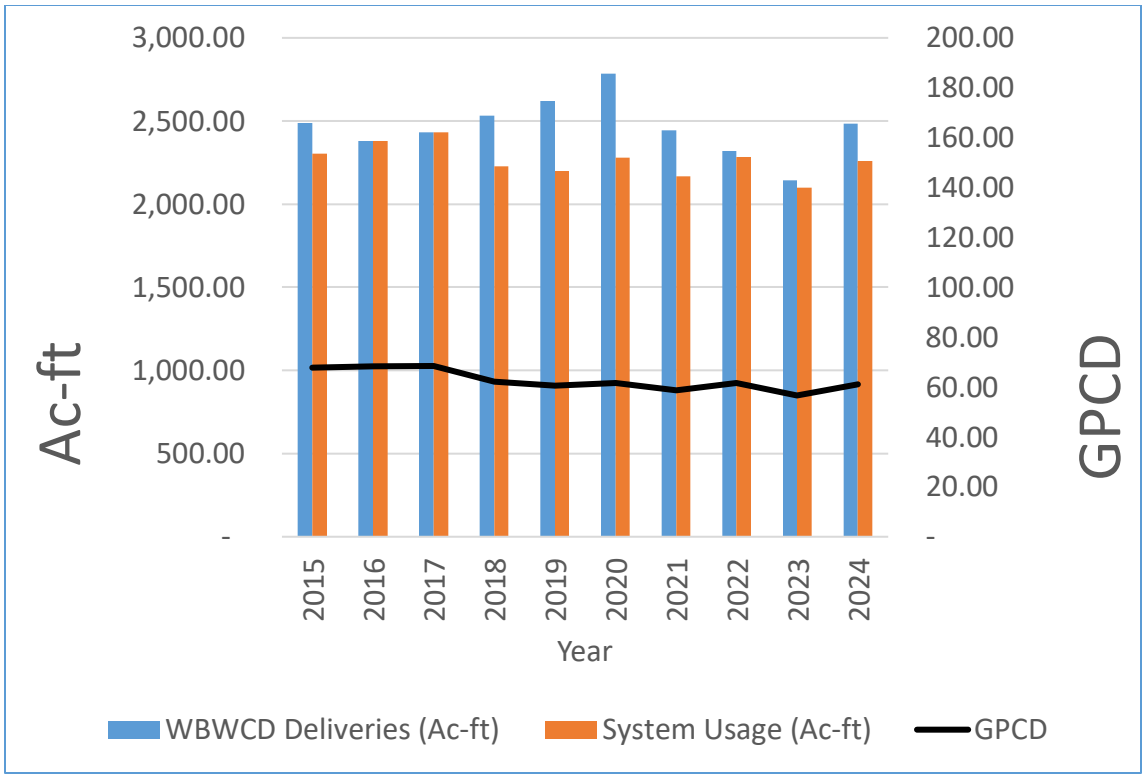
4. System Water Loss

Kaysville has a combined 8.5 million gallons worth of storage capacity in its 6 underground tanks. By accounting for this storage, and estimating the volume of water in the systems piping between the tanks and the individual meters (an estimated additional 2.3 million gallons), we can utilize our WBWCD vs usage data to estimate our system water loss. In 2023 and 2024 there was a combined 67 million gallons of water not accounted for by retail sales, and by factoring out the volume of water occupying the storage tanks and piping system, these losses are attributed to water circulation efforts (water flushed from hydrants to maintain sufficient water quality) and to water leaks. The majority of the losses each year are from flushing, and the usage numbers from 2024 especially support that. Of the 67 million gallons lost between 2023 and 2024, 63.3 million occurred during 2024 alone. The summer of 2024 presented significant water quality issues in the deliveries the City received from Weber Basin, requiring City crews to spend significantly more time than normal flushing hydrants to try and increase circulation and maintain water quality, and it is estimated that in that year over 59 million gallons of the 63.3 million gallons lost were due to flushing.

Due to the tiered rates, and as rates are different for the type of connection, it is impossible to ascertain the exact financial impact of the losses. However, as the vast majority of water use is indoor and residential in nature, if we assume $0.58 per 1,000 gallons, the 2024 flushing from the Weber Basin water quality issues cost the City approximately $36,000 in lost revenue.

Figure 4-1 details the annual WBWCD delivery volumes as compared with the City's usage volumes from 2015 to current. This figure also details the GPCD during that same timeframe.

