



HIGHLAND CITY

HIGHLAND CITY COUNCIL MINUTES

Tuesday, April 8, 2025

Approved June 10, 2025

City Council & Planning Commission Joint Meeting

Highland City Council Chambers, 5400 West Civic Center Drive, Highland, Utah 84003

7:00 PM WORK SESSION

Call to Order: Mayor Kurt Ostler

Invocation: Commissioner Sherry Kramer

Pledge of Allegiance: Resident Liz Rice

The meeting was called to order by Mayor Kurt Ostler as a regular session at 7:05 pm. The meeting agenda was posted on the Utah State Public Meeting Website at least 24 hours prior to the meeting. The prayer was offered by Commissioner Sherry Kramer and those in attendance were led in the Pledge of Allegiance by Resident Liz Rice.

PRESIDING: Mayor Kurt Ostler

COUNCIL MEMBERS:

Brittney P. Bills	Present
Ron Campbell	Present
Doug Cortney	Present
Kim Rodela	Absent
Scott L. Smith	Present

PLANNING COMMISSION MEMBERS:

Jerry Abbott	Present
Tracy Hill	Absent
Christopher Howden	Present
Claude Jones	Absent
Sherry Kramer	Present
Debra Maughan	Absent
Audrey Moore	Present
Trent Thayn	Absent
Wesley Warren	Present

CITY STAFF PRESENT: City Administrator Erin Wells, Assistant City Administrator/Community Development Director Jay Baughman (electronically), City Attorney/Planning & Zoning Administrator Rob Patterson, City Engineer/Public Works Director Chris Trusty

OTHERS PRESENT: Jon Hart, Aubrey Larsen, Liz Rice, Josh Gibbons, Joseph Browning, Alex Nielsen

1. PRESENTATIONS

- a. **Highland City General Plan** *Jay Baughman, Assistant City Administrator/Community Development Director, Rob Patterson, City Attorney/Planning & Zoning Administrator*

The City Council and Planning Commission will discuss the Transportation Elements of the General Plan.

Assistant City Administrator/Community Development Director Baughman introduced the topic of tonight's work session; there are many elements of a General Plan, transportation being a major element. The City has historically used its Master Transportation Plan as the transportation element of the General Plan, and Administration and the consultant proposes to do the same again for this General Plan update. However, there are some differences between the two documents and tonight, the representatives of Landmark Design and Hales Engineering will be reviewing the transportation element of the General Plan.

Aubrey Larsen of Landmark Design used the aid of a PowerPoint presentation to remind the group of the role of the General Plan in the community:

- A general plan is an advisory guide to land use decisions.
- It describes where you are, where you want to be, and how you will get there.
- A general plan does NOT create regulations or requirements but may recommend new policies or regulations as implementation strategies.
- Under state law, public infrastructure cannot be authorized or constructed if it does not conform to the general plan.

Utah code allows for General Plans to contain any elements a City feels appropriate; however, four sections are required, one being transportation. She then turned the time to Josh Gibbons of Hales Engineer. Mr. Gibbons introduced Joseph Browning and Alex Nielsen from his team, and he continued the use of the PowerPoint presentation to continue to discuss the transportation element of the General Plan. One common approach to planning and drafting each element of the Plan is to:

1. **Define the current conditions**
 - a. Technical Analysis
 - b. Input from Community Outreach
2. **Determine desired future conditions**
 - a. Plan preparers make recommendations
 - b. Planning Commission/City Council decide which to take
3. **Outline the path to move towards those desired conditions**
 - a. Goals and Implementation Strategies

Mr. Browning stated there are three different entities that contribute to transportation planning efforts: the Utah Department of Transportation (UDOT), Mountainland Association of Governments (MAG), and cities. UDOT is currently planning some improvements to the intersection of North County Boulevard and State Road (SR) 92, or Timpanogos Highway; funding for this project is scheduled for 2026. MAG has been planning improvements to the Timpanogos Highway commuter lanes and widening Canyon Crest Road (4800 West) to five lanes. There are two main types of plans that cities can utilize for transportation planning; first is the transportation element of the General Plan, which does the following:

- Provides a high-level overview of the community's transportation system.
- Outlines the general location and function of current transportation infrastructure.
- Offers a snapshot of the city's existing transportation network, highlighting key strengths and areas that need improvement.

- May include general guidance for roadway maintenance and long-term infrastructure planning.

The other type of plan is a Transportation Master Plan, which is the type of plan Hales Engineering is working on for the City; it is a long-term, locally developed strategy that guides the planning, management, and investment in a community's transportation system. It includes project lists, level of service analysis, policy guidance (e.g., access management), infrastructure inventories, and growth projections. He then reviewed the initial data collection and analysis steps in the planning process relative to traffic safety and enforcement, parking issues and code compliance, road and sidewalk maintenance, and pedestrian and bicycle infrastructure. Hales has done its best to consider and incorporate prior planning documents into the updated Plan, including the Highland City General Plan from 2008, the Alpine and Highland Active Transportation Plan from 2023, and the Traffic Calming and Pedestrian Safety Manual from 2023. Data sources that have informed current recommendations include traffic counts from 33 different intersections and roadway locations in recent months and years; this data has been used to communicate existing level of service conditions for roadways in the community, and he displayed a map illustrating the level of service on a grading scale ranging from grade A to F.

There was high level discussion among the Council, Planning Commission, and the consultants regarding the classification of different roadways included on the map and the factors that contribute to the roads grade or level of service determination. There was also a brief focus on roadways included on the map that are subject to a UDOT or MAG project and how that can interfere or conflict with City projects and planning efforts.

