

**REGULAR MEETING AGENDA OF THE
CITY COUNCIL OF LAYTON, UTAH**

PUBLIC NOTICE is hereby given that the City Council of Layton, Utah, will hold a public meeting in the Council Chambers of the City Center Building, 437 North Wasatch Drive, Layton, Utah, commencing at **7:00 PM on November 20, 2025.**

AGENDA ITEMS:

1. CALL TO ORDER, PLEDGE, OPENING CEREMONY, RECOGNITION, APPROVAL OF MINUTES:

A. Minutes of Layton City Council Work Meeting - October 2, 2025

2. MUNICIPAL EVENT ANNOUNCEMENTS:

3. VERBAL PETITIONS AND PRESENTATIONS:

4. CITIZEN COMMENTS:

5. CONSENT ITEMS: (These items are considered by the City Council to be routine and will be enacted by a single motion. If discussion is desired on any particular consent item, that item may be removed from the consent agenda and considered separately.)

A. Reenacting a Recreation, Arts, Museum, and Parks (RAMP) Sales Tax on One-Tenth of One Percent on Taxable Sales within Layton City – Ordinance 25-25 – Beginning April 1, 2026

6. PUBLIC HEARINGS:

A. Adoption of the Sewer Impact Fee Facilities Plan and Sewer Impact Fee Analysis – Resolution 25-52

B. General Plan Addendum – Water Use and Preservation Element – Ordinance 25-24

7. UNFINISHED BUSINESS:

ADJOURN:

Notice is hereby given that:

- A Work Meeting will be held at 5:30 PM to discuss miscellaneous matters.
- This meeting will also be live streamed via laytoncitylive.com and facebook.com/Laytoncity
- In the event of an absence of a full quorum, agenda items will be continued to the next regularly scheduled meeting.
- This meeting may involve the use of electronic communications for some of the members of this public body. Elected Officials at remote locations may be connected to the meeting electronically.
- By motion of the Layton City Council, pursuant to Title 52, Chapter 4 of the Utah Code, the City Council may vote to hold a closed meeting for any of the purposes identified in that chapter.

Date: _____ By: _____
Kimberly S Read, City Recorder

This public notice is posted on the Utah Public Notice website www.utah.gov/pmn/, the Layton City website www.laytoncity.org, and at the Layton City Center.

In compliance with the Americans with Disabilities Act, persons in need of special accommodations or services to participate in this meeting shall notify the City at least 48 hours in advance at 801-336-3826 or 801-336-3820.

D R A F T

MINUTES OF LAYTON CITY COUNCIL WORK MEETING

OCTOBER 2, 2025; 5:34 P.M.

MAYOR AND COUNCILMEMBERS PRESENT:

**JOY PETRO, CLINT MORRIS, TYSON ROBERTS,
AND BETTINA SMITH EDMONDSON**

EXCUSED:

ZACH BLOXHAM, AND DAVE THOMAS

STAFF PRESENT:

**ALEX JENSEN, CLINT DRAKE, STEPHEN
JACKSON, MINDY HUNSAKER, WESTON
APPLONIE, ED FRAZIER, AND KIM READ**

The meeting was held in the Council Conference Room of the Layton City Center.

Councilmember Morris opened the meeting. He excused Councilmembers Bloxham and Thomas.

AGENDA:

MAYOR'S REPORT

No Mayor's report was shared.

COUNCILMEMBER'S REPORTS

Councilmember Smith Edmondson announced the Community Board Meeting for Communities That Care (CTC) was scheduled for Monday, October 6, 2025 and mentioned it would be a training/educational meeting. She mentioned the November meeting would also focus on additional training for recruitment efforts. She indicated she would make an announcement during the regular meeting regarding the Community Resource Center associated with MyHometown for some of the classes and programming offered by CTC. She also indicated she and Councilmember Morris had attended the Utah League of Cities and Towns (ULCT) Annual Conference Wednesday, October 1 and Thursday, October 2, 2025.

Councilmember Roberts mentioned Sylver Gowans, Parks Department, had applied for and received grant funding for a Monarch Butterfly program to provide various plantings which contribute to butterfly habitat at Sand Ridge Park.

Councilmember Smith Edmondson reminded City Staff to extend invitations to its elected delegation (Representatives and Senators) to various City events in an effort to foster positive relationships.

D R A F T

Councilmember Morris stated he had participated in ULCT Meetings this week with Councilmember Smith Edmondson and announced the City had received the designation of Healthy City Utah recognition. He had also attended a caucus meeting for cities of the First and Second Class designation and reported the main topic applicable to these cities during the Legislative Session would be Property Taxes and the Truth in Taxation Process and a discussion followed. Councilmember Morris requested Stephen Jackson, Public Works Director, clarify the public comment period specific to the water fee. Mr. Jackson responded there were actually two separate water fees being discussed: the Division of Drinking Water and the Unified Water Infrastructure Plan. He mentioned the City would be participating in a meeting next week regarding the latter topic. A discussion followed.

Mayor Petro arrived at 5:47 PM.

Councilmember Smith Edmondson mentioned the National League of Cities and Towns (NLCT) would be holding its Annual Conference in Salt Lake City this November and Local Officials Day would be Friday, November 21, 2025.

ADOPTION OF THE TRANSPORTATION MASTER PLAN, ROADWAY IMPACT FEE FACILITIES PLAN AND TRANSPORTATION IMPACT FEE ANALYSIS – RESOLUTION 25-47

Stephen Jackson, Public Works Director, stated he didn't intend to review the Transportation Master Plan, Roadway Impact Fee Facilities Plan, and Transportation Impact Fee Analysis during this meeting as he would be reviewing it during the regular City Council Meeting. He mentioned there were three components associated with the Plan and requested the Council include language in the motion reflecting the Impact Fees wouldn't be effective until January 5, 2026, in order to meet compliance with State Statute.

He asked if there were any questions and there were none.

Councilmember Morris expressed his opinion the Plan was a great body of work and complimented Staff for its vision and foresight for the future of Layton City.

Councilmember Roberts expressed agreement with Councilmember Morris' comments.

Mr. Jackson announced once the Plan was adopted, it would be published on the City's website.

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Mayor Petro mentioned the railroad crossing on Gentile Street needed to be addressed.

**AMENDMENT NUMBER 1 OF THE INTERLOCAL COOPERATION AGREEMENT
BETWEEN LAYTON CITY AND DAVIS COUNTY FOR TRANSPORTATION PROJECT
REIMBURSEMENT – RESOLUTION 25-48 – ALONG 3200 WEST BETWEEN WEST HILL
FIELD ROAD AND GORDON AVENUE AND ALONG WEST HILL FIELD ROAD BETWEEN
3200 WEST AND 3650 WEST**

Mr. Jackson reminded the Council of the 3200 West/West Hill Field Road project and its funding source of Transportation Project Reimbursement funds. He explained due to some delays associated with the project, Davis County COG (Council of Governments) had agreed to extend the completion date of the project to June 30, 2027. He asked if there were any questions.

Councilmember Smith Edmondson requested clarification about parameters associated with the grant and Mr. Jackson indicated the restriction would be applicable to the ending date and once the extension was approved the City would meet compliance with the Agreement.

**AMENDMENT NUMBER 1 TO THE INTERLOCAL COOPERATION AGREEMENT
BETWEEN LAYTON CITY AND DAVIS COUNTY FOR TRANSPORTATION PROJECT
REIMBURSEMENT – RESOLUTION 25-49 – ALONG WEST HILL FIELD ROAD BETWEEN
2700 WEST AND 3200 WEST**

Mr. Jackson explained the agenda item would also be an extension of time to complete the road project once property acquisition was settled and a discussion followed. He mentioned these projects would be combined for bid solicitation and construction in order to recognize cost savings and for completion of the projects. He expressed his desire bids would be accepted sometime in November with construction beginning in the early spring 2026. Mr. Jackson identified the pipeline work which needed to be completed before April 1, 2026 and coordination associated with the construction would take place once school was out for the summer.

The following items discussed by the Council were not included on the agenda:

2150 North

Alex Jensen, City Manager, announced Staff was prepared to share the following data regarding 2150 North

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near Fort Lane.

Mr. Jackson shared a visual illustration and informed the Council of the Staff's efforts to gather data regarding the vehicular traffic and parking along 2150 North and 50 West and shared the following data with the Council:

- Speed and count
- Vehicle classification by length

He continued to share the classification results at 23 East 2150 North and 2097 North 50 West. The findings confirmed that both roadways were dominated by passenger cars, SUV's (Sport Utility Vehicles), pickups, and single unit trucks, with larger truck traffic making up only a small fraction of the vehicular traffic.

He indicated parking along 2150 North in front of these businesses had been witnessed; however, Staff hadn't recognized spillage into the residential neighborhood. Staff's recommendation would be to paint the curbing at approaches and in front of fire hydrants and mailboxes.

Councilmember Smith Edmondson believed a larger issue was specific to the practices of the businesses which held staff meetings with employees which didn't normally work at certain businesses. Weston Applonie, Community and Economic Development Director, stated contact had been made with management of a specific business and reported that business owner had been responsive to the City's request that it have adequate parking for its employees and shouldn't be using residential on-street parking in the residential area. Mr. Jensen pointed out various City Staff had randomly driven 2150 North and hadn't witnessed anything other than what the Traffic Study suggested. He also emphasized the business owners were sensitive to the issue and expressed desire to be good neighbors.

Mr. Jackson addressed the issue regarding large delivery trucks stopping in the roadway was due to the on-street parking of vehicles too close to the driveway approaches, and the drivers were forced to park on the street and request the vehicles be moved. He identified the adequate access to ES Solar from 2150 N. Mr. Jackson stated the Traffic Study concluded the street was wide enough to accommodate delivery truck traffic.

Councilmember Morris appreciated the collaboration between businesses operating in the business park and the residents. He also expressed appreciation to Staff for the data. The discussion continued.

Mr. Jackson pointed out all businesses within the business park had been cooperative and responsive when

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City Staff had expressed concerns. The discussion continued regarding other business operations within the business park. Mr. Jensen responded City Staff had investigated those concerns and concluded the businesses were operating in the manner in which they were approved.

Mr. Jensen indicated Staff would provide the conclusion from the Traffic Study and changes to the on-street parking to members of the public.

Development on South Main

Councilmember Smith Edmondson expressed concern about the neglect of the existing Cedarwood Mobile Home Park and Mayor Petro requested an update on future development of the property. Mr. Applonie responded communication had taken place with new property owners specific to what would be needed for development to move forward. Discussion regarding the development along South Main took place.

The meeting adjourned at 6:38 p.m.

Kimberly S Read, City Recorder

**LAYTON CITY COUNCIL MEETING
AGENDA ITEM COVER SHEET**

Item Number: 5.A.

Subject:

Reenacting a Recreation, Arts, Museum, and Parks (RAMP) Sales Tax on One-Tenth of One Percent on Taxable Sales within Layton City – Ordinance 25-25 – Beginning April 1, 2026

Background:

In 2015, Layton City voters approved a local sales and use tax to support RAMP initiatives. For the last ten years, this RAMP tax has provided one-tenth of one percent sales and use tax to support Recreation, Arts, Museums, and Parks in Layton.

In the recent General Election, held on November 4, 2025, the voters of Layton City authorized to impose a RAMP Tax by an overwhelming margin of 75 to 25 percent. The Council will adopt to enact the RAMP Tax and send notice to the Utah State Tax Commission (Commission) informing them of the vote of the people and the passage of the Ordinance enacting the RAMP Tax.

Ordinance 25-25 will impose a sales tax of one-tenth of one percent (0.01%) sales tax on all appropriate taxable sales beginning April 1, 2026, and running for ten (10) years with the potential to be renewed by the voters of the City.

We want to recognize and thank the dedication of the RAMP PIC (Political Information Committee) Co-Chairs of Daniela Harding and Bruce Finch for their work leading the PIC; as well as, Brandon Stauffer who served as a PIC Steering Committee member, for his diligence in coordination and follow-through. Community members formed a PIC to raise awareness and encourage Layton voters to approve the reenactment of the RAMP Tax.

Alternatives:

Alternatives are to: 1) Adopt Ordinance 25-25 reenacting a RAMP sales tax of one-tenth of one percent on appropriate taxable sales within Layton City beginning April 1, 2026; 2) Adopt Ordinance 25-25 with any amendments the Council deems appropriate; or 3) Not adopt Ordinance 25-25 and remand to Staff with directions.

Recommendation:

Staff recommends the Council adopt Ordinance 25-25 reenacting a RAMP sales tax of one-tenth of one percent on appropriate taxable sales within Layton City beginning April 1, 2026 and authorize the Mayor to sign the necessary documents.

ORDINANCE 25-25

AN ORDINANCE REENACTING A RECREATION, ARTS, MUSEUM AND PARKS (RAMP) SALES TAX OF ONE-TENTH OF ONE PERCENT ON TAXABLE SALES WITHIN LAYTON CITY BEGINNING APRIL 1, 2026 AND RUNNING FOR TEN (10) YEARS UNLESS RENEWED BY THE VOTERS OF LAYTON.

WHEREAS, the City Council placed before the voters of Layton City the opportunity to vote for or against the imposition of a sales tax of one-tenth of one percent (0.01%) to fund Recreation, Arts, Museum and Parks (RAMP) facilities, operations and organizations; and

WHEREAS, the voters of Layton City in a General Election held November 4, 2025 approved the imposition of the sales tax with 75 to 25 percent margin; and

WHEREAS, the City Council is desirous to move forward with the imposition of the RAMP tax as the voters have directed beginning April 1, 2026; and

WHEREAS, the City Council, with the advice of a citizens committee, will see that the RAMP funds are put to the best use possible to improve the Recreation, Arts, Museum and Parks opportunities for the citizens of Layton along with those who visit the City.

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF LAYTON, UTAH:

SECTION I: That the City Council of Layton City, Davis County, State of Utah, does hereby impose a sales tax of one-tenth of one percent (0.01%) sales tax on all taxable sales beginning April 1, 2026, and running for ten (10) years with the potential to be renewed by the voters of the City.

SECTION II: That the City Council of Layton City, pursuant to 59-12-1402(5)(b)(i) through (5)(b)(ii) will notify the Utah State Tax Commission (Commission) that the voters of Layton City have voted in favor of a RAMP tax and that the Commission is to add the RAMP tax to their records and the Commission will collect the taxes and disperse those funds to Layton City beginning April 1, 2026.

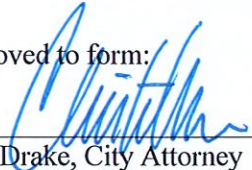
PASSED AND ADOPTED by the City Council of Layton, Utah, this **20th** day of **November, 2025**.

JOY PETRO, Mayor

ATTEST:

KIMBERLY S READ, City Recorder

Approved to form:



Clint Drake, City Attorney



David R. Price, Parks and Recreation Director

**LAYTON CITY COUNCIL MEETING
AGENDA ITEM COVER SHEET**

Item Number: 6.A.

Subject:

Adoption of the Sewer Impact Fee Facilities Plan and Sewer Impact Fee Analysis – Resolution 25-52

Background:

The City Engineering Staff, with the assistance of the consulting engineers at Bowen Collins and Associates, Inc., has prepared the Sewer Impact Fee Facilities Plan (IFFP) and Sewer Impact Fee Analysis (IFA). The previously adopted Wastewater Master Plan identifies all of the projects to address existing deficiencies and future build out conditions. The IFFP identifies which projects are growth related, as well as, which projects can be funded with impact fees. Finally, the IFA is an analysis of how impact fees are calculated, based on the projects included in Wastewater Master Plan.

Alternatives:

Alternatives are to: 1) Adopt Resolution 25-52 authorizing the adoption of the Sewer Impact Fee Facilities Plan and Sewer Impact Fee Analysis; 2) Adopt Resolution 25-52 with any amendments the Council deems appropriate; or 3) Not adopt Resolution 25-52 and remand to Staff with directions.

Recommendation:

Staff recommends the Council adopt Resolution 25-52 authorizing the adoption of the Sewer Impact Fee Facilities Plan and Sewer Impact Fee Analysis.

RESOLUTION 25-52

A RESOLUTION AUTHORIZING THE ADOPTION OF THE SEWER IMPACT FEE FACILITIES PLAN AND SEWER IMPACT FEE ANALYSIS

WHEREAS, the City has previously completed and adopted the Wastewater Master Plan by the City Council; and

WHEREAS, the City Engineering Staff has studied and completed the Sewer Impact Fee Facilities Plan (IFFP) and the Sewer Impact Fee Analysis (IFA); and

WHEREAS, the IFFP and IFA were prepared by Bowen Collins and Associates, Inc., an engineering consulting firm, who provided consulting services for the Wastewater Master Plan, to identify sewer improvements, necessary for future growth, which are eligible for impact fee collection; and

WHEREAS, the IFFP and IFA have been reviewed by City Staff and are now ready to be reviewed and adopted by the Council; and

WHEREAS, it is deemed to be in the best interest of the citizens of Layton City to adopt the Sewer Impact Fee Facilities Plan and Sewer Impact Fee Analysis.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF LAYTON, UTAH:

That the City Council of Layton City, Davis County, State of Utah, has reviewed and adopted the Sewer Impact Fee Facilities Plan and Sewer Impact Fee Analysis, prepared by Bowen Collins and Associates, Inc.

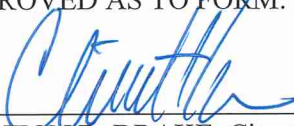
PASSED AND ADOPTED by the City Council of Layton, Utah, this **20th day of November, 2025.**

JOY PETRO, Mayor

ATTEST:

KIMBERLY S READ, City Recorder

APPROVED AS TO FORM:



CLINTON R. DRAKE, City Attorney



STEPHEN JACKSON, Department Director



PREPARED FOR:

PREPARED BY:



LAYTON CITY

October 2025

SEWER IMPACT FEE FACILITIES PLAN

SEWER IMPACT FEE FACILITIES PLAN

OCTOBER 2025

PREPARED FOR:



PREPARED BY:



EXECUTIVE SUMMARY

SEWER IMPACT FEE FACILITIES PLAN

The purpose of an Impact Fee Facilities Plan (IFFP) is to identify demands placed upon Layton City (City) wastewater facilities by future development and evaluate how these demands will be met by the City. The IFFP is also intended to outline the improvements which may be funded through impact fees.

Layton City has not previously had a sewer impact fee. This is primarily because most of its infrastructure has historically been constructed by either developers or the North Davis Sewer District. However, the City has constructed and paid for more of its own facilities in recent years and will need to construct some new facilities to meet the needs of future growth. As a result, the City has developed an impact fee facilities plan to begin the process of calculating appropriate impact fees.

WHY IS AN IFFP NEEDED

The IFFP provides a technical basis for assessing updated impact fees throughout the City. This document addresses the future infrastructure needed to serve the City. The existing and future capital projects documented in this IFFP will ensure that level of service standards are maintained for all existing and future residents who reside within the service area. Local governments must pay strict attention to the required elements of the Impact Fee Facilities Plan which are itemized in the Impact Fees Act.

PROJECTED FUTURE GROWTH

Before evaluating system capacity, it is first necessary to calculate the demand associated with existing development and projected growth. Using available information for existing development and growth projections from the City's Sewer Master Plan, projected growth in system demand is summarized in Table ES-1 in terms of Equivalent Residential Units (ERUs). For the purposes of this analysis, "existing" is defined as the beginning of the planning window which is 2024.