Figure 4-1
Annual System Usage vs WBWCD Purchases



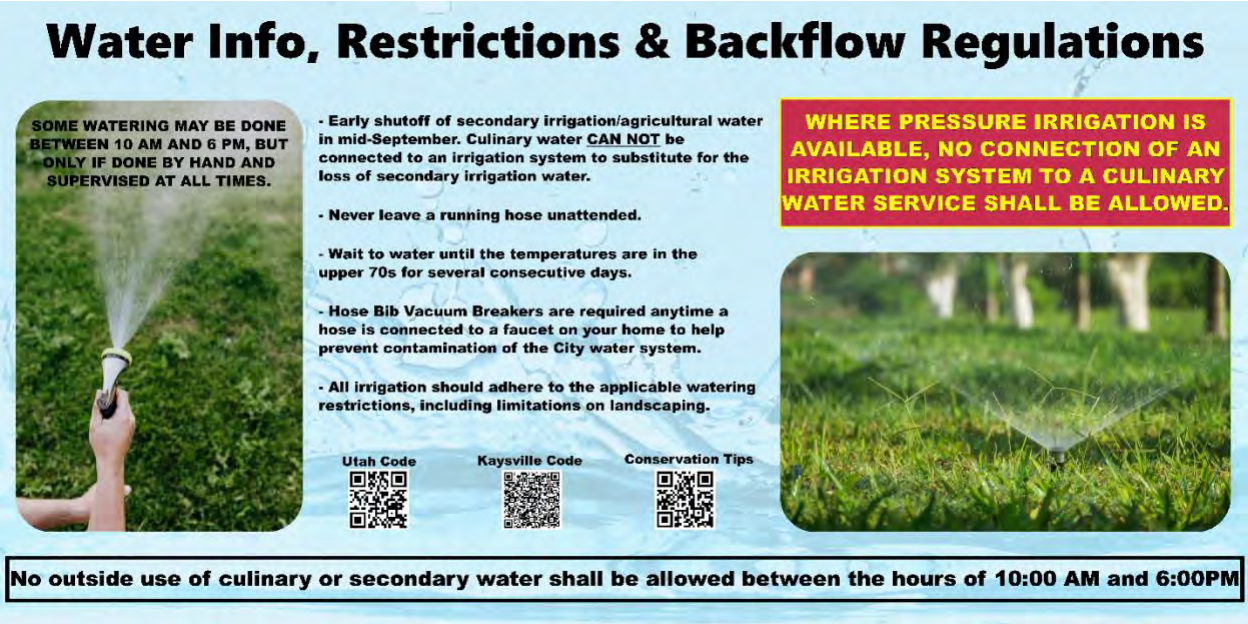
5. Water Conservation

5.1 Current Efforts

A summary of the City's current conservation efforts, and a summary of each, is listed below:

- Existing Code: The following ordinances have been effective in Kaysville City since before the 2019 Water Conservation Plan:
    - **9-4-6** and **9-6-4:** Prohibits the waste of culinary and secondary water both through unrepaired leaks or wastefully flowing appliances and faucets.
        - **Efficacy:** Low impact normally, especially as enforcement of this is difficult. However, it has supported enforcement efforts in isolated instances when irrigation equipment is damaged and wasting water. This has allowed the City to, in very few instances, compel owners to make repairs that would have otherwise remained unrepaired.
    - **9-4-10** and **9-6-9:** Establishes the authority of the City Council to specially regulate or restrict culinary and secondary water use during declared water shortages.
        - **Efficacy:** Low impact normally, except for times of special circumstance or need.
    - **9-6-1:** Requires all residential properties to utilize pressure irrigation instead of flood irrigation to maximize irrigation efficiency.
        - **Efficacy:** Significant impact as no flood irrigation is utilized for landscaping, and the finite volumes of the City's WBWCD culinary contract water are not exhausted on landscaping.
- Code changes: Since the 2019 Water Conservation Plan the City has amended and enacted the following:
    - **9-4-17:** Except for agricultural zones, in line with WBWCD recommendations, irrigation is prohibited between the hours of 10 am and 6 pm.
        - **Efficacy:** Moderate impact. This amendment has provided an opportunity to publish online and mail out to all residents this requirement as well as other resources from the State and WBWCD. See Figure 5-1 for the most recent conservation/outreach flier mailed to all properties in Kaysville and also kept at the information desks at City Facilities.

Figure 5-1
Water Flier



- o **9-4-19:** Authority also provided to the Public Works Director to enact additional restrictions as necessary in times of drought or when special conservation is needed.
  - **Efficacy:** Little impact to regular usage, but significant impact in situations like WBWCD shutting down their feeds for repairs.
- o **17-5-1:** Adoption of water efficient landscaping standards. The chapters within this title explicitly declare support of conservation efforts from the State as well as WBWCD. These standards allow residents to utilize landscaping materials and plants that utilize less water, but that were not previously allowed in some instances, and in addition to conservation impacts, this title made residents eligible to access rebates through WBWCD.
  - **Efficacy:** Since its adoption, the practices allowed and the rebates available have been directly responsible for over 200 properties removing parkstrip turf, and nearly 2 dozen properties retrofitting previous landscaping with xeriscaping.

- Practices identified in the City's 2019 Water Conservation Plan:
  - o **Encourage conservation through tiered rates.** Especially for the relatively few users (400 out of 9,400) of culinary water for irrigation to conserve water and utilize water efficient landscaping.
    - **Efficacy:** Moderate impact. A combination of tiered rates discouraging overwatering and advertising educational resources from the State and WBWCD seem to have visible impacts on watering practices and landscaping in these properties.
  - o **Community education and outreach.** As previously mentioned, the City mailed out the flier in Figure 5-1 in June 2022 and then held a public open house in August of 2022.

Representatives from WBWCD and the USU Botanical Center attended and with City staff were able to visit with and educate attendees on rebates, new landscape standards, and other best practices. This flier is still distributed at City facilities, and the City also includes conservation info and resources in its annual Consumer Confidence Report that is mailed to all residents. In addition, the City has an FAQ page regarding rebates and landscaping on the City website, found here: https://www.kaysville.gov/faq.aspx?qid=171.

- **Efficacy:** Moderate to High impact. The City feels that the various educational efforts have been the source of much of the public knowledge about conservation efforts and opportunities, as well as the cause for most of the "flip your strip" projects undertaken thus far.

