

KAYSVILLE CITY COUNCIL
February 6, 2025

Minutes of a regular Kaysville City Council meeting held on February 6, 2025, at 7:00 p.m. in the Council Chambers of Kaysville City Hall at 23 East Center Street, Kaysville, UT.

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

Others Present: City Manager Jaysen Christensen, City Attorney Nic Mills, City Recorder Annemarie Plaizier, Community Development Director Melinda Greenwood, Information Systems Manager Ryan Judd, Parks and Recreation Director Cole Stephens, Police Sgt. Lacy Turner, Ben Wilson, Austin Cope, Curt Cragun, Lauri Cragun, Tom Kerr, Cindy Kerr, Bob Stevenson, Laurene Starkey, Jill Dredge

OPENING

Mayor Tran opened the Kaysville City Council meeting on February 6, 2025, and welcomed attendees.

Council Member Mike Blackham provided opening remarks on the Utah League of Cities and Towns (ULCT) and its role in the legislative session. He emphasized the ULCT's importance in tracking hundreds of bills affecting municipalities, ensuring city leaders stay informed, and advocating for cities' interests. He underscored the ULCT's crucial role in protecting municipal governance and concluded by expressing gratitude for the organization's efforts before offering a prayer and leading the audience in the Pledge of Allegiance.

Mayor Tran acknowledged the ULCT's work and highlighted that Kaysville benefits from having a voice in legislative discussions through the organization. He then recognized the presence of Davis County Commissioner Bob Stevenson and invited him to address the council.

Commissioner Stevenson expressed appreciation for the community's engagement and civil discourse, particularly regarding discussions on homelessness. He reflected on his experiences working with the county on emergency shelter solutions and shared insights gained over the past few months. He acknowledged the need for improved facilities for extreme weather events and detailed the challenges in identifying suitable locations for temporary shelters. Commissioner Stevenson shared a story about individuals utilizing the cold-weather shelter, noting that many, including seniors and veterans, faced unexpected circumstances leading to housing instability. He emphasized the need for better infrastructure, such as restroom facilities and designated areas for law enforcement presence, to support temporary shelters effectively. He also praised the efforts of volunteers and local officials working to address these issues. Commissioner Stevenson concluded by emphasizing the importance of local governance and suggesting that legislators should first serve at the municipal level to better understand the complexities of city operations. After thanking

the council, he departed the meeting.

CALL TO THE PUBLIC

Laurene Starkey addressed the council, expressing concern about the Kaysville Community Reinvestment Agency (CRA) plan, noting that while it has been presented as having no downsides, many residents have questions and seek more specific answers. She referenced long-time residents along 200 North, some of whom have lived in Kaysville for multiple generations and plan to remain there. These residents worry about potential high-density development along Main Street and 200 North, fearing that developers purchasing neighboring properties at high prices could trigger a domino effect, prompting further sales and altering the character of their neighborhood. Mrs. Starkey also raised concerns about recent changes in the area, including the temporary Code Blue shelter, the possibility of a permanent shelter, a newly granted liquor license for the nearby Boondocks establishment, and new rehabilitation housing. She emphasized that residents feel these changes have a cumulative impact and may not have been fully considered. Additionally, she cited concerns about other cities with redevelopment agencies and CRAs experiencing significant tax increases—some as high as six and a half times their previous rates. She questioned whether the CRA itself contributes to high-density growth in these cities and whether zoning changes could be easily enacted. Mrs. Starkey stressed that citizens want to be heard and understand the council's perspective on the benefits of the CRA. She suggested that the upcoming open house on Wednesday be structured similarly to a city council meeting, allowing for direct interaction and discussion.

Mayor Tran thanked Mrs. Starkey for her comments and reiterated that the city would host a town hall meeting on Wednesday, February 12, to discuss the CRA further. She encouraged residents to attend and participate in the conversation.

DECLARATION OF ANY CONFLICTS OF INTEREST

No conflicts of interest were disclosed.