Table ES-1
City Service Area Projections

Year	ERU	Sanitary Wastewater Production (MGD)	Maximum Month Infiltration (MGD)	Total Wastewater Production (MGD)	Peak Hour ¹ Wastewater Production (MGD)
2020	32,318	5.88	2.53	8.41	17.23
2024	36,857	6.71	2.60	9.31	19.37
2030	43,018	7.83	2.70	10.53	22.28
2034	47,581	8.66	2.77	11.43	24.42
2040	50,400	9.17	2.82	11.99	25.75
2050	55,193	10.05	2.90	12.94	28.03
2060	60,557	11.02	2.98	14.00	30.53

1. Based off a city-wide diurnal peaking factor of 2.5 at the points flow enters the collection system.

An ERU represents the demand that a typical single-family residence places on the system. The basis of an ERU for historical flow rates is summarized in Table ES-2.

Table ES-2
Service Area Historic Flows

Item	Value for Existing Conditions	Value for 10-Year Growth	Total 10-Year Conditions
Equivalent Residential Units (ERUs)	36,857	10,724	47,581
Domestic Wastewater Production (mgd)	6.71	1.95	8.66
Maximum Month Infiltration (mgd)	2.68	0.34	3.02
Average Day, Maximum Month Flow (mgd)	9.38	2.29	11.68
Peak Hour Flow (mgd)	19.45	5.22	24.67
Flows per ERU			
Sanitary Wastewater Production (gpd/ERU) ¹	182	182	182
Average Day, Maximum Month Flow (gpd/ERU)	255	214	245
Peak Hour Flow (gpd/ERU)	528	487	518
Average Indoor Water Use (gpd/ERU) ²	182	182	182

1. Estimate from the City's Wastewater Master Plan

2. Wastewater production rate estimates were based on winter indoor billing data.

LEVEL OF SERVICE

Level of service is defined in the Impact Fees Act as “the defined performance standard or unit of demand for each capital component of a public facility within a service area”. Summary values for proposed levels of service are contained in Table ES-3.

Table ES-3
Level of Service for Various System Requirements

	Proposed Level of Service
Pipeline Capacity	
Maximum Ratio of Flow to Pipeline Capacity	0.75
Percent of Collection System that Meets the Standard	100%
Treatment Capacity	
Capacity Required for Future Connections	Sufficient (per City's agreement with NDSD)
Average Day, Maximum Month Flow (gpd/ERU)	214
General Assets	
Adequacy of Existing Facilities to Serve Customers	Sufficient

EXISTING CAPACITY AVAILABLE TO SERVE FUTURE GROWTH

Projected future growth will be met through a combination of available excess capacity in existing facilities and construction of additional capacity in new facilities. Defining existing system capacity

in terms of a single number is difficult. To improve the accuracy of the analysis, the system was divided into three different components (collection, treatment, and general assets). Excess capacity in the collection system and general assets categories of the system is summarized in Table ES-4. The treatment component was not assessed because treatment capacity is exclusively provided by North Davis Sewer District and is paid for through impact fees to the District.

Table ES-4
Available Excess Capacity

Use Category	Collection System Percent Use	General Assets Percent Use
Existing Use	60.65%	60.86%
Use By 10-Year Growth	16.57%	17.71%
Use By Growth Beyond 10 years	22.77%	21.43%
Total	100.00%	100.00%

REQUIRED SYSTEM IMPROVEMENTS

Beyond available existing capacity, additional improvements required to serve new growth are summarized in Table ES-5. To satisfy the requirements of state law, Table ES-5 provides a breakdown of the percentage of the project costs attributed to existing and future users. For future use, capacity has been divided between capacity to be used by growth within the 10-year planning horizon of this IFFP and capacity that will be available for growth beyond the 10-year horizon.

Table ES-5
Project Costs Allocated to Projected Development, 10 Year Planning Horizon

Project ID	Project Description	Project Cost¹	Percent to Existing	Percent to 10-Year Growth	Percent to Growth Beyond 10-Year	Cost to Existing	Cost to 10-Year Growth	Cost to Growth Beyond 10-Year
4	Gordon, 400 W to 150 W	\$860,130	98.62%	0.99%	0.39%	\$848,285	\$8,490	\$3,355
5	Gentile, 2520 E to 2800 E	\$1,905,371	3.92%	67.69%	28.39%	\$74,631	\$1,289,835	\$540,905
8.1	Sugar St South of Kroger	\$1,731,282	80.72%	17.86%	1.42%	\$1,397,467	\$309,208	\$24,607
8.2	Sugar St North of Kroger	\$1,244,869	6.13%	21.97%	71.90%	\$76,311	\$273,476	\$895,083
		\$5,741,652				\$2,396,694	\$1,881,009	\$1,463,950

1. Project costs include an assumed 3% annual inflation rate for construction costs from year 2024.

SEWER IMPACT FEE FACILITIES PLAN

INTRODUCTION

Layton City (City) has retained Bowen Collins & Associates (BC&A) to prepare an Impact Fee Facilities Plan (IFFP) for sewer collection services provided by the City. The purpose of an IFFP is to identify demands placed upon City facilities by future development and evaluate how these demands will be met by the City. The IFFP is also intended to outline the improvements which may be funded through impact fees.

Much of the analysis forming the basis of this IFFP has been taken from the City's Sewer Master Plan prepared by BC&A. The reader should refer to that document for additional discussion of planning and evaluation methodology beyond what is contained in this report.

SERVICE AREA

For the purposes of impact fee calculations, the City system will be treated as a single service area.

IMPACT FEE FACILITY PLAN COMPONENTS

Requirements for the preparation of an IFFP are outlined in Title 11, Chapter 36a of the Utah Code Annotated (the Impact Fees Act). Under these requirements, an IFFP shall accomplish the following for each facility:

1. Identify the existing level of service
2. Establish a proposed level of service
3. Identify excess capacity to accommodate future growth at the proposed level of service
4. Identify demands placed upon existing public facilities by new development
5. Identify the means by which demands from new development will be met
6. Consider the following additional issues:
 - a. revenue sources to finance required system improvements
 - b. necessity of improvements to maintain the proposed level of service
 - c. need for facilities relative to planned locations of schools

The following sections of this report have been organized to address each of these requirements.

EXISTING LEVEL OF SERVICE – Utah Code Annotated 11-36a-302(1)(a)(i)

Level of service is defined in the Impact Fees Act as “the defined performance standard or unit of demand for each capital component of a public facility within a service area”. This section discusses the level of service being currently provided to existing users.

Unit of Demand

For the purposes of this analysis, it is useful to define these various demands in terms of Equivalent Residential Units (ERUs). An ERU represents the demand that a typical single-family residence places on the system. An equivalent residential connection was developed based on indoor billing data across the City along with the number of connections defined as “domestic”. Based on this information, the number of ERUs in the City was estimated and the flow rate basis of an ERU could

be calculated for historic flows as summarized in Table 1. For the purposes of this analysis, “existing” is defined as the beginning of the planning window which is 2024.

Table 1
Service Area Historic Flows and Definition of an ERU

Item	Value for Existing Conditions	Value for 10-Year Growth	Total 10-Year Conditions
Equivalent Residential Units (ERUs)	36,857	10,724	47,581
Domestic Wastewater Production (mgd)	6.71	1.95	8.66
Maximum Month Infiltration (mgd)	2.68	0.34	3.02
Average Day, Maximum Month Flow (mgd)	9.38	2.29	11.68
Peak Hour Flow (mgd)	19.45	5.22	24.67
Flows per ERU			
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Average Indoor Water Use (gpd/ERU) ²	182	182	182

1. Estimate from the City's Wastewater Master Plan

2. Wastewater production rate estimates were based on winter indoor billing data.

Included in the table is the definition of an existing ERU in terms of both average and peak flows. The projected flow used to design and evaluate system components will vary depending on the nature of each component. For example, most wastewater treatment facility processes are designed based on average day, maximum month flow. Conversely, conveyance pipelines must be designed based on peak hour flow (function of daily flow and diurnal flow variation). It should be noted that peak hour flow reported here is based on a system-wide peaking factor of 2.5 applied at the point flow enters the trunkline model. The hydraulic routing procedures used by the model consider the effects of flow attenuation and offsetting peaks throughout the collection system. Peaking factors (and corresponding peak flows) may be higher for individual connections and pipelines higher in the system and lower for pipelines lower in the system.

Also included in the table is a projection of future flows. As shown in the table, projected design flows associated with future connections include a lower amount of infiltration than observed for the existing system. This is associated with projected lower infiltration rates resulting from new construction materials and techniques. Thus, only the infiltration that is directly associated with new growth has been included for new connections. Any additional infiltration associated with older materials or system maintenance are specifically excluded from the future growth calculations. Impact fees will be based on only the lower level of infiltration directly associated with new growth as identified in the table.

Performance Standard

Performance standards are those standards that are used to design and evaluate the performance of facilities. This section discusses the existing performance standards for the City.

To improve the accuracy of the analysis, this Impact Fee Facilities Plan has divided the system into three different components (pipeline capacity, treatment capacity, and general assets). Each of these components has its own set of performance standards:

Pipeline Capacity. City engineering standards require that all sewer mains be designed such that the peak flow in the pipe is less than or equal to 75 percent of the pipe's full capacity using a Manning's roughness factor¹ of 0.013. This design standard was used as the level of service for system evaluation.

Wastewater Treatment Facility Capacity. Layton City discharges collected wastewater to many large trunklines operated by North Davis Sewer District (NDSD). NDSD collects and treats wastewater from multiple municipalities near the City, but the City's contract with NDSD does not allocate a portion of the treatment facilities' capacity to Layton City. The City's agreement with NDSD states that "the District will, to the extent that its system permits, continually hold itself ready and able to treat and dispose of sewage turned into the District's system by the City... The District further agrees to use its best efforts in maintaining and operating its system for providing the services referred to herein in an effective and efficient manner." NDSD also charges impact fees according to their User Charge system as new users connect to their system (including tributary systems like the City's sewer collection system); therefore, impacts to future NDSD facilities are accounted for under NDSD's impact fee schedules. Accordingly, this plan excludes impacts to NDSD facilities and assumes there will be sufficient treatment capacity for the City's wastewater consistent with the contract between NDSD and the city.

General Assets. In addition to the sewer system needs, Layton City personnel need to be able to provide administrative, operation, and maintenance functions for the City to satisfy a level of service for customers. The City's current administrative and service facilities are composed of a number of different components, including office space, open storage space, maintenance bays, etc., and does not have a specific performance standard. However, it is expected that the City's existing facilities will be satisfactory to provide space for personnel through the City's buildout planning window. This means there is excess capacity available today available to support the needs of future users. Thus, it is proposed that both existing and future users pay for these facilities in proportion to their overall use in the system at buildout. This will result in the level of service provided by the facility being the same for existing and new users.

Existing Level of Service Summary

Existing level of service has been divided into the same three components as identified for the system performance standard (pipeline capacity, treatment capacity, and general assets). Existing level of service values are summarized in Table 2 below.

The hydraulic model used to evaluate existing and future pipeline capacities is a trunkline model. This is partly due to limited available survey data in the City's GIS system as well as a focus on simulating only those pipelines that are likely to have flows above the capacity of pipes built at State standard slopes. Trunkline models only include elements of the collection system that a) have

¹ Manning's roughness is an empirical measure of roughness or friction used to calculate hydraulic capacity.

sufficient upstream wastewater production to approach the pipeline capacity, or b) are larger than the minimum 8-inch diameter size for gravity sewer main lines. Generally, 8-inch sewer pipelines that do not have significant upstream wastewater production are in built-out areas with little growth potential. Thus, focusing on relevant trunklines excludes existing facilities that are ineligible for funding from impact fee revenues anyway.

Table 2
Existing Level of Service for Various System Requirements

	Existing LOS
Pipeline Capacity	
Maximum Ratio of Flow* to Pipeline Capacity	0.75
Percent of System Trunklines that Currently Meets the Standard	98.03%
Treatment Capacity	
Capacity Required for Existing Connections	Sufficient
Average Day, Maximum Month Flow (gpd/ERU)	253
General Assets	
Adequacy of Existing Facilities to Serve Customers	Sufficient

As shown in the table, only a small percentage of sewer pipelines in the system fall below the desired performance standard. In most cases, there is excess capacity in City pipes that may be used to accommodate some of future growth. Excess capacity and curing of deficiencies will be discussed in subsequent sections of this report. Costs for projects to correct deficiencies that do not meet the required level of service will not be included as part of the impact fee, consistent with the Impact Fees Act.

PROPOSED LEVEL OF SERVICE - Utah Code Annotated 11-36a-302(1)(a)(ii)

The proposed level of service is the performance standard used to evaluate system needs in the future. The Impact Fee Act indicates that the proposed level of service may:

1. diminish or equal the existing level of service; or
2. exceed the existing level of service if, independent of the use of impact fees, the City implements and maintains the means to increase the level of service for existing demand within six years of the date on which new growth is charged for the proposed level of service.

In the case of this IFFP, there are no proposed increases to the existing level of service for design standards. Future growth will be evaluated according to the proposed level of service described below.

Proposed Level of Service Summary

The resulting proposed level of service for the City is summarized in Table 3.

Table 3
Proposed Level of Service for Various System Requirements

	Proposed Level of Service
Pipeline Capacity	
Maximum Ratio of Flow* to Pipeline Capacity	0.75
Percent of Collection System that Meets the Standard	100%
Treatment Capacity	
Capacity Required for Future Connections	Sufficient (per City's agreement with NDSD)
Average Day, Maximum Month Flow (gpd/ERU)	214
General Assets	
Adequacy of Existing Facilities to Serve Customers	Sufficient

EXCESS CAPACITY TO ACCOMMODATE FUTURE GROWTH - Utah Code Annotated 11-36a-302(1)(a)(iii)

Because most of the sewer collection facilities within the City have adequate or excess capacity through the long-term planning horizon of the City, capacity for most future growth will be met through available excess capacity in existing facilities. There are three components of assets to discuss within the City: collection system facilities, treatment facilities, and general assets. Excess capacity each category are described as follows:

Collection

To calculate the percentage of existing capacity to be used by future growth in existing facilities, existing and future flows were examined in the system model for each collection pipeline.

The method used to calculate excess capacity available for use by future flows is as follows:

1. **Calculate Flows** – The peak flow in each facility was calculated in the model for both existing and future flows and compared to the pipeline performance standard of a 0.75 peak flow to capacity ratio.
2. **Identify Available Capacity** – Where a facility has capacity in excess of projected flows at buildout, the available capacity in the facility was defined as the difference between existing flows and buildout flows. Where the facility has capacity less than projected flows at buildout, the available capacity in the facility was defined as the difference between existing flows and the facility's maximum capacity.
3. **Eliminate Facilities without Excess Capacity** – For the 10-year planning horizon period, the projected growth in flow was compared against the facility's available capacity. Where the future flow exceeded the capacity of the facility, the available excess capacity was assumed to be zero. By definition, this corresponds to those facilities with deficiencies that are identified for replacement in the facilities plan. By assigning a capacity of zero to new users, this eliminated double counting those facilities against new users.

4. **Calculate Percent of Excess Capacity Used in Remaining Facilities** – Where the future flow was less than the capacity of the facility, the percent of excess capacity being used in each facility was calculated by dividing the growth in flow in the facility (future flow less existing flow) by the total capacity (existing flow plus available capacity).
5. **Calculate Excess Capacity for the System as a Whole** – Each pipeline in the system has a different quantity of excess capacity to be used by future growth. To develop an estimate of excess capacity on a system wide basis, the capacities of each of these pipelines and their contribution to the system as a whole must be considered. To do this, each pipeline must first be weighted based on its relative cost. The excess capacity in the system as a whole can then be calculated as the sum of the weighted capacity used by future growth divided by the sum of total weighted capacity in the system.

Based on the method described above, the amount of excess capacity in existing facilities available to accommodate future growth and the demands placed on the existing facilities by new development activity has been calculated for each element in the system by BC&A. This is summarized in Table 4.

Table 4
Collection System Trunklines Excess Capacity

Use Category	City Area Percent Use
Existing Use	60.65%
Use By 10-Year Growth	16.57%
Use By Growth Beyond 10 years	22.77%
Total	100.00%

Treatment

As discussed above, the City's agreement with NDSD stipulates that NDSD will provide sufficient capacity for City's wastewater production and does not allocate specific capacity to the City at their treatment facilities. All NDSD treatment and collection facilities are therefore excluded from this analysis, which assumes NDSD will maintain their facilities as agreed and levee impact fees separately according to their existing and future impact fee schedules.

General Assets

As discussed under the existing and proposed level of service sections, Layton City's general assets have sufficient capacity through the City's long-term planning window. Thus, excess capacity can be simply calculated based on proportional use per ERU as shown in Table 5.

Table 5
General Assets Excess Capacity

Use Category	City Area ERUs	City Area Percent Use
Existing Use	36,857	60.86%
Use by 10-Year Growth	10,724	17.71%
Use by Growth Beyond 10 years	12,976	21.43%
Total	60,557	100.00%

DEMANDS PLACED ON FACILITIES BY NEW DEVELOPMENT - Utah Code Annotated 11-36a-302(a)(iv)

Growth within the City's service area, and projections of sewer flows resulting from said growth is discussed in detail in the City's Sewer Master Plan. Growth in terms of both Equivalent Residential Units and corresponding sewer flows are summarized in Table 6.

Table 6
City Projections of Growth

Year	ERU	Sanitary Wastewater Production (MGD)	Infiltration Allowance (MGD)	Total Wastewater Production (MGD)	Peak Hour ¹ Wastewater Production (MGD)
2020	32,318	5.88	2.53	8.41	17.23
2024	36,857	6.71	2.60	9.31	19.37
2030	43,018	7.83	2.70	10.53	22.28
2034	47,581	8.66	2.77	11.43	24.42
2040	50,400	9.17	2.82	11.99	25.75
2050	55,193	10.05	2.90	12.94	28.03
2060	60,557	11.02	2.98	14.00	30.53

1. Based off a city-wide diurnal peaking factor of 2.5 applied at the points flow enters the model. Actual peak flows will vary depending on location in the collection system.

INFRASTRUCTURE REQUIRED TO MEET DEMANDS OF NEW DEVELOPMENT – Utah Code Annotated 11-36a-302(1)(a)(v)

To satisfy the requirements of state law, demands placed upon existing system facilities by future development was projected using the process outlined below. Each of the steps were completed as part of this plan's development:

1. **Existing Demand** – The demand existing development places on the City's system was estimated based on historic water use and flow records.
2. **Existing Capacity** – The capacities of existing collection system facilities were estimated using size data provided by the City and a hydraulic computer model.
3. **Existing Deficiencies** – Existing deficiencies in the system were identified by comparing defined levels of service against calculated capacities. A few deficiencies were identified in the Sewer Master Plan.
4. **Future Demand** - The demand future development will place on the system was estimated based on development projections (discussed in the Sewer Master Plan).
5. **Future Deficiencies** - Future deficiencies in the collection system (portions of the system that are inadequate to accommodate the demand created by future growth) were identified using the defined level of service and results from a hydraulic computer model (discussed in the Sewer Master Plan).
6. **Recommended Improvements** – Needed system improvements were identified to meet demands associated with future development.

The steps listed above “identify demands placed upon existing public facilities by new development activity at the proposed level of service; and... the means by which the political subdivision or private entity will meet those growth demands” (Section 11-36a-302(1)(a) of the Utah Code Annotated).

10 Year Improvement Plan

In the City's Sewer Master Plan, capital facility projects needed to provide service to customers of the City were identified. Some of the projects identified in the plan will not be needed within the next 10 years. Only infrastructure to be constructed within a 10-year horizon will be considered in the calculation of impact fees to avoid uncertainty surrounding improvements further into the future. Table 8 summarizes the components of projects identified in the capital facilities plan that will need to be constructed within the next ten years.