- **Resident portal.** In 2023, the City purchased a license to the web-based portal "MyMeter." This portal provides a resident with the ability to view and track their water usage, and to help to avoid unnecessary costs, and avoid potential damages from otherwise unknown leaks.
  - **Efficacy:** Low impact currently. The portal is still relatively new, and the take rate is currently just at 3.5% of existing users. The City is trying to push this out to residents and will continue to do so.
- **Resident notification.** In Summer of 2025 City staff began reaching out to residents east of Highway 89 that reside in the only neighborhoods in Kaysville that utilize culinary water for irrigation. Staff had started to analyze the usage in these neighborhoods from meter data, and used that data to compare summer usage with winter usage (winter usage would not include irrigation volumes). Staff then put together individual letters to each resident informing them of their patterns of usage, how those volumes could likely be reduced and detailing the potential financial savings associated with conservation, as well as detailing to them how to sign up for the City's MyMeter portal.
  - **Efficacy:** Unknown, but potential high impact.
- **Support irrigation companies in the pursuit of metering projects.** The City has submitted letters of support on 3 different occasions for irrigation companies pursuing funding for secondary metering. In addition, the City also directly applied for COVID relief funds (ARPA) from the State on behalf of one irrigation company that did not meet the application requirements.
  - **Efficacy:** Low impact currently, but likely to eventually result in high impact. Meters are still being installed by the various companies, but impacts are anticipated as these entities eventually transition to billing according to the usage of each property.
- **Kaysville City upgrading all culinary connections to AMI capable meters.** In 2019, the City started replacing all existing meters with new AMI meters that could more accurately track usage, and do so in real time. This took 2 years, and cost roughly $2.5 million.
  - **Efficacy:** Moderate to high impact. Previously all meter data was generated by visually observing the reading on all +9,000 connections, and writing down the reading. The AMI meters have increased the accuracy of the meter data, and has

also made the data available to residents. In 2022, the City invested $100,000 in a resident portal that would allow residents to monitor their usage.

- **City parks irrigated with Culinary water.** Since the 2019 Water Conservation Plan, 4 City Parks have been converted from secondary irrigation to utilizing culinary for irrigation (protected by a backflow assembly). The intent is to obviously still irrigate the parks, but the irrigation would help increase circulation in the western extents of the system, thus decreasing the amount of water "lost" to hydrant flushing. These parks are on metered connections.
  - **Efficacy:** Very high impact. As seen in figure 4-1, the percentage of water "lost" (the difference between purchased and system usage) and the overall water purchased from WBWCD began to decline from the time the first parks were converted in 2020. As mentioned previously, there was a spike in 2024, which is mostly attributed to water quality problems in the WBWCD feed, but overall, this appears to have a significant impact.
- **Leak detection.** In 2021, the City purchased an acoustic leak detection kit. This kit is periodically deployed to look for potential issues proactively. Leaks, regardless of method of detection, are always repaired immediately.
  - **Efficacy**: High impact. Identifying and repairing leaks immediately saves water, and limits the risk of damages.
- **Infrastructure upgrades.** In the last 5 years, the City has expended over $6 million on other system upgrades to assist with water quality efforts. These include a new 1 million gallon storage tank, 2 new pumphouses, 4 permanent structures for analyzing and boosting system chlorine residuals, installing above ground sampling stations at 40 locations throughout the City, automating all tank control valves to maximize tank turnover, and installing mixing devices in all storage tanks to avoid stratification. Similar to culinary irrigation in parks, increased water quality can help decrease the amount of water lost to flushing. In addition, the City has undertaken 4 large replacement projects since the 2019 Water Conservation Plan on system segments prone to frequent leaks.
  - **Efficacy:** Moderate to high impact. Impacts would be similar to the culinary irrigation in parks, but the City needs to increase the frequency of replacement projects on aging pipes. Areas that were not problematic at the time of the 2019 WCP are now experiencing several leaks per year, and some of the gains made are offset by these additional leaks.
- **Water rates.** In 2024, the City purchased a license to the online platform "Waterworth" to help evaluate system needs, operating costs, inflation etc. In 2022, the City Council instituted a 5% increase to help encourage conservation during the drought period, and most recently instituted an additional 15% increase to rates. As part of the recent rate increase, the City has also applied a 10% increase to the monthly base charge for all connections that utilize culinary for irrigation.
  - **Efficacy:** Low impact. As so little of our water is used for irrigation, we don't typically see rates impacting usage, as volumes are relatively low compared to some providers with higher volumes of culinary being used for irrigation. As the

recent changes are so new, it is unknown what impact the 10% increase on culinary irrigation users is.

- **Conservation funding for projects on City-owned properties.** In 2025, the Kaysville City Parks Department received approval from the City Council to adopt an ongoing annual budget dedicated to decreasing irrigation usage and increasing irrigation efficiency for City-owned properties.
  - **Efficacy:** Moderate impact. The initial budget number is $20,000 per year to support projects like removing unnecessary turf and more efficient irrigation systems. The first project undertaken has already resulted in a 60% reduction in usage at City Hall. Impacts from individual properties may be relatively small, but when viewed in comparison to the overall number of City-owned properties, the impact is more substantial.

5.2 Goals and Future/Ongoing Efforts

As previously stated, the City does not directly provide secondary irrigation for 95% of connections, so the GPCD figure for the City is already far lower than the Weber River Regional goal of 200 GPCD - for 2024, the Kaysville GPCD was **61.35**. As the City attempts to understand how this compares to others who provide for both culinary and irrigation needs, the City frequently uses a very conservative ratio to explain the relationship of culinary volumes as compared to irrigation volumes, and that ratio is 65% of water use is irrigation and 35% is culinary/indoor use, however actuals may be closer to 80% irrigation and 20% indoor use. With the vast majority of the City's supply being for indoor use, applying the 35% to the regional goals would equate to an overall reduction goal of 7%, and a GPCD goal of 70 GPCD.

Using this as a guide, and seeking further improvement, the City coordinated with WBWCD to establish a Kaysville specific reduction goal of 10%, and a GPCD goal of 60.