CONSENT ITEMS

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

- a) Approval of a Resolution Authorizing an Interlocal Agreement for Third-Party Building Inspections Between Davis County, Farmington City, Kaysville City and West Haven City.

Council Member Oaks seconded the motion.

The vote on the motion was as follows:

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

Council Member Adams, Yea

The motion passed unanimously.

ACTION ITEMS

AN ORDINANCE AMENDING KAYSVILLE CITY CODE 17-24-2 "FARM ANIMALS" AND 17-2 "DEFINITIONS"

Community Development Director Melinda Greenwood presented a proposed ordinance amendment regarding farm animals, submitted as a citizen-led text amendment. The request originated from a resident, Ben Wilson, who moved to Kaysville under the assumption that he could keep multiple miniature horses on his property. Upon learning that city code classified miniature horses the same as full-sized horses—limiting him to two—Wilson inquired about potential changes, leading to this proposal.

Ms. Greenwood explained that Kaysville allows citizen-led amendments to land-use codes, and this request prompted a broader review of farm animal classifications. The proposed changes introduce definitions for farm animals, which previously did not exist in the city code. The amendment creates four categories: miniature horses, small farm animals, medium farm animals (including llamas), and large farm animals (such as full-sized horses and cattle). The new classification system ensures that miniature horses are not subject to the same space requirements as large horses, aligning them with animals of similar size and impact.

Ms. Greenwood clarified that the existing farm animal matrix was also streamlined by removing redundant rows and confusing language regarding zoning differences. Additionally, she explained that a specific lot size requirement—5,445 square feet—was a mathematical result of zoning breakdowns.

Ms. Greenwood noted that the Planning Commission discussed the amendment at their January 9 meeting, held a public hearing, and received three citizen comments. One resident initially had concerns but supported the change after clarification. Another questioned the reasoning behind the lot size calculation, and a third asked whether the amendment would impact regulations for domesticated animals such as cats and dogs, which are covered under a separate ordinance. The Planning Commission unanimously recommended approval of the amendment.

Mayor Tran then invited the applicant, Ben Wilson, to speak.

Ben Wilson stated that he and his wife own four miniature horses and moved to Kaysville from Florida to be closer to family. They were disappointed to learn that the city classified their miniature horses the same as full-sized horses, requiring them to board the animals off-site until a decision on this proposed text amendment was made. Wilson expressed appreciation for city staff and the Planning Commission's efforts in working with him through the amendment process.

Council Member Adams asked about the horses' ability to withstand cold weather.

Ben Wilson explained that miniature horses are very hardy, originally bred in cold climates, and do not require special indoor accommodations, though some owners choose to keep them indoors.

Council Member Adams made a motion to approve the Ordinance amending Kaysville City Code 17-24-2, "Farm Animals," and 17-2, "Definitions." Council Member Blackham seconded the motion.

The vote on the motion was as follows:

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

The motion passed unanimously.

WORK ITEMS

AN ORDINANCE AMENDING VARIOUS SECTIONS OF TITLE 12 "PARKS, PUBLIC PROPERTY, AND RECREATION" OF THE KAYSVILLE CITY CODE

Parks and Recreation Director Cole Stephens presented proposed amendments to Title 12 of the Kaysville City Code, which governs parks, public property, and recreation. The updates include technical adjustments to align with the department's current operations, as well as more substantial changes to clarify regulations and address emerging issues.

One significant revision involves Section 12-2-2, which pertains to vehicles in parks. Mr. Stephens explained that the previous code lacked specificity and enforcement capability, particularly with the rise of various motorized vehicles, including ATVs, electric scooters, and e-bikes. The revised language aims to clarify where such vehicles are permitted while restricting unauthorized motorized use that causes damage to park grounds.

Council Member Blackham raised concerns that the wording might unintentionally prohibit appropriate uses, such as children riding electric scooters in parking areas or residents using e-bikes on designated paths. He noted that e-bikes have improved mobility for many individuals and questioned whether the new language could be misinterpreted to restrict their use.