Table 7
Project Costs Allocated to Projected Development, 10-Year Planning Horizon

Project ID	Project Description	Project Cost¹	Percent to Existing	Percent to 10-Year Growth	Percent to Growth Beyond 10-Year	Cost to Existing	Cost to 10-Year Growth	Cost to Growth Beyond 10-Year
4	Gordon, 400 W to 150 W	\$860,130	98.62%	0.99%	0.39%	\$848,285	\$8,490	\$3,355
5	Gentile, 2520 E to 2800 E	\$1,905,371	3.92%	67.69%	28.39%	\$74,631	\$1,289,835	\$540,905
8.1	Sugar St South of Kroger	\$1,731,282	80.72%	17.86%	1.42%	\$1,397,467	\$309,208	\$24,607
8.2	Sugar St North of Kroger	\$1,244,869	6.13%	21.97%	71.90%	\$76,311	\$273,476	\$895,083
		\$5,741,652				\$2,396,694	\$1,881,009	\$1,463,950

1. Project costs include an assumed 3% annual inflation rate for construction costs from year 2024.

Project Cost Attributable to Future Growth

To satisfy the requirements of state law, Table 7 provides a breakdown of the capital facility projects and the percentage of the project costs attributed to existing and future users. As defined in Utah Code Annotated 11-36a-102(15), the Impact Fee Facilities Plan should only include the proportionate share of “the cost of public facilities that are roughly proportionate and reasonably related to the service demands and needs of any development activity.” Some projects identified in the table are required solely to meet future growth, but some projects also provide a benefit to existing users. Projects that benefit existing users include those projects addressing existing capacity needs and maintenance related projects. In some cases, where new facilities are needed for future growth but are not needed for existing users, growth is assigned its portion of cost based on needed capacity before combining with existing users to calculate the overall proportion of costs.

For many projects, the division of costs between existing and future users is easy because 100 percent of the project costs can be attributed to one category or the other (e.g. infrastructure needed solely to serve new development can be 100 percent attributed to new growth, while projects related to existing condition or capacity deficiencies can be 100 percent attributed to existing user needs). For projects needed to address both existing deficiencies and new growth or where a higher level of service is being proposed, costs have been divided proportionally between existing and future users based on their use of the facility. Examples include:

- Project 4 & 8.1 – Pipes for these projects are already deficient for existing conditions. As a result, the proportionate share of costs for these projects are split based on the proportion of flow used by existing, 10-year growth, and growth beyond the 10-year window.
- Project 5 and 8.2 – These projects are only required as a result of future growth. Future users are assigned their proportion of the costs needed to build capacity for their projected flows. However, where existing and future flows will be combined in facilities for convenience, existing users pay any costs above those required to serve new growth.

Project Cost Attributable to 10 Year Growth

Included in Table 7 is a breakdown of capacity use associated with growth both through buildout and through the next 10 years. This is necessary because the projects identified in the tables will be built with capacity to accommodate flows beyond the 10-year growth horizon. This has been done following the same general process as described above.

Basis of Construction Cost Estimates

The costs of pipe and planning projects have been based on engineering cost estimates contained in the Sewer Master Plan. Additional detail regarding the basis of these estimates can be found in that report.

ADDITIONAL CONSIDERATIONS

MANNER OF FINANCING – Utah Code Annotated 11-36a-302(2)

The City may fund the infrastructure identified in this IFFP through a combination of different revenue sources.

Federal and State Grants and Donations

Impact fees cannot reimburse costs funded or expected to be funded through federal grants and other funds that the City has received for capital improvements without an obligation to repay. Grants and donations are not currently contemplated in this analysis. If grants become available for constructing

facilities, impact fees will need to be recalculated and an appropriate credit given. Any existing infrastructure funded through past grants will be removed from the system value during the impact fee analysis.

Bonds

None of the costs contained in this IFFP include the cost of bonding. The cost of bonding required to finance impact fee eligible improvements identified in the IFFP may be added to the calculation of the impact fee. This will be considered in the impact fee analysis.

User Rate Revenue

Because infrastructure must generally be built ahead of growth, there often arises situations in which projects must be funded ahead of expected impact fee revenues. In some cases, the solution to this issue will be bonding. In others, funds from existing user rate revenue will be used to complete initial construction of impact fee eligible projects and will be reimbursed later as impact fees are received. Consideration of potential use of user rate revenue to pay for impact fee eligible expenditures will be included in the impact fee analysis and should also be considered in subsequent accounting of impact fee expenditures.

Impact Fees

It is recommended that impact fees be used to fund growth-related capital projects as they help to maintain the proposed level of service and prevent existing users from subsidizing the capital needs for new growth. Based on this IFFP, an impact fee analysis will be able to calculate a fair and legal fee that new growth should pay to fund the portion of the existing and new facilities that will benefit new development.

Developer Dedications and Exactions

Developer exactions are not the same as grants. Developer exactions may be considered in the inventory of current and future infrastructure. If a developer constructs facilities or dedicates land within the development for the construction of facilities identified in this IFFP, the value of the dedication is credited against that particular developer's impact fee liability.

If the value of the dedication/exaction is less than the development's impact fee liability, the developer will owe the balance of the liability to the City. If the value of the improvements dedicated is worth more than the development's impact fee liability, the City must reimburse the difference to the developer from impact fee revenues collected from other developments.

It should be emphasized that the concept of impact fee credits pertains to system level improvements only. For project level improvement (i.e. projects not identified in the impact fee facility plan), developers will be responsible for the construction of the improvements without credit against the impact fee.

NECESSITY OF IMPROVEMENTS TO MAINTAIN LEVEL OF SERVICE - Utah Code Annotated 11-36a-302(3)

According to State statute, impact fees cannot be used to correct deficiencies in the City's system and must be necessary to maintain the proposed level of service established for all users. Only those facilities or portions of facilities that are required to maintain the proposed level of service for future growth have been included in this IFFP. This will result in an equitable fee as future users will not be expected to fund any portion of the facilities that will benefit existing residents.

SCHOOL RELATED INFRASTRUCTURE - Utah Code Annotated 11-36a-302(2)

As of the preparation of this plan, information was not available regarding the specific location of future school or charter school development. However, an allowance has been included in the growth projections for future school facilities. Therefore, the impact fee facility plan does include required public facilities to serve future school related development. Where the City becomes aware of planned locations for schools, adjustments may need to be made to infrastructure recommendations to accommodate the proposed growth.

NOTICING AND ADOPTION REQUIREMENTS - Utah Code Annotated 11-36a-502

The Impact Fees Act requires that entities must publish a notice of intent to prepare or modify any IFFP. If an entity prepares an independent IFFP rather than include a capital facilities element in the general plan, the actual IFFP must be adopted by enactment. Before the IFFP can be adopted, a reasonable notice of the public hearing must be published on the Utah Public Notice Website at least 10 days before the actual hearing. A copy of the proposed IFFP must be made available in each public library within the City during the 10-day noticing period for public review and inspection. Utah Code requires that the City must post a copy of the ordinance in at least three places. These places may include the City offices and the public libraries within the City's jurisdiction. Following the 10-day noticing period, a public hearing will be held, after which the City may adopt, amend and adopt, or reject the proposed IFFP.

IMPACT FEE CERTIFICATION - Utah Code Annotated 11-36a-306(1)

This IFFP has been prepared in accordance with Utah Code Annotated Title 11, Chapter 36a (the "Impact Fees Act"), which prescribes the laws pertaining to the imposition of impact fees in Utah. The accuracy of this IFFP relies in part upon planning, engineering, and other source data, provided by the City and its designees.

In accordance with Utah Code Annotated, 11-36a-306(1), Bowen Collins & Associates makes the following certification:

I certify that the attached Impact Fee Facilities Plan:

1. Includes only the costs of public facilities that are:
 - a. allowed under the Impact Fees Act; and
 - b. actually incurred; or
 - c. projected to be incurred or encumbered within six years after the day on which each impact fee is paid;
2. does not include:
 - a. costs of operation and maintenance of public facilities;
 - b. cost for qualifying public facilities that will raise the level of service for the facilities, through impact fees, above the level of service that is supported by existing residents; and
3. complies in each and every relevant respect with the Impact Fees Act.



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Layton City

Sewer Impact Fee Analysis
September 2025



ZIONS PUBLIC FINANCE, INC.

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EXECUTIVE SUMMARY

This sewer impact fee analysis (IFA) for Layton City (City) is performed in accordance with Utah State Law §11-36a. An impact fee is a payment of money imposed upon new development activity to mitigate the impact of new development on public infrastructure. The City currently does not collect a sewer impact fee from new development. In conjunction with this project, Bowen Collins & Associates prepared the *Layton City Sewer Impact Fee Facilities Plan* (IFFP) dated January 2025.

The recommended impact fee structure presented in this IFA represents the maximum impact fees that the City may assess. The City will be required to use revenue sources other than impact fees to fund any projects identified in the IFFP that constitute repair and replacement, cure any existing deficiencies, or increase the level of service for existing users.

Sewer System Overview

Level of Service – Equivalent Residential Connection

Level of service (LOS) defines the sewer demands that a typical residential user, expressed as an Equivalent Residential Unit (ERU), will require and should pay for through impact fees. Impact fee law prohibits the use of impact fees to increase the LOS above the current service levels. At times, a sewer system may need to increase the LOS to cure an existing deficiency, but projects that fix deficiencies must be paid for through non-impact fee revenues and a credit must be provided to the impact fee payer.

The IFFP shows that the existing and proposed LOS are the nearly the same and that the maximum flow to pipeline capacity/percent of collection system that meets the standard is 0.75/100%.¹

Growth in Demand

In 2024 the City served 36,857 sewer ERUs and is anticipated to grow to approximately 47,851 ERUs by 2034, for an increase of 10,724 ERUs over the 10-year period. A residential unit is equated to one ERU and non-residential properties are converted to the appropriate number of ERUs based on water meter sizes as shown later in this IFA.

Sewer Service Area

The Service Area covers the entire City for the purpose of calculating impact fees.

Existing Excess Capacity

Collection System

The IFFP identifies the percentage of existing excess capacity in the sewer collection system. Acquired at an actual cost of \$16,020,266, new development will consume 16.57 percent² (\$2,654,558) of the actual cost.

¹ Layton City, Sewer Impact Fee Facilities Plan, p. ES-3

² Layton City, Sewer Impact Fee Facilities Plan, p. ES-4 and City Asset List

New Construction Costs

The IFFP states that four new projects are needed to serve the needs of new development at a total cost of \$5,741,652, with \$1,881,009 attributable to the demands placed by new development over the next 10 years.³

Sewer Impact Fee Calculation

The impact fee calculation is shown in the table below and results in a gross fee of \$429.96 per ERU, or single-family household.

TABLE 1: PROPORTIONATE SHARE ANALYSIS – GROSS COST BEFORE CREDITS

Summary	Amount
Existing Excess Capacity - Collection	\$247.53
Existing Excess Capacity - General Assets	\$0.00
New Construction Cost	\$175.40
Consultant Cost	\$7.03
TOTAL Gross Fee	\$429.96

Credits must be made for the future projects that will benefit existing development so that new development does not pay twice. The IFFP identifies a total of \$2,396,694 of new projects that will benefit existing development. These costs have been credited over 10 years. There are no sewer bonds outstanding and therefore no bond credits need to be made.

TABLE 2: PROPORTIONATE SHARE ANALYSIS – MAXIMUM FEES PER ERU

Year	Annual Cost	ERUs	Cost per ERU	NPV*	Max Fee by Year
2025	\$239,669	37,891	\$6.33	\$43.15	\$386.81
2026	\$239,669	38,828	\$6.17	\$39.20	\$390.76
2027	\$239,669	39,788	\$6.02	\$35.19	\$394.78
2028	\$239,669	40,853	\$5.87	\$31.10	\$398.87
2029	\$239,669	41,905	\$5.72	\$26.94	\$403.02
2030	\$239,669	43,018	\$5.57	\$22.70	\$407.26
2031	\$239,669	44,083	\$5.44	\$18.38	\$411.58
2032	\$239,669	45,231	\$5.30	\$13.96	\$416.01
2033	\$239,669	46,378	\$5.17	\$9.42	\$420.54
2034	\$239,669	47,581	\$5.04	\$4.77	\$425.19

*NPV = net present value discounted at 5.0 percent

Single-family and multi-family residential fees will be charged on a per door basis. Residential units will be charged based on the type of unit and water demand as follows:

³ Layton City, Sewer Impact Fee Facilities Plan, p. 9

TABLE 3: MAXIMUM FEES BY RESIDENTIAL UNIT TYPE

Year	Single-Family (1.00 ERUs)	Townhome (0.90 ERUs)	Multi-Family (0.76 ERUs)	TOD Residential (0.61 ERUs)
2025	\$386.81	\$348.13	\$293.98	\$235.95
2026	\$390.76	\$351.69	\$296.98	\$238.36
2027	\$394.78	\$358.98	\$306.30	\$248.43
2028	\$398.87	\$358.98	\$303.14	\$243.31
2029	\$403.02	\$362.72	\$306.30	\$245.84
2030	\$407.26	\$366.53	\$309.52	\$248.43
2031	\$411.58	\$370.43	\$312.80	\$251.07
2032	\$416.01	\$374.41	\$316.17	\$253.77
2033	\$420.54	\$378.49	\$319.61	\$256.53
2034	\$425.19	\$382.67	\$323.14	\$259.37

Nonresidential impact fees are calculated by multiplying the meter size by the AWWA meter ratio and gross fee per ERU as shown in Tables 4 and 5. These calculations represent the maximum impact fee that may be charged.

TABLE 4: MAXIMUM FEES BY METER SIZE, 2025-2029

Meter Size (inches)	Meter Ratio	2025	2026	2027	2028	2029
5/8	1.00	\$386.81	\$390.76	\$394.78	\$398.87	\$403.02
3/4	1.50	\$580.22	\$586.14	\$592.17	\$598.30	\$604.54
1	2.50	\$967.03	\$976.91	\$986.95	\$997.17	\$1,007.56
1.5	5.00	\$1,934.05	\$1,953.81	\$1,973.89	\$1,994.34	\$2,015.12
2	8.00	\$3,094.48	\$3,126.10	\$3,158.23	\$3,190.94	\$3,224.19
3	16.00	\$6,188.97	\$6,252.19	\$6,316.46	\$6,381.87	\$6,448.37
4	37.50	\$14,505.39	\$14,653.58	\$14,804.20	\$14,957.52	\$15,113.38
6	80.00	\$30,944.83	\$31,260.97	\$31,582.29	\$31,909.37	\$32,241.87
8	140.00	\$54,153.46	\$54,706.70	\$55,269.01	\$55,841.39	\$56,423.27

TABLE 5: MAXIMUM FEES BY METER SIZE, 2030-2034

Meter Size (inches)	Meter Ratio	2030	2031	2032	2033	2034
5/8	1.00	\$407.26	\$411.58	\$416.01	\$420.54	\$425.19
3/4	1.50	\$610.89	\$617.38	\$624.01	\$630.81	\$637.79
1	2.50	\$1,018.15	\$1,028.96	\$1,040.02	\$1,051.35	\$1,062.98
1.5	5.00	\$2,036.30	\$2,057.92	\$2,080.05	\$2,102.70	\$2,125.95
2	8.00	\$3,258.09	\$3,292.67	\$3,328.08	\$3,364.33	\$3,401.52
3	16.00	\$6,516.17	\$6,585.34	\$6,656.15	\$6,728.65	\$6,803.04
4	37.50	\$15,272.28	\$15,434.38	\$15,600.35	\$15,770.27	\$15,944.63
6	80.00	\$32,580.87	\$32,926.69	\$33,280.75	\$33,643.25	\$34,015.21
8	140.00	\$57,016.53	\$57,621.70	\$58,241.32	\$58,875.69	\$59,526.61

Non-Standard Demand Adjustments

The City reserves the right under the Impact Fees Act (Utah Code Ann. § 11-36a-402(1)(c, d)) to assess an adjusted fee to respond to unusual circumstances and to ensure that the impact fees are assessed fairly. The impact fee ordinance should include a provision that permits adjustment of the fee for a development based upon studies and data submitted by the developer that indicate a more realistic and accurate impact on the City's infrastructure. The formula for 2025 would be:

$$\text{Maximum Flow Rate} \div 20 \times \$386.81$$

Each year thereafter the maximum flow rate $\div 20$ should be multiplied by the cost for a 5/8" meter as shown in Tables 4 and 5 for that year.

CHAPTER 1: OVERVIEW OF THE SANITARY SEWER IMPACT FEES

Summary

An impact fee is intended to recover the City's costs of building excess wastewater capacity from new residential or non-residential development rather than passing these growth-related costs on to existing users through rates.

The Utah Impact Fees Act allows only certain costs to be included in an impact fee so that only the fair cost of expansionary projects or existing unused capacity paid by the City is assessed through an impact fee. Eligible costs include future projects, historic costs of existing assets that still have capacity available to serve growth, future or outstanding debt related to these eligible projects, and certain professional expenses related to planning for growth. Project improvements that only serve a specific development or subdivision cannot be included. System improvements that cure a deficiency or enhance the Level of Service (LOS) cannot be included without an appropriate credit.

The impact fee analysis provides documentation of a fair comparison, or rational nexus, between the impact fee charged to new development and the demands that new growth will have on the system.

Costs to be Included in the Impact Fee

The impact fees proposed in this analysis are calculated based upon:

- Buy-in to existing, excess capacity;
- New construction projects; and
- Professional and planning expenses related to the construction of system improvements that will serve new development.

The costs that cannot be included in the impact fee are as follows:

- Projects that cure system deficiencies for existing users;
- Projects that increase the level of service above that which is currently provided;
- Operations and maintenance costs;
- Costs of facilities funded by grants or other funds that the City does not have to repay;
- Interest costs related to outstanding or future bonds that have been issued to fund non-impact fee eligible projects such as repair and replacement and curing deficiency; and
- Costs of reconstruction of facilities that do not have capacity to serve new growth.

Utah Code Legal Requirements

Utah law requires that entities prepare an Impact Fee Analysis (IFA) before enacting an impact fee. Utah law also requires that entities give notice of their intent to prepare and adopt an IFA. This IFA follows all legal requirements as outlined below. Zions Public Finance, Inc. (ZPFI) has been retained to prepare this IFA in accordance with legal requirements.

Notice of Intent to Prepare Impact Fee Analysis

A local political subdivision must provide written notice of its intent to prepare an IFA before preparing the Plan (Utah Code §11-36a-503). This notice must be posted on the Utah Public Notice website. The City published this notice on June 12, 2024.

Preparation of Impact Fee Analysis

Utah Code requires that each local political subdivision, before imposing an impact fee, prepare an impact fee analysis. (Utah Code 11-36a-304).

