

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.