Mayor Tran and other council members discussed the distinction between allowable motorized transportation and unauthorized vehicles that cause damage, such as ATVs performing stunts in parks.

City Attorney Nic Mills acknowledged the potential for misinterpretation and agreed that the ordinance's language needed refinement. He committed to working with Mr. Stephens to revise this section of the ordinance, ensuring that responsible use of e-bikes and similar devices remains permitted while still enabling enforcement against destructive behavior.

Cole Stephens clarified that the intent is not to ban e-bikes on trails but to address reckless vehicle use on park grounds.

Additional proposed changes include clarifying regulations related to alcohol consumption, gambling, and public safety in parks. Mr. Stephens highlighted updates to Section 12-2-6, which prohibits unauthorized fireworks, rockets, and explosives in parks except by special permit. The ordinance also includes regulations on open fires, restricting them to designated fire pits in Wilderness Park, with the Fire Department having the authority to impose temporary fire bans based on conditions. Mr. Stephens added that city crews occasionally find makeshift fire pits in Wilderness Park, which they remove.

Council Member Jackson raised a question about fireworks, noting that residents in restricted firework zones, such as those near the foothills, often drive to other locations—such as parking lots in city parks—to legally light fireworks. He expressed concern that families could unknowingly violate the proposed ordinance.

Cole Stephens responded that while such activity might seem safer than lighting fireworks in restricted areas, it still poses risks, and families often fail to clean up afterward. He explained that families seeking to set off fireworks would need to apply for a permit and comply with fire safety regulations.

The conversation then shifted to other public behavior concerns, including large gatherings in parks that have led to disruptive incidents, such as groups organizing fights. Mr. Stephens noted that these gatherings have resulted in police intervention, with individuals fleeing into surrounding neighborhoods. As a result, the proposed text amendments include language to prohibit this type of activity in city parks.

Cole Stephens introduced new proposed regulations addressing vending and concessions in city parks. He explained that individuals or businesses selling food or merchandise must obtain a permit, ensuring compliance with the city's agreements with official concessionaires.

Mayor Tran questioned whether casual vendors, such as individuals selling popsicles or drinks on the Fourth of July, would be prohibited.

Cole Stephens confirmed that such sales are not allowed unless a permit is obtained, largely due to sales tax and public health considerations.

Council Member Hunt suggested exploring a simplified permitting process for youth entrepreneurs, such as children selling drinks at sports events.

Cole Stephens noted that informal vending is a regular issue, particularly during soccer and baseball games, where unauthorized sellers compete with contracted concessionaires. He emphasized that public parks should not be used for private financial gain without proper authorization.

The council also discussed regulations on organized entertainment and special events. Mr. Stephens explained that groups seeking to hold performances or large-scale activities in public parks must apply for a permit. He assured the council that the ordinance would not restrict constitutionally protected free speech activities.

The conversation then moved to overnight camping. Mr. Stephens explained that the ordinance allows permitted camping only in Wilderness Park, managed through an online reservation system with a designated fee. Camping would remain prohibited in all other parks.

Mr. Stephens presented additional updates to the proposed text amendments, including signage regulations aimed at controlling unauthorized advertising in city parks. He clarified that signs placed in parks must receive approval from the city, and only authorized banners would be displayed by city staff.

The discussion then shifted to cemetery regulations. Mr. Stephens outlined changes to monument height restrictions, noting that new headstones would be limited to a maximum height of 36 inches. This change was prompted by practical concerns, including irrigation system obstructions and maintenance challenges. The new restriction aligns with existing rules for the newer sections of the cemetery.

Council Member Blackham inquired about double-depth burials, which allow stacking two interments within a single burial plot.

Cole Stephens explained that Kaysville does not currently permit this due to the cemetery's narrow plot widths, which present safety concerns when excavating graves. Many cemeteries that allow double-depth burials pre-install concrete vaults to mitigate these risks, an approach that Kaysville has not implemented.