Section 11-36a-304 of the Utah Code outlines the requirements of an impact fee analysis:

- (1) An impact fee analysis shall:
 - (a) identify the anticipated impact on or consumption of any existing capacity of a public facility by the anticipated development activity;
 - (b) identify the anticipated impact on system improvements required by the anticipated development activity to maintain the established level of service for each public facility;
 - (c) demonstrate how the anticipated impacts described in subsections (1)(a) and (b) are reasonably related to the anticipated development activity;
 - (d) estimate the proportionate share of:
 - (i) the costs for existing capacity that will be recouped; and
 - (ii) the costs of impacts on system improvements that are reasonably related to the new development activity; and
 - (e) identify how the impact fee was calculated.
- (2) In analyzing whether or not the proportionate share of the costs of public facilities are reasonably related to the new development activity, the local political subdivision or private entity, as the case may be, shall identify, if applicable:
 - (a) the cost of each existing public facility that has excess capacity to serve the anticipated development resulting from the new development activity;
 - (b) the cost of system improvements for each public facility;
 - (c) other than impact fees, the manner of financing for each public facility, such as user charges, special assessments, bonded indebtedness, general taxes, or federal grants;
 - (d) the relative extent to which development activity will contribute to financing the excess capacity of and system improvements for each existing public facility, by such means as user charges, special assessments, or payment from the proceeds of general taxes;
 - (e) the relative extent to which development activity will contribute to the cost of existing public facilities and system improvements in the future;
 - (f) the extent to which the development activity is entitled to a credit against impact fees because the development activity will dedicate system improvements or public facilities

that will offset the demand for system improvements, inside or outside the proposed development;

- (g) extraordinary costs, if any, in servicing the newly-developed properties; and
- (h) the time-price differential inherent in fair comparisons of amounts paid at different times.

Certification of Impact Fee Analysis

Utah Code states that an Impact Fee Analysis shall include a written certification from the person or entity that prepares the Impact Fee Analysis. This certification is included at the conclusion of this analysis.

CHAPTER 2: IMPACT FROM GROWTH UPON THE CITY'S FACILITIES AND LEVEL OF SERVICE

Utah Code 11-36a-304(1)(a)

Service Area

The service area includes all areas within the boundaries of the City.

Sewer Demands

The table below shows Equivalent Residential Unit (ERU) growth projections as contained in the Layton City Sewer Impact Fee Facilities plan dated September 2, 2025.

TABLE 6: GROWTH IN DEMAND

Year	ERUs
2024	36,857
2025	37,891
2026	38,828
2027	39,788
2028	40,853
2029	41,905
2030	43,018
2031	44,083
2032	45,231
2033	46,378
2034	47,581
Growth, 2024-2034	10,724

Source: Layton Sewer Impact Fee Facilities Plan, Table 5

Existing and Proposed LOS Analysis

The IFFP states that there are no proposed increases to the design standard defining level of service. The proposed and existing levels of service are nearly the same. The IFFP further states costs for projects needed to address existing deficiencies and new growth or where a higher level of service is proposed have been divided proportionally between existing and future users based on use of the facility. This means costs required to correct existing deficiencies are not included as part of the impact fee charged to future users consistent with the Impact Fees Act.

TABLE 7: EXISTING AND PROPOSED SERVICE LEVELS

	Existing LOS	Proposed LOS
Pipeline Capacity		
Maximum Ratio of Flow* to Pipeline Capacity/Percent of Collection System that Meets the Standard	0.75/98.03%	0.75/100%

Existing LOS	Proposed LOS
*Peak hour, dry weather flow	
Source: Layton City Sewer Impact Fee Facilities Plan, pp. 4 and 5	

CHAPTER 3: IMPACT ON CAPACITY FROM DEVELOPMENT ACTIVITY

Utah Code 11-36a-304(1)(b)(c)

Excess Capacity

The City has the right to increase the established LOS in the future by constructing facilities that will provide greater capacity per ERU, but such LOS increases cannot be funded through impact fees. If the proposed LOS is higher than the existing LOS, then a deficiency exists and will be cured through sources of funding other than impact fees. Many of the future projects identified in the IFFP will serve existing residents, as well as new development, which means a credit must be included in the impact fee calculation to offset the cost of constructing infrastructure that benefits existing users.

With growth of 10,724 ERUs between 2024 and 2034, the IFFP states that new growth represents 16.57% of the total capacity of the existing collection system. This means that new development between 2024 and 2034 is responsible for 16.57% of the costs of the existing collection system (\$16,020,266), or \$2,654,558.

TABLE 8: EXISTING EXCESS CAPACITY—COLLECTION SYSTEM

Description	Amount
Total Actual Cost	\$16,020,266
Percent to 10 Years	16.57%
Cost to 10 Years	\$2,654,558
Source: IFFP, Table 4; City Asset List	

CHAPTER 4: SYSTEM IMPROVEMENTS REQUIRED FROM DEVELOPMENT ACTIVITY

Utah Code 11-36a-304(1)(b)(c)

Future 10-Year Wastewater Capital Projects

The IFFP states that four new capital improvement projects are needed within the next 10 years.

TABLE 9: CAPITAL IMPROVEMENT PROJECTS

Project ID	Project Description	Project Cost	Cost to Existing	Cost to 10-Year Growth	Cost to Growth Beyond 10-Year
4	Gordon, 400 W to 150 W	\$860,130	\$848,285	\$8,490	\$3,355
5	Gentile, 2520 E to 2800 E	\$1,905,371	\$74,631	\$1,289,835	\$540,905
8.1	Sugar St South of Kroger	\$1,731,282	\$1,397,467	\$309,208	\$24,607
8.2	Sugar St North of Kroger	\$1,244,869	\$76,311	\$273,476	\$895,083
TOTAL		\$5,741,652	\$2,396,694	\$1,881,009	\$1,463,950

Source: Layton Sewer Impact Fee Facilities Plan, p. 9

CHAPTER 5: PROPORTIONATE SHARE ANALYSIS

The Impact Fees Act requires the Impact Fee Analysis to estimate the proportionate share of the future and historic cost of existing system improvements that benefit new growth and that can be recouped through impact fees. The impact fee for existing assets must be based on the actual costs incurred at the time the improvements were constructed or acquired.

Maximum Legal Wastewater Impact Fee per ERU

Existing Projects with Excess Capacity

The existing excess capacity to be consumed over the next ten years is \$2,654,558. With projected growth of 10,724 ERUs by 2034, the cost per ERU is \$247.53 for buy-in to the existing system.

TABLE 10: PROPORTIONATE SHARE ANALYSIS-EXCESS CAPACITY BUY-IN

Collection System	Amount
Total Actual Cost	\$16,020,266
Percent to 10 Years	16.57%
Cost to 10 Years	\$2,654,558
ERU Growth, 2024-2034	10,724

Collection System	Amount
Collection Cost per ERU	\$247.53

New Construction Costs

The IFFP shows total new construction costs of \$5,741,652 with \$1,881,009 allocated to new growth over the next 10 years.

TABLE 11: PROPORTIONATE SHARE ANALYSIS-NEW CONSTRUCTION COST

NEW CONSTRUCTION COST	Amount
Total Cost	\$5,741,652
Cost to 10-Year Growth	\$1,881,009
ERU Growth, 2024-2034	10,724
New Construction Cost per ERU	\$175.40

Consultant Fees

The Impact Fees Act allows for fees charged to include the reimbursement of engineering and consultant costs incurred in the preparation of the IFFP and IFA.

TABLE 12: PROPORTIONATE SHARE ANALYSIS – CONSULTANT FEES

Description	Amount
Consultant Cost	\$75,373
ERU Growth, 2024-2034	10,724
Consultant Cost per ERU	\$7.03

Summary of Impact Fee

The impact fee calculation is shown in the table below and results in a gross cost per ERU, or single-family detached unit.

TABLE 13: PROPORTIONATE SHARE ANALYSIS – GROSS FEE CALCULATION

SUMMARY	Amount
Existing Excess Capacity - Collection	\$247.53
New Construction Cost	\$175.40
Consultant Cost	\$7.03
TOTAL Gross Cost	\$429.96

Credits must be made for the future projects that will benefit existing development so that new development does not pay more than its fair share. The IFFP identifies a total of \$2,396,694 of new projects that will benefit existing development. These costs have been credited over 10 years.

TABLE 14: MAXIMUM IMPACT FEES PER ERU BY YEAR

Year	Annual Cost	ERUs	Cost per ERU	NPV*	Max Fee by Year per ERU
2025	\$239,669	37,891	\$6.33	\$43.15	\$386.81

Year	Annual Cost	ERUs	Cost per ERU	NPV*	Max Fee by Year per ERU
2026	\$239,669	38,828	\$6.17	\$39.20	\$390.76
2027	\$239,669	39,788	\$6.02	\$35.19	\$394.78
2028	\$239,669	40,853	\$5.87	\$31.10	\$398.87
2029	\$239,669	41,905	\$5.72	\$26.94	\$403.02
2030	\$239,669	43,018	\$5.57	\$22.70	\$407.26
2031	\$239,669	44,083	\$5.44	\$18.38	\$411.58
2032	\$239,669	45,231	\$5.30	\$13.96	\$416.01
2033	\$239,669	46,378	\$5.17	\$9.42	\$420.54
2034	\$239,669	47,581	\$5.04	\$4.77	\$425.19

*NPV = net present value discounted at 5.0 percent

All residential development will be charged on a per door basis. A single-family unit is the equivalent of one ERU. The fee schedule for non-single-family residential unit types was determined by scaling the single-family fee by an average proportion of the single-family usage expected for the unit type. The ratios for residential units (in equivalent ERUs by unit type) from the existing North Davis Sewer District Impact Fee Analysis dated December 2022 were used for this IFA. Bowen, Collins & Associates performed an analysis on a sample of Layton City multi-family units and found the average ratios to be similar to those presented in the NDSD IFA. Bowen Collins concluded it is appropriate to use the NDSD ratios for this IFA. Other non-residential proportionate share by unit has been determined by the relative water demand per unit.

TABLE 15: WATER DEMAND BY RESIDENTIAL UNIT TYPE

Residential Unit Type	Equivalent ERUs per Unit
Single-Family	1.00
Townhome	0.90
Multi-Unit	0.76
TOD-Type Residential	0.61

Source: North Davis Sewer District Impact Fee Analysis (December 2022);

TABLE 16: MAXIMUM IMPACT FEES BY RESIDENTIAL UNIT TYPE BY YEAR

Year	Single-Family	Townhome	Multi-Family	TOD Residential
2025	\$386.81	\$348.13	\$293.98	\$235.95
2026	\$390.76	\$351.69	\$296.98	\$238.36
2027	\$394.78	\$358.98	\$306.30	\$248.43
2028	\$398.87	\$358.98	\$303.14	\$243.31
2029	\$403.02	\$362.72	\$306.30	\$245.84
2030	\$407.26	\$366.53	\$309.52	\$248.43
2031	\$411.58	\$370.43	\$312.80	\$251.07
2032	\$416.01	\$374.41	\$316.17	\$253.77
2033	\$420.54	\$378.49	\$319.61	\$256.53
2034	\$425.19	\$382.67	\$323.14	\$259.37

Nonresidential impact fees are calculated by multiplying the meter size by the AWWA meter ratio and gross fee per ERU as shown in Tables 17 and 18. These calculations represent the maximum impact fee that may be charged.

TABLE 17: MAXIMUM FEES BY METER SIZE, 2025-2029

Meter Size (inches)	Meter Ratio	2025	2026	2027	2028	2029
5/8	1.00	\$386.81	\$390.76	\$394.78	\$398.87	\$403.02
3/4	1.50	\$580.22	\$586.14	\$592.17	\$598.30	\$604.54
1	2.50	\$967.03	\$976.91	\$986.95	\$997.17	\$1,007.56
1.5	5.00	\$1,934.05	\$1,953.81	\$1,973.89	\$1,994.34	\$2,015.12
2	8.00	\$3,094.48	\$3,126.10	\$3,158.23	\$3,190.94	\$3,224.19
3	16.00	\$6,188.97	\$6,252.19	\$6,316.46	\$6,381.87	\$6,448.37
4	37.50	\$14,505.39	\$14,653.58	\$14,804.20	\$14,957.52	\$15,113.38
6	80.00	\$30,944.83	\$31,260.97	\$31,582.29	\$31,909.37	\$32,241.87
8	140.00	\$54,153.46	\$54,706.70	\$55,269.01	\$55,841.39	\$56,423.27

TABLE 18: MAXIMUM FEES BY METER SIZE, 2030-2034

Meter Size (inches)	Meter Ratio	2030	2031	2032	2033	2034
5/8	1.00	\$407.26	\$411.58	\$416.01	\$420.54	\$425.19
3/4	1.50	\$610.89	\$617.38	\$624.01	\$630.81	\$637.79
1	2.50	\$1,018.15	\$1,028.96	\$1,040.02	\$1,051.35	\$1,062.98
1.5	5.00	\$2,036.30	\$2,057.92	\$2,080.05	\$2,102.70	\$2,125.95
2	8.00	\$3,258.09	\$3,292.67	\$3,328.08	\$3,364.33	\$3,401.52
3	16.00	\$6,516.17	\$6,585.34	\$6,656.15	\$6,728.65	\$6,803.04
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8	140.00	\$57,016.53	\$57,621.70	\$58,241.32	\$58,875.69	\$59,526.61

Non-Standard Demand Adjustments

The City reserves the right under the Impact Fees Act (Utah Code Ann. § 11-36a-402(1)(c, d)) to assess an adjusted fee to respond to unusual circumstances and to ensure that the impact fees are assessed fairly. The impact fee ordinance should include a provision that permits adjustment of the fee for a development based upon studies and data submitted by the developer that indicate a more realistic and accurate impact on the City's infrastructure.

The impact fee ordinance should include a provision that permits adjustment of the fee for a development based upon studies and data submitted by the developer that indicate a more realistic and accurate impact on the City's infrastructure. The formula for 2025 would be:

$$\text{Maximum Flow Rate} \div 20 \times \$386.81$$

Each year thereafter the maximum flow rate $\div$ 20 should be multiplied by the cost for a 5/8" meter as shown in Tables 17 and 18 for that year.

CERTIFICATION

Zions Public Finance, Inc. certifies that the attached impact fee analysis:

1. includes only the cost of public facilities that are:
 - a. allowed under the Impact Fees Act; and
 - b. actually incurred; or
 - c. projected to be incurred or encumbered within six years after the day on which each impact fee is paid;
2. does not include:
 - a. costs of operation and maintenance of public facilities; or
 - b. cost for qualifying public facilities that will raise the level of service for the facilities, through impact fees, above the level of service that is supported by existing residents;
3. offset costs with grants or other alternate sources of payment; and
4. complies in each and every relevant respect with the Impact Fees Act.

**LAYTON CITY COUNCIL MEETING
AGENDA ITEM COVER SHEET**

Item Number: 6.B.

Subject:

General Plan Addendum – Water Use and Preservation Element – Ordinance 25-24

Background:

As part of the 2022 Utah Legislative Session, the Utah Legislature passed Senate Bill (SB) 110 that added language to Utah Code 10-20-404(2)(a)(iv) (previously 10-9a-403(2)(a)) requiring cities to incorporate a Water Use and Preservation Element as part of the City's General Plan. The passage of the bill set a deadline to adopt the element as December 31, 2025. The element is required to address the following:

1. the effect of permitted development or patterns of development on water demand and water infrastructure;
2. methods of reducing water demand and per capita consumption for future development;
3. methods of reducing water demand and per capita consumption for existing development; and
4. opportunities for the municipality to modify the municipality's operations to eliminate practices or conditions that waste water.

Additionally, language of the bill requires municipalities that are within the Great Salt Lake watershed to study the impact on the Lake's water resources. To comply with the standards of Utah State Code and SB 110, Staff has prepared the water element in consultation with Layton City Public Works, Weber Basin Water Conservancy District, and the Utah Division of Water Resources.

Planning Commission Review & Recommendation

As part of the Commission's recommendation, minor grammatical corrections have been made to the plan. Additionally, the Commission recommended the removal of example code language included with some of the considerations. The example code language included in the element relates to standards that have been considered previously by the City for turf grass limitations as well as new research regarding pool sizes. Staff recommends that the language remain in the element as it is provided only for examples, and does not mandate a code change. Any future code change related to those types of standards would require a thorough review by City Staff, the Commission, and the Council through a public hearing process. As this language is provided only as potential considerations, adoption of the Water Use and Preservation Element as written does not mandate a change of City Code in the future. A copy of the element with the proposed changes recommended by the Planning Commission is provided for review by the Council.

Alternatives:

Alternatives are to: 1) Approve Ordinance 25-24 adopting the Water Use and Preservation Element as written; 2) Approve Ordinance 25-24 adopting the Water Use and Preservation Element as written with corrections; 3) Deny the approval of Ordinance 25-24 , rejecting the adoption of the Water Use and Preservation Element.

Recommendation:

On October 28, 2025, the Planning Commission voted unanimously to forward a recommendation of approval to the City Council to adopt the Water Use and Preservation Element. This recommendation included the removal of example code language that could be considered in the future.

Staff supports the recommendation and the Water Use and Preservation Element as drafted.

ORDINANCE 25-24

AN ORDINANCE AMENDING GENERAL PLAN TO ADD THE WATER USE AND PRESERVATION ELEMENT AND AN EFFECTIVE DATE

WHEREAS, the purpose of the General Plan is to provide a vision of orderly growth to guide public and private investment for the positive development of our community; and

WHEREAS, Utah Code 10-20-404 (2)(a)(iv) requires municipalities (except those of a fifth class) to prepare a General Plan that includes a Water Use and Preservation Element; and

WHEREAS, the General Plan does not include a Water Use and Preservation Element; and

WHEREAS, the City has prepared a Water Use and Preservation Element in accordance to the standards outlined in Utah Code 10-20-404 (2)(a)(iv) and subsection (2)(b); and

WHEREAS, the Planning Commission held a public hearing on October 28, 2025 to receive public input on the Plan; and

WHEREAS, after receiving and considering public input the Planning Commission voted unanimously to recommend approval of the addendum to the City Council; and

WHEREAS, the Council has reviewed the Planning Commission's recommendation and has received and considered pertinent information in a public hearing regarding the proposal; and

WHEREAS, at the conclusion of the public hearing and upon making the necessary reviews, the Council has determined that this addendum is rationally based, reasonable, and consistent with the intent of the City's General Plan, which is in furtherance of the general health, safety, and welfare of the citizenry.

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF LAYTON, UTAH:

SECTION 1. Amendment. "Water Use and Preservation Element" is hereby adopted to be included as an addendum to the Layton City General Plan as attached hereto.

SECTION 2. Repealer. If any provision of Layton City's ordinance that is deemed to be inconsistent with the amendment is hereby repealed.

SECTION 3. Severability. If any part of this ordinance is found to be invalid by a court of competent jurisdiction, the remaining language shall remain in full force and effect.

SECTION 4. Effective Date. This ordinance amendment shall become effective immediately upon posting.

****Signatures on next page****

PASSED AND ADOPTED BY THE LAYTON CITY COUNCIL ON THIS 20th DAY OF NOVEMBER, 2025.

	AYE	NAY	ABSENT	ABSTAIN
Joy Petro	_____	_____	_____	_____
Zach Bloxham	_____	_____	_____	_____
Clint Morris	_____	_____	_____	_____
Tyson Roberts	_____	_____	_____	_____
Bettina Smith Edmondson	_____	_____	_____	_____
Dave Thomas	_____	_____	_____	_____

JOY PETRO, Mayor

ATTEST

KIMBERLY S READ, City Recorder



CLINTON R. DRAKE, City Attorney



WESTON APPLONIE, Community &
Economic Development Director

7. WATER USE & PRESERVATION

Good Stewards of Our Water Resources

To fulfill the requirements of Utah State Code 10-9a-403, Layton City has prepared this Water Use & Preservation element as part of the City's General Plan, "Layton Forward". The water use and preservation element is intended to assist the City as a guide in implementing policies by building upon actions that promote good stewardship of our water resources and help protect the region's water supply.