To support this goal, the City will undertake the following:

- **More frequent and stringent evaluation of tiered rates**. With the acquisition of the Waterworth platform, going forward the City will evaluate rates on an annual basis. Specifically, rates will be evaluated to determine the effect of rates on conservation and usage.
- **Replace aging infrastructure.** The vast majority of water lost to leaks is caused by aging infrastructure. The City is currently working on a strategic master plan that will, among other things, help with long range planning and budgeting to aggressively pursue water line replacement projects. Each leak can produce between 10,000 and 100,000 gallons of lost water, and in 2024, the City responded to over 250 emergency leaks. It is estimated that these leaks are responsible for about 10,000,000 gallons a year.
- **Education and outreach.** The City will continue posting, providing and mailing information to residents/businesses multiple times per year. The City will continue 1) mailing out conservation resources once a year to residents, 2) providing other written information to the public at City facilities and to developers, and 3) post conservation info and resources online and on social media at least once a year.

- **Targeted outreach.** The City will monitor meter usage City-wide and look for signs of overwatering or leaks on private property. The City will reach out individually to these connections and help identify inefficiencies or needed repairs.
- **Turf replacement.** The City will continue encouraging property owners to install water efficient landscaping in existing landscaped areas. The City has adopted ordinances to allow more water efficient landscaping options and make various rebates available for such removals. The City will also continue to evaluate and pursue conservation opportunities on City owned projects.
- **Landscaping Agreements.** Any new developments that will utilize culinary for irrigation will require agreements recorded with the property(ies) to restrict landscaping to water efficient options.
- **Additional culinary for irrigation at City properties.** The City will identify in its master plan what additional City properties can be converted to culinary irrigation to improve circulation/water quality, thus reducing the volume of hydrant flushing necessary each summer. It is estimated that, historically, flushing has been responsible for as much as 40 million gallons of annual water loss.

KAYSVILLE CITY
RESOLUTION 25-12-02

A RESOLUTION ADOPTING THE 2025 KAYSVILLE CITY WATER CONSERVATION PLAN

WHEREAS, Utah State statute (Utah Code 73-10-32) requires that Public Water Systems maintain a Water Conservation Plan; and

WHEREAS, State statute requires that this plan be updated every 5 years; and

WHEREAS, Kaysville City staff have compiled the necessary data and information into a draft to meet the State requirements.

NOW, THEREFORE, BE IT RESOLVED by the City Council of Kaysville City, in the State of Utah, as follows:

1. The attached Kaysville City Water Conservation Plan is hereby approved and adopted.

PASSED AND ADOPTED by the City Council of Kaysville, Utah this **18th day of December, 2025.**

Tamara Tran, Mayor

ATTEST:

Annemarie Plaizier, City Recorder

Kaysville City
Utah's Hometown
FOUNDED IN 1850

MEETING NOTICE AND AGENDA

Notice is hereby given that the Kaysville City Council will hold a regular council meeting on **Thursday, December 18, 2025**, starting at 7:00 PM in the **Council Chambers in Kaysville City Hall at 23 East Center Street, Kaysville, UT**. The meeting will be streamed on YouTube, and the link to the meeting will be posted on www.KaysvilleLive.com.

Public comments during the meeting are only taken for Action Items, "Call to the Public", or public hearings. **Those wishing to speak during these times must sign up in person before the meeting begins.** Comments may also be submitted to the City Council via email to publiccomment@kaysville.gov. Emailed comments will NOT be read aloud at the meeting.

CITY COUNCIL Q&A – 6:30 PM

The City Council will be available to answer questions or discuss any matters the public may have.

CITY COUNCIL MEETING – 7:00 PM

The agenda shall be as follows:

1) OPENING
   a) Presented by Council Member Perry Oaks
2) CALL TO THE PUBLIC (3-MINUTE LIMIT; MUST SIGN UP IN PERSON BEFORE THE MEETING BEGINS)
3) PRESENTATIONS AND AWARDS
   a) Independent Auditor's Report for Fiscal Year 2025
4) DECLARATION OF ANY CONFLICTS OF INTEREST
5) CONSENT ITEMS
   a) Approval of Minutes from the November 6, 2025 City Council Meeting
   b) Approval of Minutes from the November 18, 2025 City Council meeting
   c) Approval of Minutes from the November 20, 2025 City Council meeting
   d) Approval of Minutes from the December 4, 2025 City Council meeting
   e) A Resolution Authorizing Users to Access the Utah State Treasurer's Public Investment Fund Accounts
   f) Appointment of David Moore as a Planning Commission Member
6) ACTION ITEMS
   a) An Ordinance Enacting Title 18, Chapter 2, Section 12 to Adopt the Utah Wildland Urban Interface Code
   b) A Resolution Adopting the 2025 Kaysville City Water Conservation Plan
   c) A Resolution Amending the 2022 General Plan to Include Chapter 6: Kaysville Water Use and Preservation as Required by Utah Code §10-20-404, "General Plan Preparation"
7) WORK ITEMS
   a) Review of the 2026 Calendar and Related Housekeeping Items
   b) Discussion on Amending the Kaysville City Rules of Procedure and Order
8) COUNCIL MEMBERS REPORTS

9) CITY MANAGER REPORT

10) PRESENTATION TO COUNCIL MEMBER PERRY OAKS

11) ADJOURNMENT

Kaysville City is dedicated to a policy of non-discrimination in admission to, access to, or operations of its programs, services, or activities. If you need special assistance due to a disability, please contact the Kaysville City Offices at (801) 546-1235 at least 24 hours in advance of the meeting to be held.