The council then discussed a proposed update to interment scheduling policies. The current ordinance prohibits burials on Sundays and several major holidays, including New Year's Day, Memorial Day, Juneteenth, Independence Day, Pioneer Day, Labor Day, Veterans Day, Thanksgiving, and Christmas. Mr. Stephens asked whether the restriction should be expanded to include all city-observed holidays, noting that allowing burials on holidays requires staff to work overtime while also considering the operational demands of funeral homes.

Mayor Tran inquired whether families could pay an additional fee for burials on holidays that are currently restricted.

Cole Stephens clarified that no exceptions are made for major holidays, but additional fees are charged for burials on minor holidays such as Columbus Day, Martin Luther King Jr. Day, and Presidents' Day. He reiterated that the council's decision would help clarify whether all city-observed holidays should be included in the restriction, as the current list only names select holidays.

Council Member Oaks suggested simplifying the ordinance language to state that burials are not permitted on Sundays or any city-observed holiday, ensuring clarity and consistency.

City Attorney Nic Mills confirmed that this wording would be legally sound and align with the city's existing holiday observance policies.

Mayor Tran raised a concern about flexibility in holiday observances, noting that some holidays may shift based on when they fall during the week.

Cole Stephens explained that at the beginning of each year, the city provides funeral homes with a schedule of cemetery operations, including the observed holidays, to prevent confusion. He then presented additional terminology updates, including replacing outdated industry terms such as “mortician” with “funeral director” and removing gendered language throughout the ordinance.

Council Member Blackham noted that the ordinance states payments for burial services should go to the city recorder, but Mr. Stephens clarified that this was outdated language from when the city recorder also managed cemetery operations. He confirmed that cemetery staff currently handle these payments, and the ordinance would be updated accordingly.

Cole Stephens then addressed the ongoing moratorium on pre-need burial plot sales, which has been in place for four years to prolong the availability of burial spaces. He explained that if pre-need sales were reinstated, the cemetery could sell 300–350 spaces per year, reducing its remaining capacity to approximately 10 years. By limiting sales to at-need only, the annual sales rate has dropped to around 100 spaces per year, effectively extending the cemetery’s operational lifespan. Mr. Stephens added that the addition of the memorial garden cremation area would further help extend the life of the cemetery.

Council Member Adams mentioned that a resident had expressed frustration over being unable to purchase a burial space in advance despite having lived in Kaysville for 20 years. The resident suggested a policy allowing long-term residents to pre-purchase plots.

Mr. Stephens responded that enforcing such a policy would be difficult, as proving residency over an extended period could be problematic and open to manipulation. He reiterated that his primary concern is ensuring that the cemetery remains available for Kaysville residents for as long as possible.

Council Member Blackham supported maintaining the current policy, which allows individuals to purchase two adjacent spaces at the time of need to ensure families can be buried together.

Mr. Stephens added that exceptions are sometimes made for families with dependent children, allowing for the purchase of three spaces in such cases.

Mayor Tran asked about the process for reclaiming unused burial plots.

Cole Stephens explained that state law requires the city to wait 60 years without any activity on a plot before it can be reclaimed. However, if a burial has occurred within that timeframe, the city must wait an additional 60 years from that date. The process of reclaiming unused plots is

cumbersome, requiring extensive efforts to locate next of kin, issue legal notices, and publish announcements in newspapers across the state.

Nic Mills confirmed that this process is intentionally stringent to protect burial rights.

Cole Stephens noted that instead of going through this process, the city actively encourages individuals to sell back unwanted burial spaces, offering to repurchase them at the current rate.