Layton City desires to continue to be a good steward of this irreplaceable resource. The City recognizes that in order to preserve our water resources, we must plan responsibly and seek out the best practices for water conservation. Layton City intends to decrease City-wide gallons per capita water usage to a point in line with the regional goal for Davis County of 200 gallons per capita (GPCD) by the year 2030. Therefore, improving existing water practices and establishing water-wise standards for future growth must be considered. The purpose of this chapter of Layton Forward is to create a greater connection between land use and water use to help achieve the following objectives:

1. Determine the effect of permitted development or development patterns on water demand and water infrastructure.
2. Identify methods of reducing water demand and per capita water use for existing development.
3. Identify methods of reducing water demand and per capita water use for future development.
4. Identify opportunities for the City to modify its operations to reduce and eliminate wasteful water practices.



5. Consider the impact of the City's water use on the Great Salt Lake and ways to support the survival of this vital local and regional resource.

CONSERVATION EFFORTS

Water Conservation Plan

Layton City initially created a Water Conservation Plan in 1998 and performs updates to the plan every 5 years as required by Utah State Code. The most recent update occurred in 2022. Updates occur every 5-7 years as deemed necessary. Consultation with the Plan and the City's Water Engineering Staff aided in the creation of this chapter.

Water Master Plan

Similar to the Water Conservation Plan, Layton City updates the Water Master Plan every 5-7 years. This plan analyzes water usage, growth patterns with the existing Water Conservation Plan to provide direction for capital improvements and water management over the coming years. Layton City is developing on an update of the Water Master Plan that will be completed by the end of 2025. Preliminary data informed the creation of this chapter of Layton Forward. Upon completion of the Master Plan update, the City will have an enhanced,

data-driven understanding of the impacts existing and future development has and will have on water demand and water infrastructure.

Water-Wise Landscaping Ordinance (June 2021)

In June 2021, Layton City adopted a water-wise landscaping ordinance to “promote water efficient landscaping to conserve water and reduce demand for current and future water resources.” Through implementation of ordinance standards, the City has seen successful conversions of existing landscaping to water-wise landscaping and the installation of new water-wise landscapes as part of new development. The ordinance requires the use of water-wise plant materials as well as irrigation practices to reduce the demand for water while providing aesthetically pleasing landscapes to beautify the City.

Layton City continues to coordinate with Weber Basin Water Conservancy District (Weber Basin) to identify appropriate plant materials for landscapes and encourages the use of plant lists provided by Weber Basin and others to install plantings that will thrive in the area with lower water use. It is anticipated that future amendments to the ordinance are expected based on, this chapters recommendations and other initiatives, to further improve water-wise landscaping in Layton.

Growing Water Smart Workshop (November 2022)

In November 2022, Layton City attended the inaugural Utah Growing Water Smart Workshop. This workshop has become an ongoing collaborative effort between municipalities, local water providers, water districts, and state water agencies. The Utah State Legislature provided funding in 2022 to provide these workshops, which have been organized and run by staff from Utah State University and Western Resource Advocates. At the workshop, Layton City staff and officials collaborated to create an action plan aimed at making the City more water-wise in both its water use and future development practices.



Layton City Staff & Officials at the Growing Water Smart Workshop.

Lessons learned from that workshop have been incorporated into the City’s Water Conservation Plan and other practices.

COMMUNITY/WATER PROFILE

Layton City’s water supply is provided from three sources: 1) City-owned water rights accessed by City wells, 2) contracted water supply with Weber Basin, and 3) secondary water supply from Weber Basin, Kays Creek Irrigation, Holmes Creek Irrigation, and Davis & Weber County Canal Company. The population of Layton City is 88,130, which is the largest in Davis County, and the ninth largest in the State of Utah. Layton’s population is expected to reach 110,000 by the year 2045. To provide the amount of water that will be used for current and future growth, the City continues to plan for future growth and ways to improve the efficiency of the water system.

This chapter provides information on current and future water use in Layton. Goals and recommended policies are provided to reduce the water demand for existing and future development. It is crucial for the City to protect the water supply and its quality to maintain sustainable

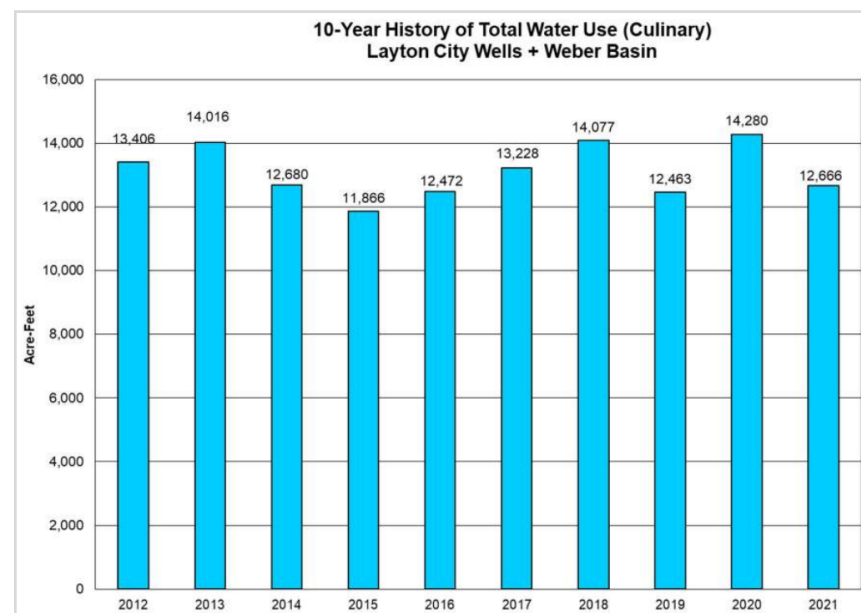
growth, and allow the City to achieve its development goals.

As outlined in this Plan, Layton City seeks to develop in urban, town, and business centers while maintaining single-family neighborhoods and preserving the agricultural heritage of the community. This vision strives for a balanced approach of growth that will have different levels of impact on the water supply. More concentrated development, that can be found in the different centers, will result in greater water efficiency and savings. The more rural and suburban areas of the City will continue to demand higher amounts of water use and less-efficient infrastructure.

Population Growth & Water Use

Since 2010, Layton City has grown from 67,311 residents to 88,130 residents. This represents a total growth of 30.9% and an average annual growth rate of 2.7%. The Kem C. Gardner Policy Institute estimates that the City could grow an additional 30% by 2035. Layton City grew more than any Davis County City between 2010 and 2020 followed by Syracuse, Farmington, Kaysville, and North Salt Lake. With Syracuse and Kaysville using similar water resources, it is important to ensure appropriate water use and supply for the future as all three communities will continue to grow.

According to the 2022 Water Conservation Plan, from 2012 to 2021 the ten year average use of culinary water as measured in acre feet was 13,115.4 acre feet. In 2021, the City used 12,666 acre feet with a ten-year high of 14,280 acre feet in 2020. Layton City and Weber Basin are working to install meters on all secondary water connections in the City with a deadline to have all connections completed by 2030. As such, data on the usage of secondary water is not currently available, however 2021 secondary water supply estimates from Weber Basin, Kay's Creek Irrigation, Holmes Creek Irrigation and Davis & Weber County Canal Company were 10,873 acre feet. Combined with the culinary use in 2021, there was approximately up to 23,539 acre feet of water used for culinary and secondary water use in 2021. Without a

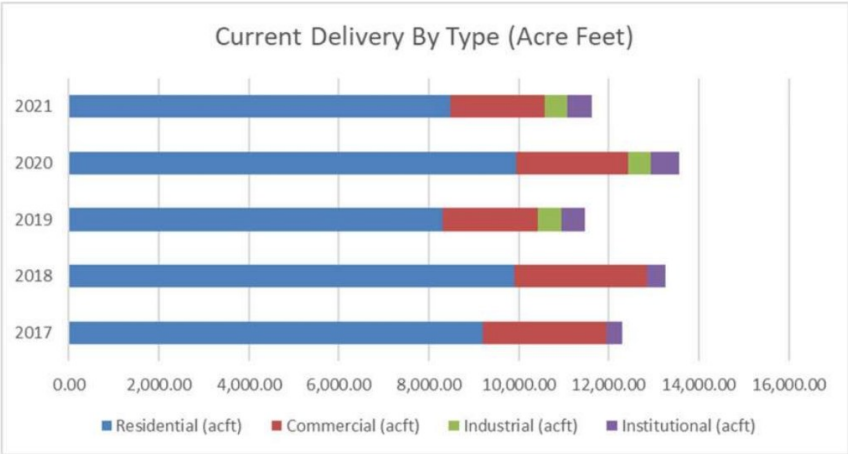


complete picture of water use due to the unmetered secondary water connections, it is not clear exactly what the full culinary and secondary water use was during that time. However, in accordance with Utah Code 73-10-34 secondary water connections will be metered by January 1st, 2030.

According to the 2017 Water Master Plan, the City indicated that 22,186 acre feet of water would be needed in 2060 for a projected population of 94,942 residents. This demand is being recalculated, as part of the update to the City's Water Master Plan. Current projections have Layton City reaching a population of nearly 112,000 by 2045, a full 15 years ahead and 17,058 people greater than the 2060 projected estimate from the 2017 Water Master Plan.

Water Use by Land Use

As part of the 2022 Conservation Plan, staff estimated the amount of culinary water used/delivered by following the uses shown in the chart (Current Delivery by Type): residential, commercial, industrial, and institutional. As shown in the chart, residential use accounts for the



majority of water use followed by commercial uses. The general categories are not broken down into further detail, but within the residential category there are various levels of water consumption based on the housing type. It has been proven that large lot developments consume more water than clustered or multiple unit housing developments. The following information on water consumption by use type is provided in the publication, “Integrating Water Efficiency Into Land Use Planning in the Interior West” written by Western Resource Advocates and the Land Use Law Center of Pace Law School. As stated in that publication, “Planners in Utah have determined that the daily per capita water demand of a development with a density of two units per acre is reduced by half” when increased to “a density of five units per acre. It has also been shown that increasing residential density by 20% can yield a 10% per capita water savings.” It is later stated that, “No matter where they are, areas with low-density, large lots, and large lawns require more water than areas with high-density, small lots, and small lawns.” Water conservation efforts in Layton City are supported with centered growth in town centers with higher densities and planned residential neighborhood developments with smaller lot sizes and compliance with the water-wise landscaping standards of City Code.

According to preliminary data of the Water Master Plan update, trends in Layton align with this assumption. The larger lots use more water for outdoor use than indoor use. As developments increase in density the outdoor use decreases and the indoor use increases. The greatest overall efficiency is achieved in mixed-use (MU) and transit-oriented (TOD) development locations. However, this water savings is not reflected in high density developments over 16 units to the acre and not located in mixed-use or TOD locations. As those developments generally have large landscaped open spaces combined with a high number of dwelling units. This combination leads to the greatest indoor usage and a moderate outdoor usage, which leads to the greatest overall usage of any land use type in the City. From this data, it can be learned that it is valuable for Layton City to continue to develop in mixed-use urban and town centers and around transit. These more urban environments lead to the greatest efficiency of water use and should continue to be pursued as outlined in Layton Forward.

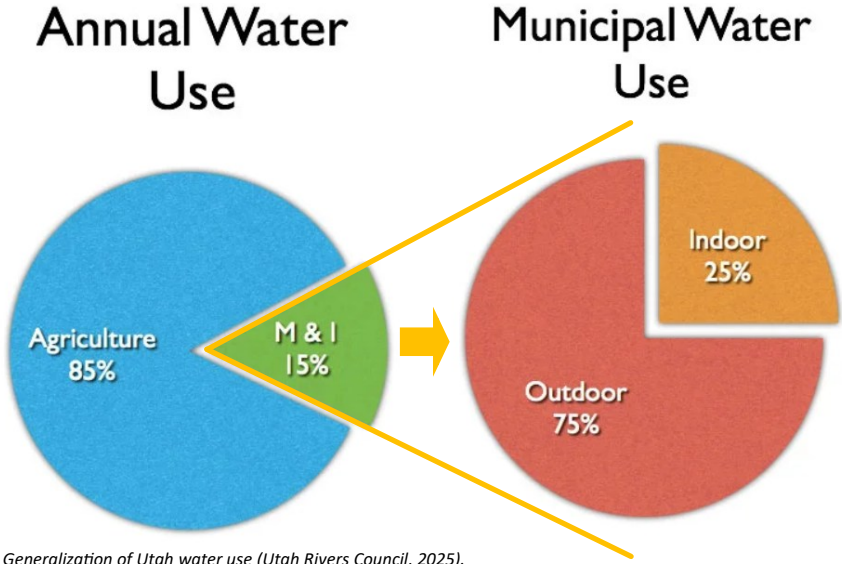
Between indoor and outdoor water use, indoor water use has the least amount of impact on Great Salt Lake as that water can be treated at the North Davis Sewer District (NDSD) and then discharged to the Lake. However, outdoor water use may only make it to Great Salt Lake if the water channels through underground aquifers. This process is effective

	Utah Code 15A-3-306(3)	Federal Standards	E.P.A WaterSense Products
Residential Toilets	1.6 gallons/flush	1.6 gallons/flush	1.28 gallons/flush
Bathroom Faucets	1.5 gallons/ minute @ 60psi	3.0 gallons/ minute	1.5 gallons/ minute
Showerheads	2.0 gallons/ minute @ 80psi	2.5 gallons/ minute	2.0 gallons/ minute
Urinals	0.5 gallons/flush	1.0 gallons/flush	0.5 gallons/flush

and is part of the overall water cycle; however, it is one that takes many years to accomplish.

The table on the previous page shows data on indoor water efficient fixtures as provided by the Growing Water Smart Workshop. As can be seen in this table, there have been great strides made to indoor water efficiency in Utah. State building code standards lead almost all federal building code standards. Additionally, Utah building code standards match all Environmental Protection Agency (E.P.A.) WaterSense products except for residential toilets. Utah Water Savers currently offers rebates for the replacement of residential toilets manufactured prior to 1994. This rebate, among others, has been promoted by Layton City. As a result of this element, Layton City can increase efforts to educate residents about this water-efficient rebates.

The data regarding indoor and outdoor water use within Layton City and within the State of Utah help illustrate where the greatest need of water conservation and efficiency needs to be focused. Indoor water use continues to be more efficient and much has been accomplished in the state to do so. As previously explained, once used and treated by the NDSO, indoor water eventually makes its way to Great Salt Lake. Outdoor water use is much less likely to make it to and improve water levels of Great Salt Lake.



Generalization of Utah water use (Utah Rivers Council, 2025).

The pie charts above from the Utah Rivers Council website are a good illustration of water use throughout the State of Utah. The chart on the left shows that the majority of water usage in the state goes towards agricultural use, with only 15% going towards municipal and industrial water uses. This further illustrates the need of Layton City and all municipalities to incorporate water-efficient landscaping watering practices for existing and future development. There are still improvements that can be made to indoor water use to be more efficient.

CONSIDERATIONS TO REDUCE WATER DEMAND AND USE

Utah State Code 10-9a-403 requires the identification of methods for reducing water demand and per capita water use in both existing and future development. The following recommendations are provided to satisfy this requirement and to serve as part of a regulatory and policy strategy for Citywide water conservation.

These considerations are preliminary in nature, developed from existing literature and current land-use planning practices. Each method has potential to reduce water demand and per capita

consumption if properly adapted to Layton's local context. To ensure effectiveness, further calibration using relevant Layton-specific data will be necessary.

Implementation of any method should be coordinated with, and informed by, the City's Engineering Department, Community and Economic Development Department, and Parks and Recreation Department. Potential implementation pathways include amending existing ordinances, drafting new ordinances, or establishing a comprehensive Water Conservation Title within Layton City Municipal Code.

1. Diversity of Housing Options for New Development

Large-lot developments increase water demands, primarily because larger lots typically require more lawn care, swimming pool development, and other outdoor water uses. The majority of the area developed in west Layton consists of low density single-family residential. To advance water conservation goals, these areas could include PRUD development and town-center supportive housing, as outlined by the existing general plan.

In addition to reducing outdoor demand, denser development patterns can also decrease real system losses within the water distribution network. According to the Environmental Protection Agency (2006), highly dispersed communities require longer water systems, which leads to greater overall loss compared to more compact development. Similarly, the American Water Works Association water audit methodology identifies system pressure and pipe length as the most significant factors influencing unavoidable real loss (Nolon Blanchard et al., 2018). In other words, the larger and more sprawled the distribution system, the greater the amount of water that is lost.

A denser pattern of development therefore serves as a dual conservation strategy: it reduces per capita outdoor water use while also minimizing unavoidable distribution system losses, making it a

critical approach to long-term water resource management.

2. Water Intensive Amenities in New Residential Development

Recent residential developments in Utah, such as the Still Water Subdivision in Syracuse, Southern Shores in Hurricane, and Zion Shores in Washington, have incorporated amenity spaces that place substantial demands on water resources. These amenities, which include man-made boat lakes, surf pools, cable lakes, and similar features, significantly increase water consumption. Within the context of Layton, such high water-demand amenities would be inconsistent with the City's objectives to manage and reduce residential water use.

To minimize water demand associated with new Planned Residential Unit Developments (PRUDs) or standard single-family subdivisions, common-space amenities that require substantial water use—beyond a limited common swimming pool for resident use—could be prohibited.



An example of water intensive amenities: Still Water Subdivision in Syracuse features an artificial boating lake. Image from Google Earth. Image Landsat/Copernicus. Image © 2025 Airbus.

3. Turf Grass Restrictions and Water-wise Landscaping for All Single-Family Development

Turf grass requires significant irrigation. Limiting its installation while promoting water-wise landscaping can substantially reduce water use. The City could reconsider restricting turf grass installation for existing and new single-family development. Restricting turf grass coverage on single-family lots to a maximum percentage, such as 35 percent, could reduce overall irrigation demand. This reduced need for irrigation could result in significant water savings across new development. Water demand may also be reduced in existing developments as homeowners gradually change their landscaping over time.

Implementing turf grass limitations for all development could allow Layton City residents to benefit from existing water-wise landscaping incentives, such as the Utah Water Savers turf replacement program. Layton City currently includes such restrictions for PRUD developments but not for other subdivisions throughout the City. Implementation of such regulations should be thoroughly vetted to determine the feasibility of literal enforcement of said regulations. Possible impacts



Example of water-wise xeriscaping in the front yard of a single-family home (SpiritedMichelle, 2025).

of this type of restriction on all single-family developments (existing and future) could include the need for additional code compliance oversight, plan review requirements for new construction, etc. It is possible, however, that through the implementation of this code measure; additional residents would be eligible for water efficient landscape rebates/assistance that currently do not qualify.

4. Water-wise Landscaping for Existing Development

As stated in the Utah Division of Water Resources report on Utah's Regional M&I Water Conservation Goals, "Changes in the landscaping of future construction only will not save enough water to reach water conservation goals in most regions" (Hansen, Allen, & Luce, Inc. et al., 2019). In recognition of this, the City may explore strategies to transition existing developments to water-wise landscaping.

The City could reexamine the feasibility of landscape code updates, which allow City residents to benefit from existing water-wise landscaping incentives, such as the Utah Water Savers turf replacement program. The City could also evaluate opportunities to create incentives to encourage property owners to voluntarily update their landscaping to be water-wise.

The City could also amend the landscaping ordinance to require transition to water-wise landscaping, particularly in cases where previously approved landscaping has been removed or died. Requiring a property on which the landscaping has fallen into disrepair to update to water-wise landscaping will not only reduce water consumption, but will also enhance the aesthetic quality of neighborhoods and commercial areas.