I hereby certify that I posted a copy of the foregoing Notice and Agenda at Kaysville City Hall, Kaysville City website at www.kaysville.gov, and the Utah Public Notice website at www.utah.gov/pmn. Posted on December 12, 2025.

Annemarie Plaizier
City Recorder

KAYSVILLE CITY COUNCIL
December 18, 2025

Minutes of the regular Kaysville City Council meeting held on December 18, 2025, at 7:00 p.m. in the Council Chambers of Kaysville City Hall, located at 23 East Center Street, Kaysville, Utah.

Council Members Present: Mayor Tamara Tran, Council Member John Swan Adams, Council Member Mike Blackham, Council Member Abbigayle Hunt, Council Member Nate Jackson, and Council Member Perry Oaks

Others Present: City Manager Jaysen Christensen, City Attorney Nic Mills, City Recorder Annemarie Plaizier, Community Development Director Melinda Greenwood, Assistant Finance Director Parker Godwin, Fire Chief Paul Erickson, Public Works Director Josh Belnap, Police Chief Sol Oberg, Information Systems Manager Ryan Judd, Information Systems Assistant Ardi Harsano, Warren Anderson, Aaron Hixon, Joshua McBride, Tom Kerr, Cindy Kerr, Laurene Starkey

OPENING

Mayor Tran opened the meeting and welcomed those in attendance. Council Member Oaks provided opening remarks reflecting on his decision to seek office and his experience serving on the City Council. He discussed gaining a greater understanding of the complexity of city operations and the work required to provide essential services often taken for granted by residents, including utilities and public services. He expressed appreciation for City staff, fellow council members, and residents, and emphasized the importance of civic engagement and public participation, even when viewpoints differ. Council Member Oaks thanked the residents of Kaysville for the opportunity to serve, acknowledged both the challenges and rewards of council service, and then offered the opening prayer and led the Pledge of Allegiance.

Mayor Tran subsequently recognized Council Member Oaks for his service, expressing appreciation for his leadership, perspective, and contributions during his four years on the Council. She highlighted the value of his military background and reflected on the collaborative nature of the Council and the relationships formed through shared work, discussion, and disagreement. Council Member Adams also offered brief remarks, expressing appreciation for Council Member Oaks' mentorship and friendship.

CALL TO THE PUBLIC

No individuals addressed the Council during the Call to the Public.

PRESENTATIONS AND AWARDS

INDEPENDENT AUDITOR'S REPORT FOR FISCAL YEAR 2025

Assistant Finance Director Parker Godwin introduced the City's annual independent audit,

explaining that the City is required to prepare and present an audit report to the City Council each year. He stated that the audit reviews the accuracy of the City's financial statements and confirms compliance with applicable laws and standards. Mr. Godwin acknowledged the efforts of City administrative staff and the independent auditors and introduced the City's auditing firm, HBME, along with auditors Warren Anderson and Aaron Hixson.

Warren Anderson of HBME, LLC presented the Fiscal Year 2025 audit and explained that the report includes three formal opinions: an opinion on the financial statements, internal controls, and compliance with state requirements. He stated that the auditors issued an unmodified, or clean, opinion, indicating that the City's financial statements are presented fairly in all material respects. He noted that the Management's Discussion and Analysis section provides additional context regarding the City's financial performance and changes during the fiscal year.

Mr. Anderson highlighted several key audit findings. He reported that Kaysville City carries no general obligation debt, noting that while such debt can be appropriate in some circumstances, its absence reflects the City's ability to meet operational needs and fund capital projects without relying on long-term liabilities. He also noted that the City's ARPA fund will no longer appear in future financial statements because all funds have been expended or fully assigned. Additionally, he identified that the sewer fund showed an operating loss in Fiscal Year 2025 based on the statement of cash flows and recommended that the City consider conducting a fee analysis to determine whether the loss was due to one-time expenses or whether fee adjustments may be necessary to ensure the fund covers its operating costs.

Council Member Adams asked for clarification regarding general obligation debt. Aaron Hixson of HBME explained that municipalities typically issue either revenue-backed bonds or general obligation bonds, the latter carrying greater risk because they are not tied to a dedicated revenue source. He noted that the State of Utah limits the amount of general obligation debt a municipality may carry and stated that Kaysville City's limited use of long-term debt reflects sound financial management. Mr. Hixson also stated that the auditors did not identify any strategic need for the City to issue additional bonds.

Council Member Blackham asked whether general obligation bonds obligate a municipality to raise taxes to repay the debt. Mr. Hixson explained that while taxes may be used, they are not the only repayment option and clarified that general obligation bonds differ from revenue bonds in that they are not secured by a specific revenue stream.

Council Member Hunt asked how Kaysville City's overall debt compares to other cities. Mr. Anderson stated that direct comparisons are difficult due to differences in population, geography, and operations, but noted that nothing in the City's financial profile appeared unusual for a city of its size.

Council Member Blackham asked whether the City's revenues exceed its expenditures and whether the City is in a strong financial position. Mr. Hixson stated that none of the City's funds are operating with a deficit fund balance and that revenues exceed expenditures overall. He noted that business-type funds generally show positive operational cash flow, but reiterated that the sewer fund is operating close to break-even and may be subsidized if current trends continue.

Additional discussion addressed interest rates on general obligation bonds and whether borrowed funds could be invested for higher returns. Mr. Hixson explained that arbitrage rules generally prohibit borrowing at subsidized government rates for investment purposes and advised against such an approach, noting that investment of unspent ARPA funds during a period of higher interest rates was a unique circumstance.

Mayor Tran thanked the auditors for their presentation and for responding to Council questions.