The final text amendment discussion centered on restricting burial plot sales to residents only. Currently, non-residents can purchase spaces at-need, but a proposal has been made to eliminate this option to further extend the cemetery's lifespan. Mr. Stephens explained that in 2024, 50% of burials were for non-residents, with 40% of those purchasing at-need spaces. Many of these individuals come from neighboring cities such as Layton, Fruit Heights, and unincorporated Davis County, which do not have their own city-operated cemeteries. Mr. Stephens pointed out that other nearby cities, such as Centerville and Farmington, already restrict burial sales to their residents.

Mayor Tran and Council Member Hunt expressed support for prioritizing Kaysville residents while ensuring that individuals who had moved to assisted living facilities outside city limits would still be considered residents under the policy. Mr. Stephens confirmed that the ordinance already accounts for this exception.

Council Member Oaks made a motion to move the Ordinance amending various sections of Title 12, "Parks, Public Property, and Recreation" of the Kaysville City Code, to an Action Item.

Council Member Blackham voiced concerns about the motor vehicle portion of the park's ordinance, stating that the definitions needed further refinement to ensure clarity. He emphasized that the issue was complex, given the variety of motorized vehicles in use, and he did not want the item to advance as an Action Item until the language was fully worked out.

Council Member Oaks withdrew his motion.

Council Member Adams suggested an alternative approach in which the ordinance could move forward as an Action Item, with the motor vehicle section being reviewed separately through email before the next council meeting.

Nic Mills clarified that if council members were to provide feedback, the item would need to be formally brought back rather than resolved through email.

Cole Stephens proposed that the council separate the motor vehicle portion from the rest of the ordinance, allowing the remaining sections to proceed to an Action Item.

Council Member Blackham supported this approach, agreeing that the motor vehicle section required further discussion, while the rest of the ordinance updates had been thoroughly reviewed with little debate.

Council Member Oaks made a motion to move the Ordinance amending various sections of Title 12, “Parks, Public Property, and Recreation,” of the Kaysville City Code, to an Action Item, excluding Section 12-2-2, “Motor Vehicles”, which would be revisited as a separate Work Item. The motion was seconded by Council Member Adams.

The vote on the motion was as follows:

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

The motion passed unanimously.

COUNCIL MEMBERS REPORTS

Council Member Oaks provided an update on the RAMP grant process, stating that the committee had held its first meeting the previous night. Most of the committee members were present, and residents have until the end of February to submit RAMP project proposals. The committee will then begin reviewing and selecting projects for funding.

Council Member Hunt shared information about recent and upcoming community events. She mentioned that she was unable to attend the Girls and Women in Sports Day event but noted that it is one of her family's favorite annual activities. She encouraged attendance in the future. She also reminded the council and residents about the upcoming Daddy-Daughter Dance, scheduled for Friday and Saturday night at the recreation building, with online registration available.

Mayor Tran provided a brief update on the ongoing legislative session, recognizing the involvement of council members in legislative policy committee meetings. She expressed appreciation for their engagement in advocating for Kaysville’s interests.

CITY MANAGER REPORT

City Manager Jaysen Christensen highlighted the recent recognition of Public Works employee Josh, who was awarded Public Works Employee of the Year for 2024 by the American Public Works Association Utah Chapter. Mr. Christensen praised Josh’s dedication to the city and acknowledged the hard work of city employees. He then provided important upcoming calendar dates. He reminded the council about the Community Reinvestment Agency (CRA) Town Hall meeting on February 12 from 6:00 to 8:00 p.m. Notices were sent to all property owners in the CRA area, and city staff are following up to ensure residents are aware of the meeting and have opportunities to ask questions. He thanked Community Development Director Melinda Greenwood for her extensive efforts in preparing for the town hall. Additionally, he announced that the city’s Budget Kickoff Meeting would take place on February 14 from 8:00 to 11:00 a.m. He also expressed gratitude for the council’s participation in the recent strategic planning session, stating that city staff appreciated the opportunity for discussion and collaboration. The feedback

collected will be used to shape strategic goals and future proposals.

ADJOURNMENT

Council Member Adams made a motion to adjourn the city council meeting at 8:18 p.m. The motion passed unanimously.