Additionally, the City could distribute educational materials to property owners about the benefits of water-wise landscaping. Informational handouts could be created to help property owners quickly understand that updating to water-wise landscaping is not only allowed, but encouraged.

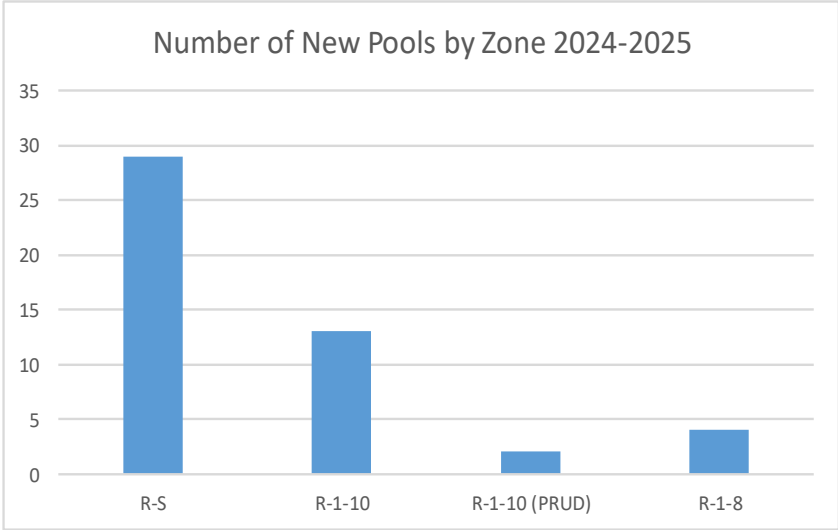
5. Pool Cover Requirement



Pool covers, such as that seen above, reduce water loss due to evaporation (Montague, 2025).

Swimming pools contribute to water loss through evaporation and refilling. By covering swimming pools when they are not in use, water loss from the pool due to evaporation can be significantly reduced. According to the Southern Nevada Water Authority (2025), “pool covers reduce evaporation by 90 percent.” This reduced loss means that the pool will require less refilling. A decreased need for refilling means a reduction in total water use for residential swimming pools.

All new pools which are permitted in the City could be required to have a pool cover installed. Cover installation could be effectively verified by City staff during building inspections, which are required for newly permitted pools. Pools could also be required to be covered whenever they are not being used for enjoyment for a period exceeding one hour.



Between January 1, 2024, and July 30, 2025, the vast majority of new swimming pools were built on R-S and R-1-10 zoned properties.

6. Size of Pools on Single-Family Residential Lots

The majority of new private swimming pools in Layton have been constructed within the R-1-10 and R-S zoning districts, which together accounted for 87.5% of all new pools between 2024 and 2025. According to the Layton Forward General Plan, most undeveloped land in west Layton is designated for future low-density residential uses, with anticipated zoning districts including R-S, R-1-10, and R-1-8 (Layton Forward, Appendix B – Residential and Mixed Use Land Use Densities). If these areas are developed as planned, it is likely that new single-family homes will include private swimming pools. Because of this, the City may consider placing a limitation on the size of private swimming pools in single-family residential areas. This measure could yield significant water savings.

An example of pool size limitations comes from Las Vegas, Nevada, which limits new residential pools to a maximum area of 600 square feet. It has been estimated that Las Vegas’ limitation on the size of new pools will conserve approximately 32 million gallons of water over

ten years (Southern Nevada Water Authority, 2025).

Between January 1, 2024, and July 30, 2025, Layton City approved 48 permits for new single-family pools, with an average area of 732.25 square feet and a combined surface area of 35,148.08 square feet. Assuming a standard pool depth of 5.5 feet, these pools have an estimated total volume of 1,446,100 gallons. If a 600-square-foot pool limitation had been in effect, an estimated 335,800 gallons of water could have been conserved during this period. Because residential pools are periodically drained and refilled, reducing pool sizes could yield substantial cumulative water savings over the lifespan of new pools.

7. Water-intensive Land Uses such as Data Centers

Data centers represent a novel land use not explicitly identified within the current municipal code. Despite their increasing presence in the water-scarce American Southwest, data centers can be highly water-intensive. Many facilities rely on water-based cooling systems to maintain server temperatures, and their demands can be substantial. A medium-sized data center may consume upwards of 110 million gallons of water per year, while some larger facilities can use as much as 1.8 billion gallons annually (Yañez-Barnuevo, 2025). In addition, data centers indirectly contribute to water consumption through withdrawals required for electrical generation to meet their significant power demands (Yañez-Barnuevo, 2025), though this latter concern is more regional in scope.

Because of their high water-use intensity and the absence of specific regulations in the municipal code, the City should evaluate new regulations for uses such as data centers. Potential measures include requiring pre-development estimates of projected water use, restricting development to appropriate zoning districts, establishing special conditions that mandate less water-intensive operations, or adopting other regulatory approaches that reduce the overall water impacts of these facilities.

CONSIDERATIONS TO PRESERVE AND PROTECT WATER QUALITY

Utah State Code 10-9a-403 (2)(iv)(B-C) requires the City to consider principles of sustainable landscaping. These principles include the promotion of site-specific landscape design that decreases stormwater runoff and preserves healthy trees that have a reasonable water requirement or are resistant to dry soil conditions.

The following considerations examine potential methods for decreasing stormwater runoff, which in turn could reduce pollutant loads into the City's water ways. As with the methods to reduce water demand, these considerations are preliminary in nature, having been developed from existing literature and current land-use planning practices. Implementation of these considerations would require calibration to the context of Layton City.



Parking lot adjacent bioswales reduce stormwater runoff and pollution (California State University, Fullerton, 2015).

1. Parking Lot Pollution Abatement

Impervious surfaces, such as parking lots, increase stormwater runoff, which carries accumulated pollutants including oil, antifreeze, metals, and debris. Reducing the volume of stormwater runoff and filtering out contaminants is critical for maintaining the quality of both surface water and groundwater resources.

One proven method for addressing stormwater runoff and pollution is

the use of bioswales. A bioswale is a layered drainage feature with a porous bottom and a vegetated soil surface designed to capture and filter runoff. Research by the United States Forest Service has shown that bioswales can reduce stormwater runoff by nearly 89 percent and pollutant loads by more than 95 percent (Xiao et al., 2009). The U.S. Environmental Protection Agency has also recognized bioswales as an effective strategy for filtering stormwater contaminants in the Semi-Arid West (Green Infrastructure in the Semi-Arid West | US EPA, 2025). Increasing tree canopy coverage in parking lots is another effective method, as tree canopies intercept rainfall before it reaches the ground, further reducing total runoff and pollution (Xiao et al., 2009).

To help preserve local water quality, the City could consider updating its parking standards to include bioswales, expanded tree canopy requirements, or other effective stormwater management practices.

2. Water Quality in Riparian Corridors

To reduce non-point source pollution and support increased groundwater recharge, the City may consider establishing riparian setbacks along rivers, streams, and other sensitive watercourses. These setbacks would create a buffer between new development and sensitive riparian ecosystems, allowing pollutants from impervious

surfaces and other development-related sources to be intercepted before reaching primary water channels (*Setbacks Protecting Sensitive Habitats and Water Quality – Sustainable Development Code, 2025*).

Preservation of existing native vegetation within these setback areas could also be required. Native vegetation along riparian corridors could result in lower water consumption, as native vegetation is adapted to the local environment and hydrological conditions (*Vegetation Protection Areas – Sustainable Development Code, 2025*).

In addition to environmental and water conservation benefits, riparian setbacks can help preserve open space and enhance recreational opportunities. Riparian setbacks adjacent to Layton City's future trail section can provide aesthetic and recreational value while aligning with the objectives of the Layton City Parks, Recreation, Trails, Open Space & Cultural Facilities Master Plan.

OPPORTUNITIES TO REDUCE AND ELIMINATE WASTEFUL WATER PRACTICES WITHIN CITY OPERATIONS

Below: Diagram of typical riparian corridor with setback development (*RiparianZone | EcoVision2025, 2025*).



Beyond a regulatory and policy strategy, the City also seeks to advance its direct role in conserving water and eliminating wasteful water practices. This water use and preservation chapter identifies those future conservation practices and goals outlined in the City Water Conservation Plan as the best opportunities for the City to directly reduce and eliminate wasteful water practices. Those practices and goals include:

- Continued secondary water meter installation.
- Continued advanced metering infrastructure installation.
- Customer portal which encourages water conservation and alerts customers of overconsumption and leaks.
- Evaluation of water rate structures.
- City website water conservation information page.
- Water use reports for City properties and additional customer groups.
- On-going water-wise upgrades across Layton City Parks.

CONSIDERATION FOR IMPACTS ON GREAT SALT LAKE

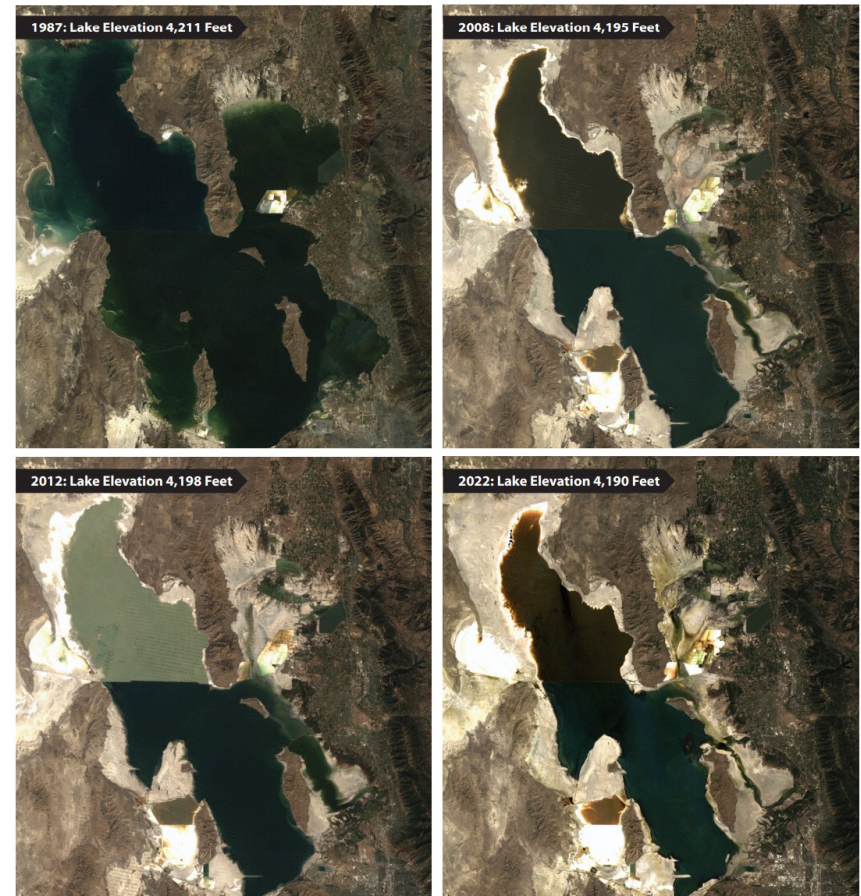
Layton City is located within the Great Salt Lake Watershed, in which all released water eventually flows into Great Salt Lake. For this reason, the water use patterns of the City are inherently linked to the water levels of the Great Salt Lake.

These water levels are increased by whatever amount of water is allowed to flow through the City to the lake bed. The water levels of the lake decrease as a result of water loss due to evaporation and decreased water input due to human-caused consumption. If less water is allowed to flow to the Great Salt Lake and evaporation outpaces water input, the level of the lake's waters will decline.

Declining lake levels are worrisome for our community, as the lakebed dust which becomes exposed contains man-made toxins as well as cyanotoxins including: arsenic, cadmium, lead, copper, and mercury

(Utah State University, 2025). As water levels reduce, more of this toxic dust is exposed and can be blown into the air, reducing air quality along the Wasatch Front, and by extension, Layton. This reduction in air quality negatively impacts the health, well-being, and quality of life of Layton City residents.

Additionally, Great Salt Lake provides critical habitat for migratory birds and many other species who depend on the ecosystem provided by the lake. If the lake dries up, wildlife populations will suffer. Local



Changing levels of the Great Salt Lake throughout the years. Aerial photos from U.S. Geological Survey as cited by Great Salt Lake Strike Team et al., (2024)

amenities which allow community members to enjoy the peaceful environments of Great Salt Lake, such as Great Salt Lake Shore bird preserve, will be damaged. This degradation of natural environments and wildlife in and around Layton diminishes the quality of life and recreational opportunities available to residents.

Because of these concerns, it is critical that the City takes steps and develop strategies which mitigate the impacts of human development on the Great Salt Lake and enables more water to flow to the Great Salt Lake.

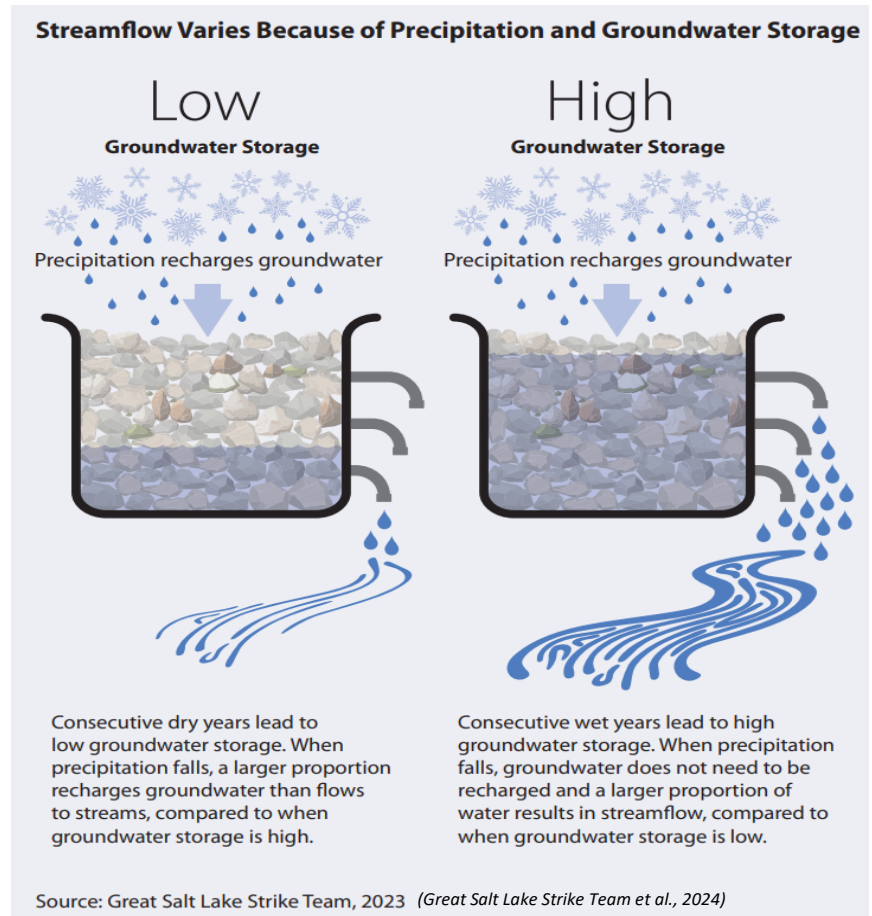
Layton obtains most of its water from City-owned wells that pump groundwater. Because of this, when residents and businesses use less water, more remains in underground storage, meaning less precipitation is needed to recharge groundwater supplies. This can help increase the share of precipitation that eventually flows into the Great Salt Lake.

Still, conserving water by itself is not enough to meaningfully raise lake levels. For conservation to make a more meaningful difference, the



Migratory birds, such as this Wilson's Phalarope, depend on the Great Salt Lake and its brine shrimp as a critical food resource (Becky Matsubara, 2017).

saved water must also be managed so that it is tracked, protected, and shepherded all the way to the Great Salt Lake.



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ADDITIONAL

PACKET

ATTACHMENTS

November 20, 2025

City Council Meeting

5A. Reenacting RAMP Sales Tax Ordinance 25-25



6A. Sewer Impact Fee Facilities Plan and Sewer Impact Fee Analysis Ordinance 25-52

Purpose

- Wastewater Master Plan (WWMP) Updated June 2024
 - Prepared by Bowen Collins & Associates, Inc.
 - Recommends improvements to resolve existing and projected future deficiencies based on the current general plan.
 - Recommendation to evaluate potential sewer impact fee to assist in funding system improvements related to growth.

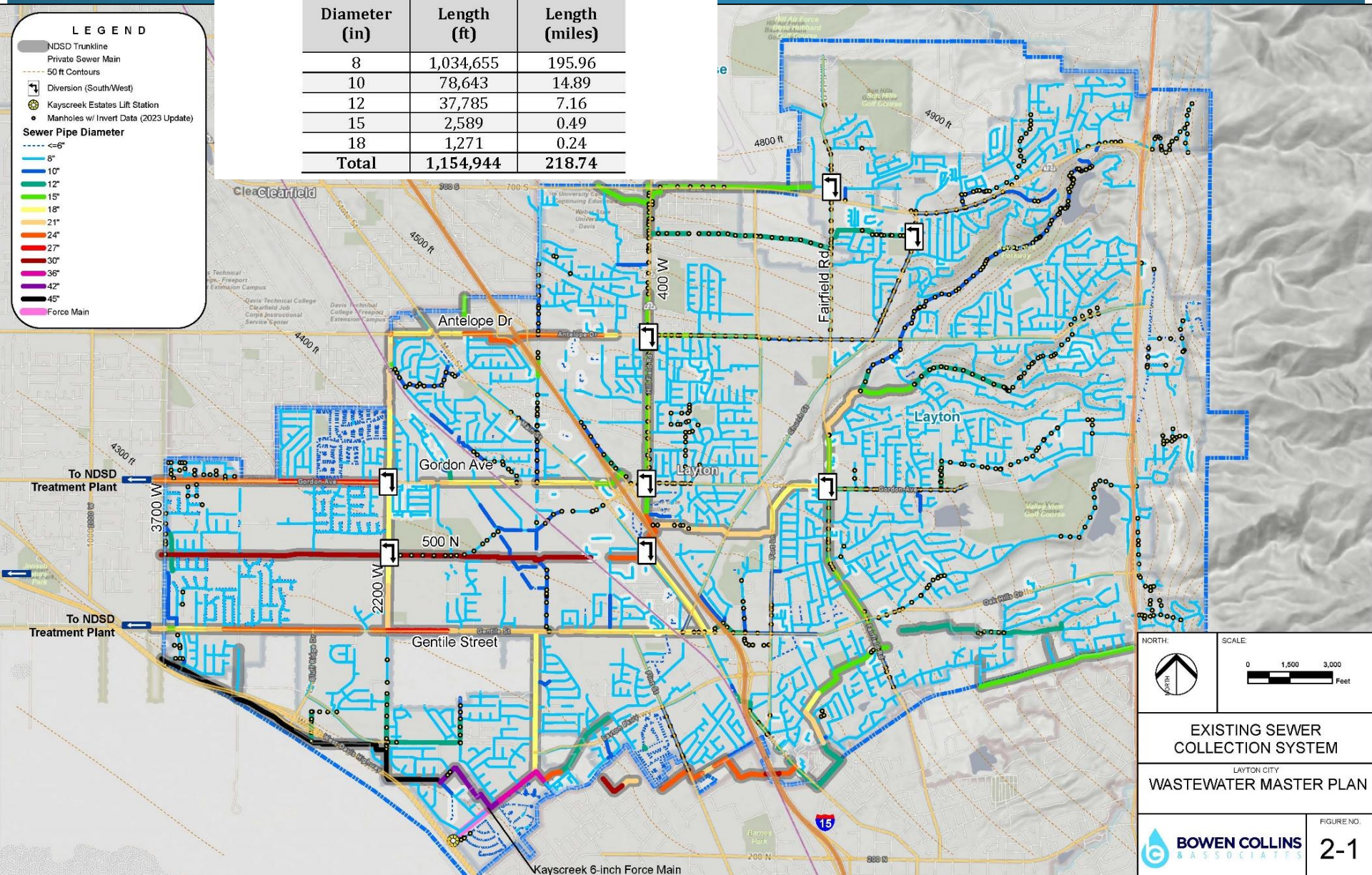
Existing System

Pipe Length by Diameter (8"+) in Owned by Layton City

Diameter (in)	Length (ft)	Length (miles)
8	1,034,655	195.96
10	78,643	14.89
12	37,785	7.16
15	2,589	0.49
18	1,271	0.24
Total	1,154,944	218.74