DECLARATION OF ANY CONFLICTS OF INTEREST

No conflicts of interest were declared by any members of the City Council.

CONSENT ITEMS

Council Member Adams made a motion to approve the following Consent Items:

a) Approval of Minutes from the November 6, 2025 City Council Meeting.
b) Approval of Minutes from the November 18, 2025 City Council meeting.
c) Approval of Minutes from the November 20, 2025 City Council meeting.
d) Approval of Minutes from the December 4, 2025 City Council meeting.
e) A Resolution Authorizing Users to Access the Utah State Treasurer's Public Investment Fund Accounts.
f) Appointment of David Moore as a Planning Commission Member.

Council Member Jackson seconded the motion.

The vote on the motion was as follows:

Council Member Hunt, Yea
Council Member Jackson, Yea
Council Member Oaks, Yea
Council Member Blackham, Yea
Council Member Adams, Yea

The motion passed unanimously.

Mayor Tran noted that Planning Commissioner Paul Allred would be retiring from the Planning Commission and recognized his many years of service to the city. She expressed appreciation for his contributions, expertise, and dedication during his time in that role.

ACTION ITEMS

AN ORDINANCE ENACTING TITLE 18, CHAPTER 2, SECTION 12 TO ADOPT THE UTAH WILDLAND URBAN INTERFACE CODE

Fire Chief Paul Erickson presented the proposed ordinance adopting the Utah Wildland Urban

Interface (WUI) Code. He explained that the State Urban Interface map had been released earlier that day and reviewed how it applies to Kaysville. Chief Erickson identified areas of higher wildfire exposure east of U.S. Highway 89 and noted that, based on state classifications, approximately eight to fifteen homes would fall within the highest exposure category. He stated that, following discussions with state wildland officials and review of the map, the classifications should not result in fee assessments for Kaysville residents. Chief Erickson emphasized that adoption of the WUI code is required by state law enacted in March 2025 and signed by the Governor later that month, and that local discretion is limited. He further explained that adopting the code helps protect the City from potential liability if a wildfire were to originate on City property and spread.

Mayor Tran asked whether the recommendation included adoption of the accompanying map. Chief Erickson explained that while the statute does not explicitly require adoption of a map, state wildland officials recommended that municipalities adopt one. He noted that the map prepared for Kaysville aligns with state classifications and shows most of the city within moderate-risk categories, including vegetated areas along the east bench. He stated that the map had been included in the prior meeting packet and that minor wording adjustments would be made to the ordinance to appropriately reference the map prior to final execution.

Council Member Hunt asked whether adoption of the WUI code would affect residents' insurance coverage or rates. Chief Erickson explained that Kaysville has substantial defensible space around homes, particularly along the east bench, and does not meet the criteria associated with the highest wildfire risk categories that typically influence insurance decisions. He outlined defensible space requirements associated with different risk levels and stated that Kaysville homes generally exceed those minimum standards. He acknowledged that he does not conduct insurance assessments and cannot speak on behalf of insurance providers, but noted that the WUI code is primarily intended for heavily wooded areas with limited access and water supply, conditions not characteristic of Kaysville. Mayor Tran summarized that adoption of the code does not, by itself, place residents into a higher-risk insurance category and that insurance determinations are outside the City's control. Chief Erickson added that the primary local impact of adopting the WUI code is increased enforcement authority related to fire and building codes.

Council Member Jackson made a motion to approve the Ordinance enacting Title 18, Chapter 2, Section 12 to Adopt the Utah Wildland Urban Interface Code, including the adoption of the associated map. The motion was seconded by Council Member Oaks.

The vote on the motion was as follows:

Council Member Jackson, Yea
Council Member Oaks, Yea
Council Member Blackham, Yea
Council Member Adams, Yea
Council Member Hunt, Yea

The motion passed unanimously.

A RESOLUTION ADOPTING THE 2025 KAYSVILLE CITY WATER CONSERVATION PLAN

Public Works Director Josh Belnap presented the proposed resolution adopting the 2025 Kaysville City Water Conservation Plan. He explained that state code requires the City to update its water conservation plan every five years and that this document serves as an update to the plan adopted in 2019. Mr. Belnap noted that the updated plan is significantly more comprehensive than the prior version and was developed internally by City staff without the use of outside consultants. He expressed appreciation for the Public Works and operations staff who contributed to its development. He explained that the plan outlines current water usage patterns, includes projections for future water demand, and details ongoing and future conservation efforts, with a key emphasis on education and outreach to residents and businesses to promote conservation and reduce utility costs.

Council Member Oaks commented on the importance of water conservation as the city continues to grow and the need to remain mindful of limited water resources. Mr. Belnap agreed, noting that reliable water service is often taken for granted and that continued education is essential to promoting responsible water use. Council Member Jackson expressed appreciation for the clarity and accessibility of the plan and thanked staff for their work in preparing it.

Council Member Oaks made a motion to approve the Resolution adopting the 2025 Kaysville City Water Conservation Plan, which was seconded by Council Member Hunt.

The vote on the motion was as follows:

Council Member Oaks, Yea
Council Member Blackham, Yea
Council Member Adams, Yea
Council Member Hunt, Yea
Council Member Jackson, Yea

The motion passed unanimously.

A RESOLUTION AMENDING THE 2022 GENERAL PLAN TO INCLUDE CHAPTER 6: KAYSVILLE WATER USE AND PRESERVATION AS REQUIRED BY UTAH CODE §10-20-404, “GENERAL PLAN PREPARATION”

Community Development Director Melinda Greenwood presented the resolution amending the 2022 Kaysville General Plan to include a new Chapter 6 addressing water use and preservation, as required by state law. She explained that the amendment is part of recently enacted, state-mandated planning requirements related to water conservation. Ms. Greenwood stated that the draft chapter had been reviewed by the Planning Commission the prior week, during which a public hearing was held. She reported that two public comments were received: one from a resident expressing support for water conservation efforts and another consisting of questions regarding the plan. She noted that a letter from the resident had been forwarded to the Council prior to the meeting.

Ms. Greenwood reviewed the structure and content of the proposed chapter, explaining that it includes an introduction and purpose statement, technical information describing water uses and the number of service connections within the city, and an explanation of equivalent residential connections (ERCs). She stated that the chapter aligns with the Water Conservation Plan adopted earlier in the meeting, while also providing additional analytical tools to assist the City in evaluating future land use decisions. She highlighted a table prepared with assistance from the City's water system consultant that estimates average water use by land use type, which can be used to determine whether adequate water capacity exists when applications propose changes to land use designations. She also explained that the chapter identifies current data gaps related to secondary water usage and noted that once secondary water meters are installed and data becomes available, future five-year updates will allow for more detailed analysis.

Ms. Greenwood explained that the chapter outlines goals and objectives related to water conservation, including development patterns, methods to reduce water demand for both new and existing development, pricing and billing considerations for secondary water, and potential modifications to City operations. She stated that the chapter commits the City to continued coordination with Weber Basin and responsible water use as the city grows. She confirmed that the draft chapter had been reviewed by the State and determined to be compliant with statutory requirements, noting that it satisfies the four mandatory ("shall") elements required by state code, while optional provisions were included selectively to preserve flexibility. She further reported that the Planning Commission unanimously recommended approval of the amendment by a 4–0 vote.

Mayor Tran asked for clarification on the specific "shall" requirements under state law. Ms. Greenwood explained that the City is required to consider applicable regional water conservation goals, including recommended water conservation policies, review land use ordinances for consistency with water availability, and incorporate principles of sustainable landscaping. She confirmed that the City consulted with the applicable regional water provider and the Division of Water Resources and met all required elements. In response to a question regarding enforcement, Ms. Greenwood clarified that the General Plan is an advisory document and does not impose enforcement obligations. She noted that while the state required adoption of the chapter by a specific deadline, there is currently no ongoing compliance reporting requirement, though future oversight could occur.

Council Member Hunt raised concerns regarding specific language in the draft chapter under the section addressing future land use development with sustainable water demand, specifically language encouraging compact residential and mixed-use development patterns. She stated that she felt the language was redundant with existing portions of the General Plan and questioned whether it meaningfully advanced water conservation goals. She indicated support for removing the language if doing so would not affect compliance with state requirements. Ms. Greenwood responded that similar concepts are addressed elsewhere in the General Plan and stated that removing the language would likely not render the chapter non-compliant, though confirmation from the state would be appropriate. Council discussion generally favored keeping the chapter broad and avoiding unnecessary specificity.

Council Member Blackham expressed a preference for maintaining the General Plan as a flexible,

high-level document, cautioning against including detailed or prescriptive language that could become binding if future changes in state law elevate the legal effect of general plans.

Council Member Jackson asked about language requiring new developments that use culinary water for irrigation to enter into landscaping agreements limiting turf percentages. He expressed concern about the use of the term “require” without a defined percentage. Public Works Director Josh Belnap explained that the provision applies only in limited circumstances where secondary water service is not feasible and culinary water is used for irrigation. He stated that the intent is to prevent excessive turf areas in those situations and that no specific percentage was included in order to allow staff to evaluate proposals on a case-by-case basis using ERC calculations and water demand analysis.

Council Member Hunt asked whether the water demand projections used in the plan are sufficiently conservative to guide long-term development decisions, particularly given the lack of comprehensive secondary water data until metering is implemented. Mr. Belnap responded that the projections were intentionally conservative and that both ERC assumptions and projected gallons-per-acre estimates include a margin of safety. He stated that staff is confident the assumptions are adequate to prevent over-allocation of water resources while additional data is gathered in future years.

Mayor Tran briefly referenced long-term water supply considerations, including well development, and confirmed with staff that such options are not currently a priority. She emphasized the importance of long-term planning, noting that current residents benefit from decisions made decades earlier. Mr. Belnap acknowledged the comment and reiterated the City’s intent to continue planning conservatively.

Council Member Hunt made a motion to approve the Resolution amending the 2022 General Plan to include Chapter 6: Kaysville Water Use and Preservation, as required by Utah Code, with the modification that the previously discussed language encouraging compact residential and mixed-use development patterns be removed. The motion was seconded by Council Member Blackham.

The vote on the motion was as follows:

Council Member Blackham, Yea
Council Member Adams, Yea
Council Member Hunt, Yea
Council Member Jackson, Yea
Council Member Oaks, Nay

The motion passed with a vote of four to one.

Council Member Oaks stated that his concern was not with the immediate substance of the amendment, but with the potential for increased state involvement in local planning, particularly given the frequency with which moderate-income housing is referenced in the underlying state legislation. He expressed concern that the amendment could create future points of leverage for the state if general plans are later made binding. Mayor Tran acknowledged similar concerns,

noting that she had heard discussion at the state level regarding the possibility of general plans becoming binding in the future, though no specific process or timeline had been identified. She stated that the Council retains the ability to revisit and amend the General Plan in the future if needed.

WORK ITEMS

REVIEW OF THE 2026 CALENDAR AND RELATED HOUSEKEEPING ITEMS

City Manager Jaysen Christensen presented the proposed 2026 City Council meeting calendar and related scheduling items. He explained that the calendar was color-coded to clearly identify regular meetings, canceled meetings, and special work sessions, and that it was being presented early to allow council members to review dates and plan ahead.