LEGEND

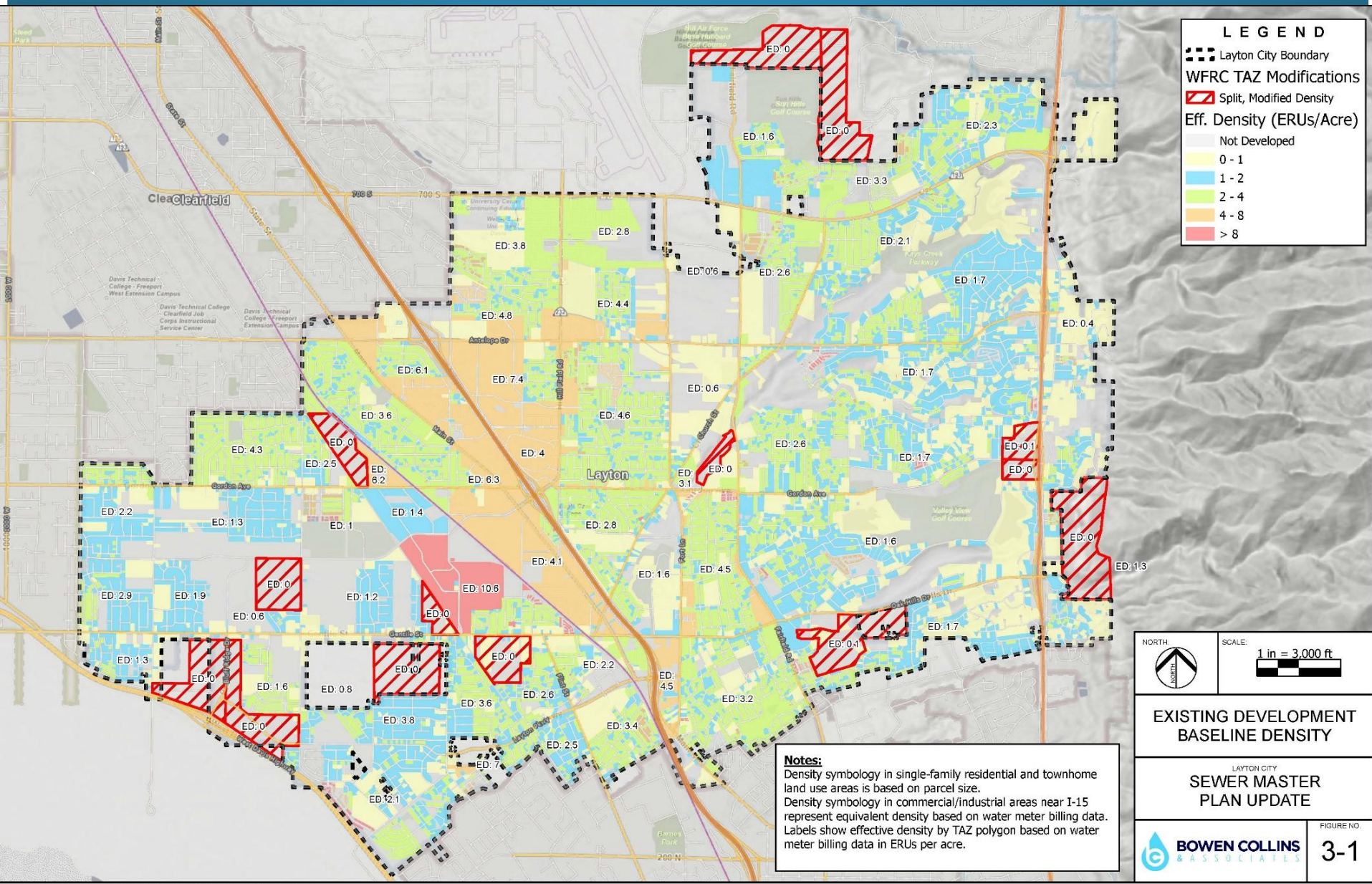
- NDSD Trunkline
- Private Sewer Main
- 50 ft Contours
- Diversion (South/West)
- Kayscreek Estates Lift Station
- Manholes w/ Invert Data (2023 Update)
- Sewer Pipe Diameter**
 - <6"
 - 8"
 - 10"
 - 12"
 - 15"
 - 18"
 - 21"
 - 24"
 - 27"
 - 30"
 - 36"
 - 42"
 - 45"
 - Force Main



EXISTING SEWER COLLECTION SYSTEM

LAYTON CITY
WASTEWATER MASTER PLAN

Existing Conditions



Existing Conditions and Future Growth

Estimated City-Wide Wastewater Production Rates

Use Grouping	Production ¹ (gpd)	Equivalent ERUs
Household	182	1.00
Capita	57	0.311
Employee	35	0.192 ²

1. Three outliers were removed to determine these average rates.

2. The production rate per employee was increased to 67 gpd (0.369 equivalent ERUs) in the area containing IHC medical facilities based on indoor billing data for similar medical facilities measured in other municipalities.

Layton City ERU and Projected Daily Sanitary Wastewater Production

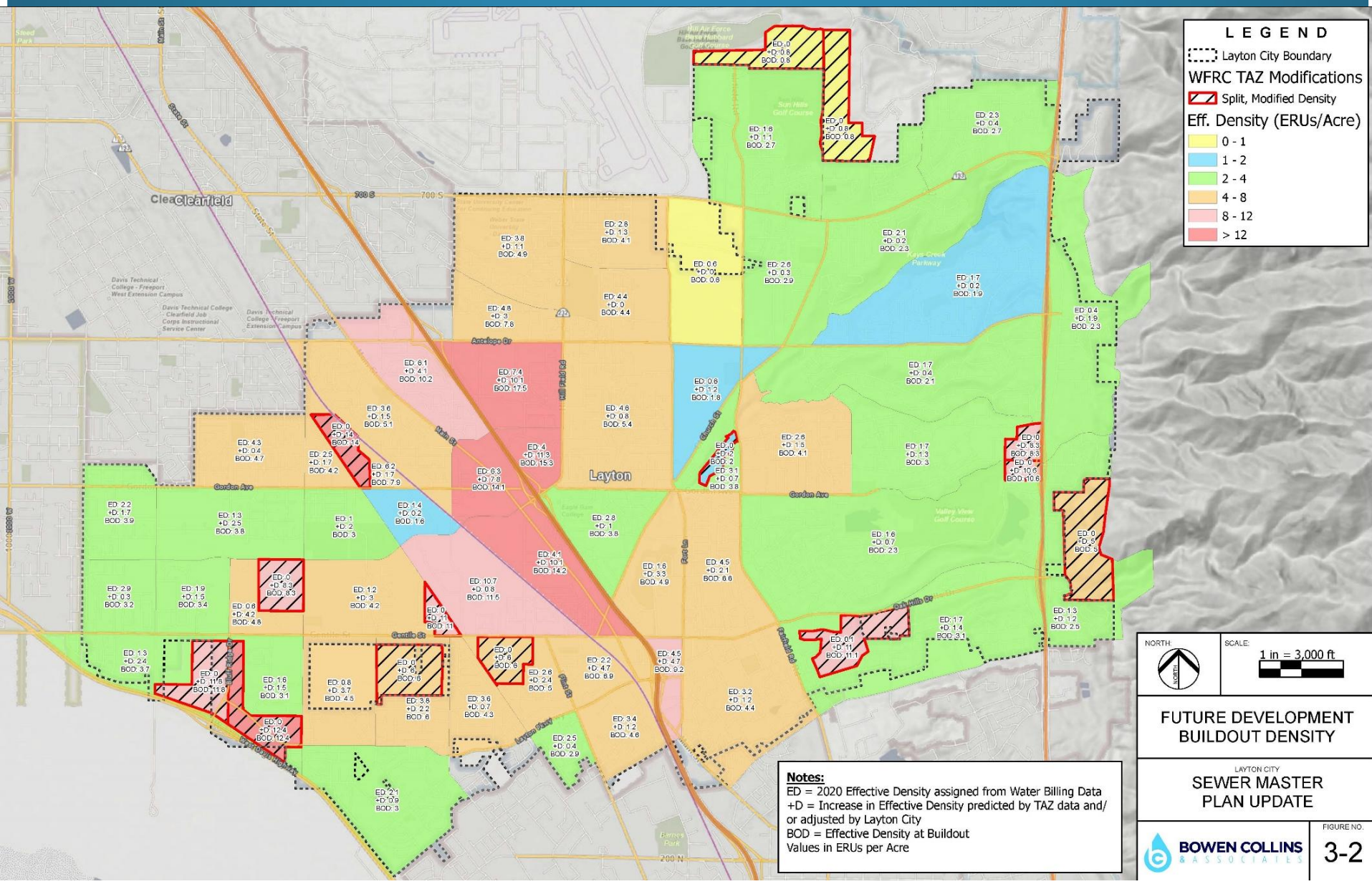
Year	Population		Households	Employment	ERU ³	Sanitary Wastewater Production (MGD)
	WFRC	Adjusted ³				
2020	81,733	81,733	25,958	29,647	32,318	5.88
2023	84,553	91,046	28,916	30,215	35,844	6.52
2030	91,032	109,998	34,935	31,371	43,018	7.83
2034	95,282	122,049	38,762	32,105	47,581	8.66
2040	103,839	129,497	41,128	32,560	50,400	9.17
2050	116,299	142,156	45,148	33,331	55,193	10.05
2060 ¹	116,299 ²	156,352	49,648	34,196	60,557	11.02

1. For planning purposes, it is assumed buildout occurs by 2060 as Layton City continues implementation of the City's General Plan.

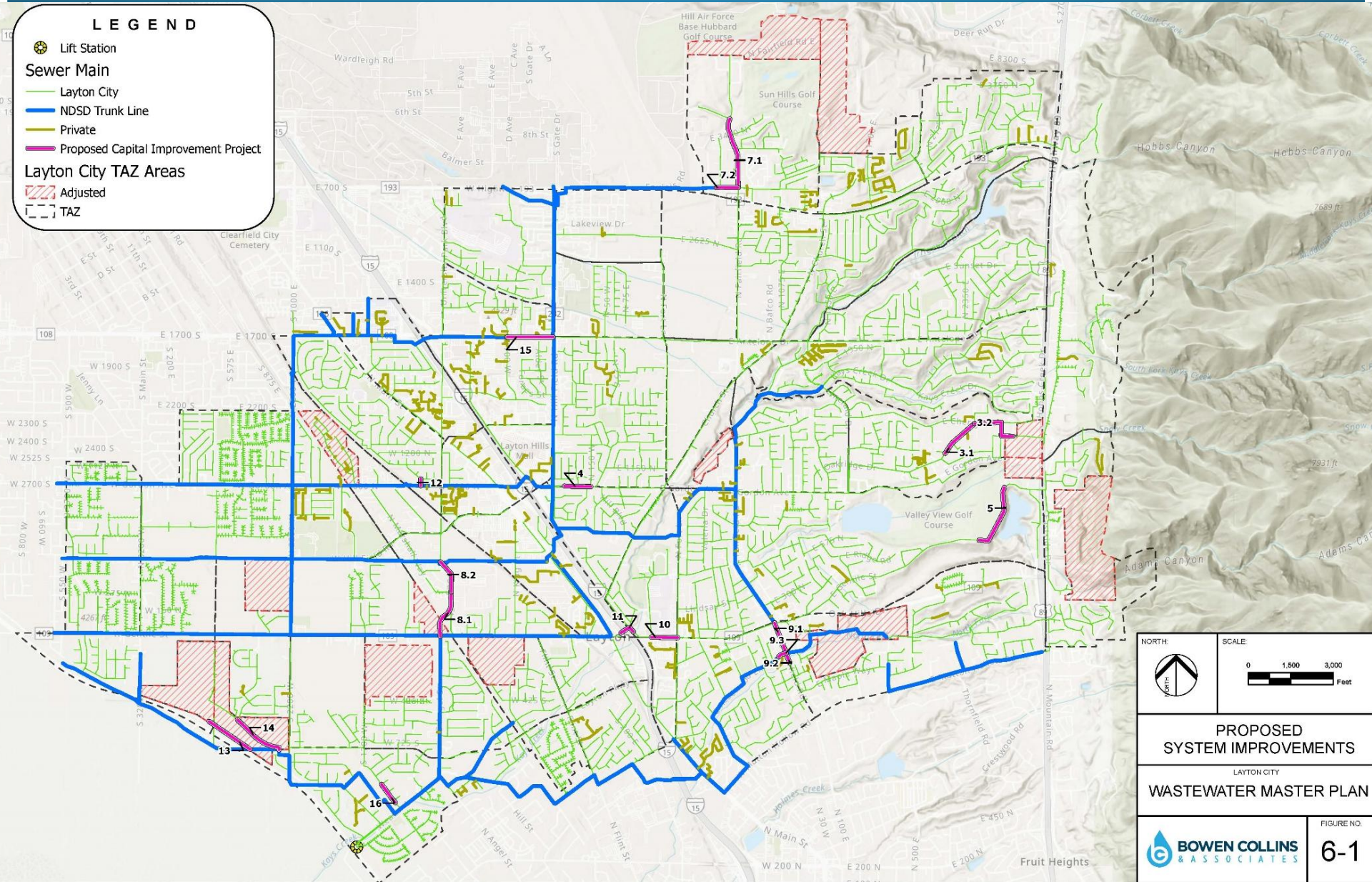
2. WFRC Regional Transportation Plans does not extend past 2050. However, the Kem C. Gardner Institute projects county wide projections through 2060. For consistency, the 2050 population was moved to 2060 to align more with the Kem C. Gardner projections.

3. The adjustments recommended by the City were based on effective density (ERUs per acre) at buildout. Growth in the areas shown in Figure 3-1 were added to the existing densities to reach the target densities by buildout. The adjustments add an additional 6,260 ERUs beyond the WFRC projections.

Future Growth



Proposed System Improvements



Proposed System Improvements

Table 6-1
Capital Improvement Plan

Time Frame	Construction Year	Project ID	Project Description	Proposed Diameter (in)	Estimated Length (LF)	Estimated Pipe Unit Cost (\$/LF)	Estimated Manholes @ 25K Each	Estimated Construction Cost	Estimated Total Cost
Short Term	2025	8.1	Sugar St South of Kroger	18	1,706	\$600	6	\$1.17M	\$1.58M
	2030	8.2	Sugar St North of Kroger	15	1,199	\$540	5	\$0.77M	\$1.04M
	2026	5	Gentile, 2520 E to 2800 E	12	2,355	\$480	8	\$1.33M	\$1.80M
	2029	4	Gordon, 400 W to 150 W	12	937	\$480	4	\$0.55M	\$0.74M
Short Term Total					6,196		23	\$3.83M	\$5.16M
Long Term	TBD	3.1	Oakridge Dr, 2200 E to 2650 E	12	1,480	\$480	6	\$0.86M	\$1.16M
		3.2		12	1,845	\$480	7	\$1.06M	\$1.43M
		7.1	Fairfield, 3400 N to 3000 N	12	2,496	\$480	9	\$1.42M	\$1.92M
		7.2	3000 N, Fairfield to 600 E	15	765	\$540	4	\$0.51M	\$0.69M
		9.1	Fairfield & Rosewood North Leg	18	1,130	\$600	5	\$0.80M	\$1.08M
		9.2	Fairfield & Rosewood South Leg	12	363	\$480	3	\$0.25M	\$0.34M
		9.3	Fairfield & Rosewood East Leg	18	310	\$600	2	\$0.24M	\$0.32M
		10	Gordon, Wasatch to Fort Lane	12	921	\$480	4	\$0.54M	\$0.73M
		11	Gordon & I-15 Crossing	18	554	\$600	3	\$0.41M	\$0.55M
		12	Laytona Dr & Gordon Ave	10	242	\$460	2	\$0.16M	\$0.22M
		13	Layton Parkway South	10	1,749	\$460	6	\$0.95M	\$1.29M
		14	Layton Parkway to 2700 W	15	1,877	\$540	7	\$1.19M	\$1.60M
		15	Antelope & Hill Field Road	21	1,611	\$640	6	\$1.18M	\$1.59M
		16	Bridgecreek Lane	10	807	\$460	4	\$0.47M	\$0.64M
Long Term Total					16,146		68	\$10.05M	\$13.57M
Total Identified Projects					22,343		91	\$13.88M	\$18.73M

1. Timing based on input from Layton City. Long Term projects were not assigned a construction year but assumed to be replaced with the system renewal budget between 2035 and buildout.
2. Project IDs were assigned with the numbering used in the previous wastewater master plan. The Project ID numbers in this table start at 3.1 and 3.2 because Project 1 has been completed and the updated modeling does not show a need for Project 2 from the previous master plan.
3. Manhole quantity calculated by assuming one manhole every 350 feet + 2 endpoints in each project. Prices assumed reflect more expensive polymer concrete manholes recently installed in Davis County to meet NDSD standards. The conservative pricing is assumed to account for variations in the exact number of manholes that will be determined when the project is designed.

Recommendation to evaluate potential sewer impact fee to assist in funding system improvements related to growth.

Sewer Impact Fee Facilities Plan

Prepared by Bowen Collins & Associates, Inc. (BC&A)



LAYTON CITY

October 2025

SEWER IMPACT FEE
FACILITIES PLAN

Purpose

- Identify sewer improvements needed to accommodate anticipated development
- Existing deficiencies not included, only growth related
- Complies with Utah Code §11-36a-302
- Based on Layton WWMP (2024) growth projections
- Focus is on 10 year capital improvements
 - Does not include operation and maintenance
 - Projects planned through 2034
- Level of Service
 - Maintain Maximum Ratio of Flow to Pipeline Capacity of 0.75

Historic Flows and Available Excess Capacity

Service Area Historic Flows

Item	Value for Existing Conditions	Value for 10-Year Growth	Total 10-Year Conditions
Equivalent Residential Units (ERUs)	36,857	10,724	47,581
Domestic Wastewater Production (mgd)	6.71	1.95	8.66
Maximum Month Infiltration (mgd)	2.68	0.34	3.02
Average Day, Maximum Month Flow (mgd)	9.38	2.29	11.68
Peak Hour Flow (mgd)	19.45	5.22	24.67
Flows per ERU			
Sanitary Wastewater Production (gpd/ERU) ¹	182	182	182
Average Day, Maximum Month Flow (gpd/ERU)	255	214	245
Peak Hour Flow (gpd/ERU)	528	487	518
Average Indoor Water Use (gpd/ERU) ²	182	182	182

1. Estimate from the City's Wastewater Master Plan

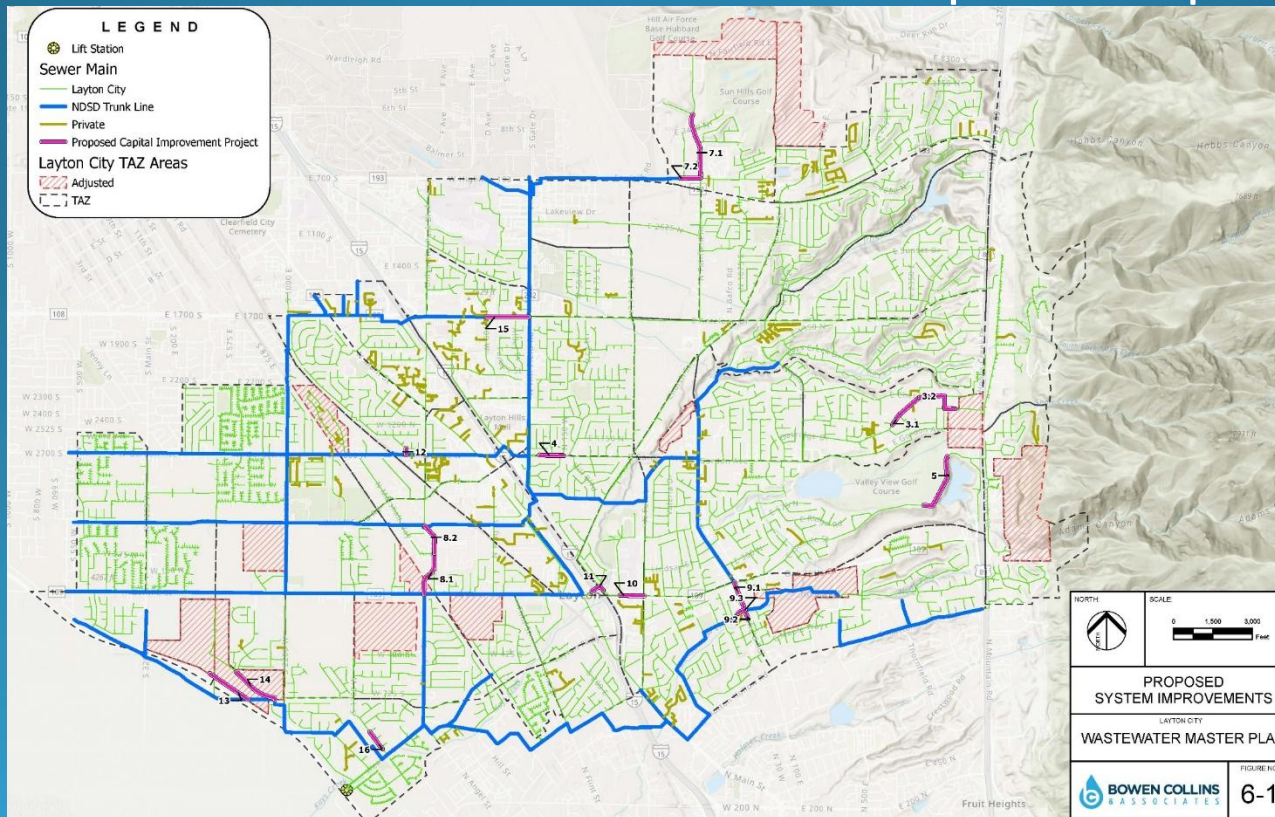
2. Wastewater production rate estimates were based on winter indoor billing data.

Available Excess Capacity

Use Category	Collection System Percent Use	General Assets Percent Use
Existing Use	60.65%	60.86%
Use By 10-Year Growth	16.57%	17.71%
Use By Growth Beyond 10 years	22.77%	21.43%
Total	100.00%	100.00%

Growth and Service Levels

- Anticipated Growth
 - Additional 10,724 equivalent residential units (ERUs) by 2034.
 - Based on the analysis in WWMP, anticipated growth resulting from new development
- Goal: Maintain Maximum Ratio of Flow to Pipeline Capacity of 75%



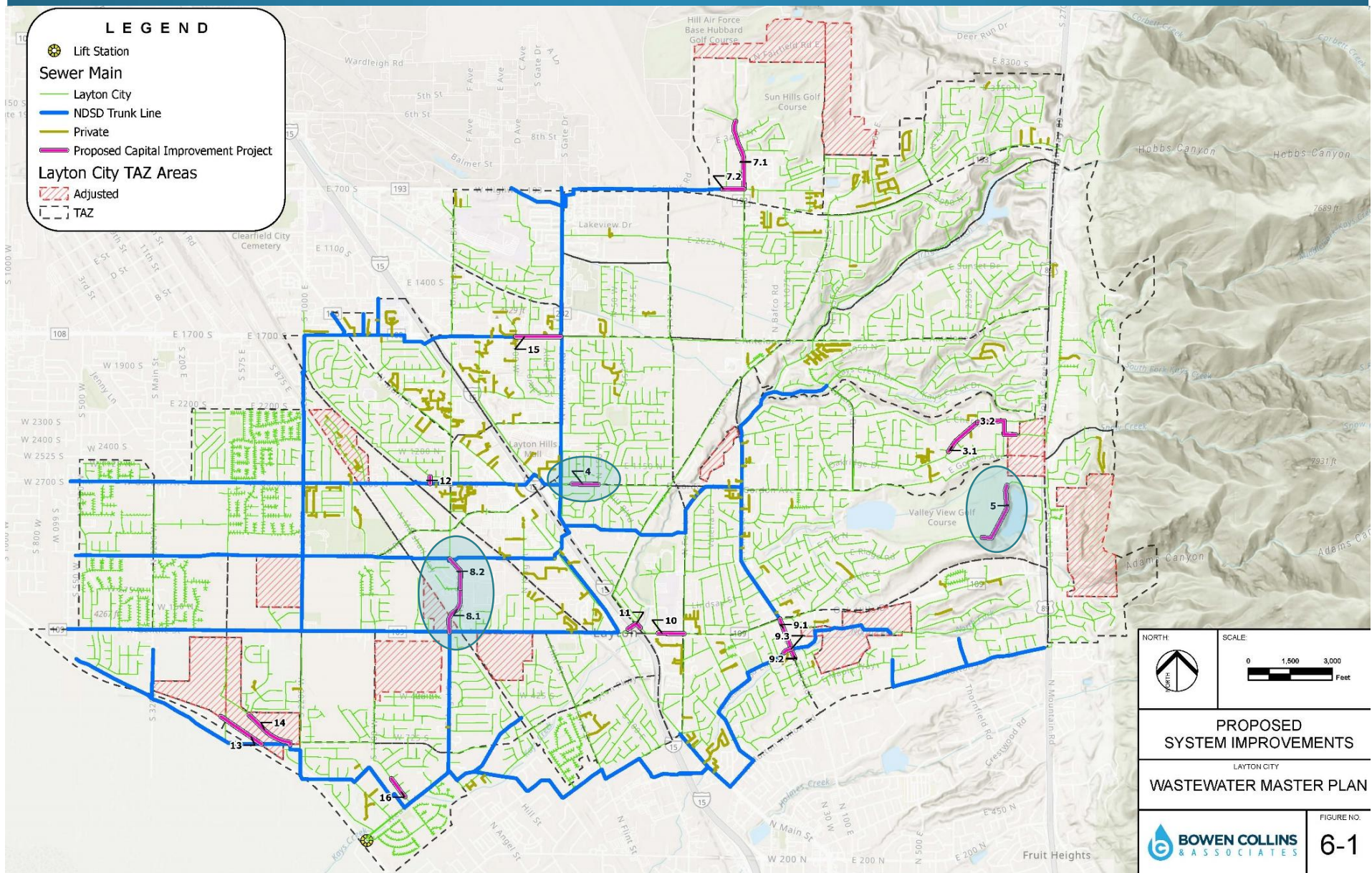
Planned Sewer Projects

- 4 Projects with total cost of \$5.74 M
- \$1.88 M impact fee eligible 10-Year Growth

Project Costs Allocated to Projected Development, 10 Year Planning Horizon

Project ID	Project Description	Project Cost ¹	Percent to Existing	Percent to 10-Year Growth	Percent to Growth Beyond 10-Year	Cost to Existing	Cost to 10-Year Growth	Cost to Growth Beyond 10-Year
4	Gordon, 400 W to 150 W	\$860,130	98.62%	0.99%	0.39%	\$848,285	\$8,490	\$3,355
5	Gentile, 2520 E to 2800 E	\$1,905,371	3.92%	67.69%	28.39%	\$74,631	\$1,289,835	\$540,905
8.1	Sugar St South of Kroger	\$1,731,282	80.72%	17.86%	1.42%	\$1,397,467	\$309,208	\$24,607
8.2	Sugar St North of Kroger	\$1,244,869	6.13%	21.97%	71.90%	\$76,311	\$273,476	\$895,083
		\$5,741,652				\$2,396,694	\$1,881,009	\$1,463,950

1. Project costs include an assumed 3% annual inflation rate for construction costs from year 2024.



North Davis Sewer District

Current impact fee costs from North Davis Sewer District website November 5, 2025

Impact Fee

Resident of District: Single Family Residential	\$3,454.03
Resident of District: Townhome Residential	\$3,108.63
Resident of District: Multi-Unit Residential	\$2,625.06
Resident of District: TOD-Type Residential	\$2,106.96
Non-Residential: Per 1,000 Gal	\$656.27

Sewer Impact Fee Analysis (IFA)

Prepared by Zions Public Finance, Inc.



Layton City

Sewer Impact Fee Analysis
September 2025



ZIONS PUBLIC FINANCE, INC.

Purpose

- Calculates fees to ensure new development pays proportionate share for growth related sewer impacts
 - Complies with Utah Code §11-36a-304 (Impact Fees Act)
- Based on Layton City Sewer IFFP by BC&A
- Impact fees based on ERU
- Impact fees to be spent or encumbered within 6 years after impact fee is paid
- Impact fees can be implemented 90 days following adoption by City Council

Proposed Impact Fees

- Total Gross Fee per ERU: \$429.96
- Anticipated Growth: 10,724 ERUs by 2034.

TABLE 1: PROPORTIONATE SHARE ANALYSIS – GROSS COST BEFORE CREDITS

Summary	Amount
Existing Excess Capacity - Collection	\$247.53
Existing Excess Capacity - General Assets	\$0.00
New Construction Cost	\$175.40
Consultant Cost	\$7.03
TOTAL Gross Fee	\$429.96

Proposed Impact Fees

- Credits given for future projects that will benefit existing development.
- \$2.39 M credited over 10 years

TABLE 2: PROPORTIONATE SHARE ANALYSIS – MAXIMUM FEES PER ERU

Year	Annual Cost	ERUs	Cost per ERU	NPV*	Max Fee by Year
2025	\$239,669	37,891	\$6.33	\$43.15	\$386.81
2026	\$239,669	38,828	\$6.17	\$39.20	\$390.76
2027	\$239,669	39,788	\$6.02	\$35.19	\$394.78
2028	\$239,669	40,853	\$5.87	\$31.10	\$398.87
2029	\$239,669	41,905	\$5.72	\$26.94	\$403.02
2030	\$239,669	43,018	\$5.57	\$22.70	\$407.26
2031	\$239,669	44,083	\$5.44	\$18.38	\$411.58
2032	\$239,669	45,231	\$5.30	\$13.96	\$416.01
2033	\$239,669	46,378	\$5.17	\$9.42	\$420.54
2034	\$239,669	47,581	\$5.04	\$4.77	\$425.19

*NPV = net present value discounted at 5.0 percent

Proposed Impact Fees Residential

TABLE 3: MAXIMUM FEES BY RESIDENTIAL UNIT TYPE

Year	Single-Family (1.00 ERUs)	Townhome (0.90 ERUs)	Multi-Family (0.76 ERUs)	TOD Residential (0.61 ERUs)
2025	\$386.81	\$348.13	\$293.98	\$235.95
2026	\$390.76	\$351.69	\$296.98	\$238.36
2027	\$394.78	\$358.98	\$306.30	\$248.43
2028	\$398.87	\$358.98	\$303.14	\$243.31
2029	\$403.02	\$362.72	\$306.30	\$245.84
2030	\$407.26	\$366.53	\$309.52	\$248.43
2031	\$411.58	\$370.43	\$312.80	\$251.07
2032	\$416.01	\$374.41	\$316.17	\$253.77
2033	\$420.54	\$378.49	\$319.61	\$256.53
2034	\$425.19	\$382.67	\$323.14	\$259.37

Proposed Impact Fees Nonresidential

TABLE 4: MAXIMUM FEES BY METER SIZE, 2025-2029

Meter Size (inches)	Meter Ratio	2025	2026	2027	2028	2029
5/8	1.00	\$386.81	\$390.76	\$394.78	\$398.87	\$403.02
3/4	1.50	\$580.22	\$586.14	\$592.17	\$598.30	\$604.54
1	2.50	\$967.03	\$976.91	\$986.95	\$997.17	\$1,007.56
1.5	5.00	\$1,934.05	\$1,953.81	\$1,973.89	\$1,994.34	\$2,015.12
2	8.00	\$3,094.48	\$3,126.10	\$3,158.23	\$3,190.94	\$3,224.19
3	16.00	\$6,188.97	\$6,252.19	\$6,316.46	\$6,381.87	\$6,448.37
4	37.50	\$14,505.39	\$14,653.58	\$14,804.20	\$14,957.52	\$15,113.38
6	80.00	\$30,944.83	\$31,260.97	\$31,582.29	\$31,909.37	\$32,241.87
8	140.00	\$54,153.46	\$54,706.70	\$55,269.01	\$55,841.39	\$56,423.27

TABLE 5: MAXIMUM FEES BY METER SIZE, 2030-2034

Meter Size (inches)	Meter Ratio	2030	2031	2032	2033	2034
5/8	1.00	\$407.26	\$411.58	\$416.01	\$420.54	\$425.19
3/4	1.50	\$610.89	\$617.38	\$624.01	\$630.81	\$637.79
1	2.50	\$1,018.15	\$1,028.96	\$1,040.02	\$1,051.35	\$1,062.98
1.5	5.00	\$2,036.30	\$2,057.92	\$2,080.05	\$2,102.70	\$2,125.95
2	8.00	\$3,258.09	\$3,292.67	\$3,328.08	\$3,364.33	\$3,401.52
3	16.00	\$6,516.17	\$6,585.34	\$6,656.15	\$6,728.65	\$6,803.04
4	37.50	\$15,272.28	\$15,434.38	\$15,600.35	\$15,770.27	\$15,944.63
6	80.00	\$32,580.87	\$32,926.69	\$33,280.75	\$33,643.25	\$34,015.21
8	140.00	\$57,016.53	\$57,621.70	\$58,241.32	\$58,875.69	\$59,526.61



6B. Water Use and Preservation Element

General Plan Addendum

Ordinance 25-24

Background

- Water Use and Preservation Element
 - Required by Utah State Code 10-20-404 (Previously 10-9a-403)
 - Must be adopted and implemented by December 31, 2025
 - Must address objectives outlined in state code
- Coordinated with Dept. of Natural Resources, Public Works, and Weber Basin.



Overview of Objectives

- 1) Determine the effect of permitted development or development patterns on water demand and water infrastructure.
- 2) Identify methods of reducing water demand and per capita water use for existing development.
- 3) Identify methods of reducing water demand and per capita water use for future development.
- 4) Identify opportunities for the City to modify its operations to reduce and eliminate wasteful water practices.
- 5) Consider the impact of the City's water use on the Great Salt Lake and ways to support the survival of that vital regional and local resource.



Utah State Code “Shalls” 10-20-404(d)(iv)

- Consider principles of sustainable landscaping, including the:
 - Reduction or limitation on the use of lawn or turf;
 - Promotion of site-specific landscape design that decreases stormwater runoff or runoff of water used for irrigation;
 - Preservation and use of healthy trees that have a reasonable water requirement or are resistant to dry soil conditions;
 - Elimination or regulation of ponds, pools, and other features that promote unnecessary water evaporation;
 - Reduction of yard waste; and
 - Use of an irrigation system, including drip irrigation, best adapted to provide the optimal amount of water to plants being irrigated.
- Shall include, a recommendation for low water use landscaping standards for a new:
 - Commercial, industrial, or institutional development;
 - Common interest community;
 - Multifamily housing project.



Overview of Element

1. City Conservation Efforts
2. Community/Water Profile
3. Water Use Considerations
4. Water Quality Considerations
5. City Operations
6. Considerations for Great Salt Lake



Water Use Considerations

1. Diversity of Housing Options for New Development

2. Water Intensive Amenities in New Residential Development



3. Turf Grass Restrictions and Water-wise Landscaping for All Single-Family Development

- Turf grass limited to 35% of landscaping of lot
- No turf grass in areas less than 8' wide
- Currently only PRUDs

4. Water-wise Landscaping for Existing Development

- Updated or deteriorated landscaping
- Education for existing landowners



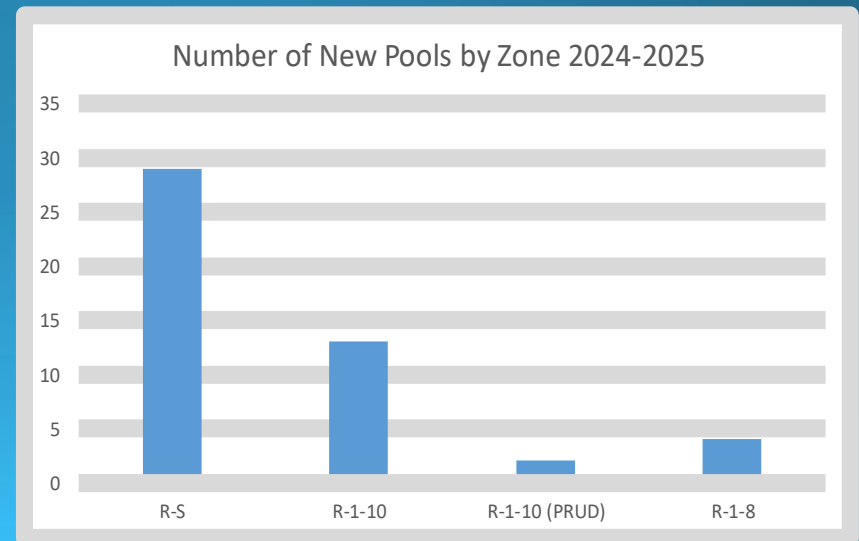
5. Pool Cover Requirement

- Pool covers reduce evaporation by up to 90%
 - Require installation with new permit
 - Verify at time of inspection



6. Size of Pools on Single-Family Residential Lots

- Maximum pool size limits = recurring water savings
 - Ex. 600-square-foot pool limitation
 - 335,800 gallons of water savings between January 2024 and July 2025



7. Water-intensive Land Uses such as Data Centers

- Not currently addressed by Municipal Code
- Highly water intensive
 - medium-sized data center may consume upwards of 110 million gallons of water per year, while some larger facilities can use as much as 1.8 billion gallons annually



Water Quality Considerations

1. Parking Lot Pollution Abatement

- Bioswales (vegetated drainage)
- Reduced stormwater runoff and pollution



2. Water Quality in Riparian Corridors

- Setbacks along creeks
- Buffers decrease stormwater runoff and pollution



City Operations

- Continued secondary water meter installation
- Continued advanced metering infrastructure installation
- Customer portal which encourages water conservation and alerts customers of overconsumption and leaks
- Evaluation of water rate structures
- City website water conservation information page
- Water use reports for City properties and additional customer groups
- On-going water-wise upgrades across Layton City Parks