Mr. Christensen highlighted several key elements of the calendar, noting that the January 1, 2026 City Council meeting would be canceled, resulting in a single regular meeting in January scheduled for Thursday, January 15. He also identified other canceled meetings reflected on the calendar, including the first meeting in April, which coincides with the Davis School District spring break.

Mr. Christensen explained that budget work sessions are proposed to continue in the same format used in prior years, with meetings held on Friday mornings. He noted that these sessions often extend several hours and are better suited to a daytime schedule rather than evening meetings.

Mr. Christensen also announced the return of “Kaysville University,” a training and orientation program for elected and appointed officials that had been offered in prior years. He explained that the program is planned as a seven-week series tentatively scheduled for Wednesday evenings beginning January 21. Each session would focus on one or more City departments and include tours of City facilities, such as power substations and water infrastructure. He stated that the program is intended primarily for elected and appointed officials and encouraged participation as schedules allow.

Council discussion focused primarily on the timing of the Friday budget work sessions. Council Member Hunt asked whether the sessions could begin at 9:00 a.m. rather than earlier in the morning. Mr. Christensen indicated that a 9:00 a.m. start time would work for staff and better accommodate family schedules. Mayor Tran and other council members indicated tentative agreement with the proposed start time.

Council Member Blackham asked whether Friday work sessions could be attended virtually if needed, and Mr. Christensen confirmed that virtual participation could be accommodated.

Mayor Tran expressed appreciation for having the full-year calendar available for review and planning.

DISCUSSION ON AMENDING THE KAYSVILLE CITY RULES OF PROCEDURE AND ORDER

City Attorney Nic Mills presented proposed amendments to the City Council Rules of Procedure and Order. He explained that while Kaysville has not experienced significant issues during public meetings, municipalities across the country have seen an increase in political incivility. The proposed amendments were presented as a proactive effort to maintain orderly meetings while preserving the public's right to participate and express differing viewpoints.

Mr. Mills outlined three primary areas addressed by the proposed amendments. He explained that the changes clarify expectations for public comments by reaffirming the importance of free speech while providing clearer guidance regarding the scope and conduct of comments during meetings. He further explained that the amendments address the distribution of materials by directing that they be distributed in the lobby rather than in the council chambers in order to avoid disruptions during proceedings. He also explained that the amendments clarify rules regarding signs at meetings, allowing signs while establishing reasonable limitations on size and prohibiting signs mounted on poles or containing lighting, with the intent of maintaining safety, visibility, and order while still allowing residents to express their opinions.

Mayor Tran expressed appreciation for the proposed amendments, noting that feedback from other communities indicates that some residents feel intimidated attending public meetings when opinions are highly polarized. She stated that the proposed changes help protect public participation and free speech by establishing clear and fair guidelines.

Mr. Mills noted that Council Member Hunt had identified a typographical error in Rule 5 of the draft and stated that the correction would be included if the item returned as a formal action item. Council Member Jackson commented on language in the draft clarifying the mayor's authority to manage council discussion during meetings and expressed appreciation for the update.

Council Member Oaks made a motion to move the proposed amendments to the City Council Rules of Procedure and Order forward as an Action Item, which was seconded by Council Member Hunt.

The vote on the motion was as follows:

Council Member Adams, Yea
Council Member Hunt, Yea
Council Member Jackson, Yea
Council Member Oaks, Yea
Council Member Blackham, Yea

The motion passed unanimously.

COUNCIL MEMBER REPORTS

Council Member Blackham informed the Council that Gary Hatch, Manager of the Davis County

Mosquito Abatement District, would be retiring after more than 30 years of service. He noted that Mr. Hatch previously worked for Salt Lake County before joining the Davis County program and described him as highly knowledgeable and an effective manager whose experience will be difficult to replace. Mayor Tran asked whether a retirement gathering was planned, and Council Member Blackham responded that one was unlikely, but encouraged expressions of appreciation for Mr. Hatch's service.

Mayor Tran shared brief updates, noting that the Fire Department recently hosted the City employee holiday party. She expressed appreciation for City staff and extended Christmas wishes as the year came to a close.

CITY MANAGER REPORT

City Manager Jaysen Christensen provided a follow-up on the skate park discussion from the prior meeting, noting strong public interest and attendance. He explained that staff, led by Parks and Recreation Director Cole Stephens, had been communicating with both neighborhood representatives and members of the skate park community. Mr. Christensen stated that a meeting was scheduled for Tuesday, January 6, at 5:00 p.m. to continue those discussions.

Mr. Christensen explained that the do-it-yourself skate park features previously installed at Trapper's Field had been removed because they were not insurable under the City's risk coverage. He stated that the equipment was not professionally constructed or documented in a manner that would allow inspection or insurance approval, as confirmed with the Utah Local Government Trust. He clarified that while similar features may exist on private property, the concern was specific to liability associated with City-owned property. He noted that staff would continue exploring alternative options moving forward.

Mr. Christensen also informed the Council that the City plans to replace council iPads that are four years old or older, as many existing devices are becoming outdated. He asked council members to notify staff of any desired upgrades by the end of the year and confirmed that cellular data plans remain the responsibility of individual council members.

PRESENTATION TO COUNCIL MEMBER PERRY OAKS

Mayor Tran expressed appreciation to Council Member Perry Oaks for his service on the City Council and presented him with a plaque acknowledging his dedication and years of service to Kaysville City.

ADJOURNMENT

Council Member Adams made a motion to adjourn the regular City Council meeting at 8:19 p.m. The motion passed unanimously.