Mr. Gibbons then provided an overview of the Transportation Master Plan structure; the introduction section includes goals and community input, as well as discusses land use and the manner in which future growth determines future transportation needs and conditions. Section two identifies existing conditions:

- A. Existing Level of Service
 - Current traffic flow and congestion
 - Identify deficiencies
- B. Existing Active Transportation & Transit
 - Current multi-modal network
 - Identify gaps and connection opportunities
- C. Short-term Projects
 - Capital facilities projects
 - Recommendations for further study

Section three discusses future conditions:

- A. Future Level of Service
 - Congestion due to future growth
- B. Long-term Projects
 - New roadway projects
- C. Grid Network / Functional Classification
 - Set appropriate road spacing & grid network
- D. Future Active Transportation & Transit
 - Future multi-modal network
- E. Transportation Policies and Guidelines
 - Access management
 - Road cross-sections

Section four is the conclusion of the document, and it identifies funding sources and next steps relative to future plan iterations. Mr. Gibbons then offered the following prompts for discussion among the group:

- How does the City want to apply the concepts to improve transportation mobility and safety?
- Considerations may include public interest, ease of implementation, cost for implementation, impact/reach of the action

Concepts related to a grid type of transportation network include functional classification, street spacing, access spacing, and access turn control. He presented a graphic illustrating functional classification, which is a combination of mobility and access. For functional classification, the following is needed:

- Goals:
 - Define key roadways for high mobility to reduce traffic on other roads
 - Provide access on minor roads
- Classifications:
 - Arterials - high mobility, connecting communities
 - Collectors - mixed mobility/access
 - Local Streets - frequent access
- Variety in classifications protects residential streets
- A complete grid network reduces the need to overcompensate on other facilities

There was brief discussion about classification of roads in Highland City, with Council Member Smith noting that he feels Alpine Highway has been improperly classified by UDOT. Mr. Gibbons stated the classification he has included in the draft Plan is based upon the 2008 General Plan, where the road is called a collector road. This identifies the need to update the Plan and appropriately classify roads. He would consider Aline Highway to be an arterial road rather than a collector road because the speed limit is high and there is minimal access to the road.

Street spacing is based upon population and development density; per Highland City densities, there should be an arterial street every mile and a collector street every half mile to give drivers access to the types of streets they need for their commutes. In terms of access spacing, goals include maintaining mobility and/or access standards of each functional classification and maximize safety. He presented a chart illustrating the City’s current standards in terms of access spacing:

Roadway Classification	Minimum signal spacing (A)	Street spacing (B)	Driveway spacing (C)	Corner distance (D)
Arterial	2,640 ft	660 ft	350 ft	350 ft
Major collector	1,320 ft	330 ft	150 ft	150 ft
Minor collector	1,320 ft	330 ft	150 ft	150 ft
Neighborhood Collector	1,320 ft	330 ft	150 ft	150 ft
Local	N/A	250 ft	100 ft	30 ft

For access turn control, there is a need to avoid conflicts between access points; potential mitigations include restricting left-turn movements, relocating accesses, and removing accesses.

Council Member Smith asked if Hales has looked at traffic conditions in surrounding communities and how the failure of other cities to complete transportation projects has contributed to certain conditions in Highland; he

does not believe Highland City should be providing arterial roads throughout in order to handle increased traffic caused by inaction in other cities. Mr. Gibbons stated that when looking at future traffic volume projections for Highland, Hales will take into consideration future plans in other cities. He noted 700 North is an example that he can use relative to that issue and in speaking with American Fork, that is a project that will move forward fairly soon and that will be a great transportation connection that impacts Highland City as well. This led to high level discussion among the group about the conditions of other roadways in surrounding communities that has caused motorists to opt to drive through Highland City because it is easier or faster for them. City Attorney/Planning & Zoning Administrator Patterson stated that engineers provide recommendations to communities based upon transportation standards, but it is the role of the Highland City Planning Commission and City Council to make decisions based on actual conditions and what is best for City residents in terms of transportation needs. Mr. Gibbons agreed and noted it would be best if neighboring communities worked together and recognized the impact a project can have on one another, but that is not always reality.

Mr. Gibbons then referred to a one-page summary of five sample sites in which data has been collected:

#	Location	Context & Considerations
1	Highland Blvd	Ideal spacing as an arterial; potential future widening; heavy bike corridor
2	11200 North	Potential need to complete the connection to have a complete collector road
3	10400 North	Ideal spacing as a major collector (3-lane cross-section); busy intersections
4	Canal Blvd	Ideal spacing as an arterial; recent concerns with speeding
5	9600 North	Additional east-west connection ideal as a collector; many residential driveways

He suggested it would be helpful for the individuals in the group to visit the sites for themselves and gain their own understanding of current conditions and what they feel is best for the future of each of these locations. This information will help to guide the finalization of the Transportation Master Plan. He facilitated review, as well as discussion and debate among the group regarding the conditions and recommendations that have been identified for each of the five locations; he indicated the feedback provided will be used by his team as they proceed with refining the planning documents.

ADJOURNMENT

The meeting concluded at 9:07 pm.

I, Stephannie Cottle, City Recorder of Highland City, hereby certify that the foregoing minutes represent a true, accurate and complete record of the meeting held on April 8, 2025. This document constitutes the official minutes for the Highland City Council/Planning Commission Meeting.



Stephannie Cottle, CMC, UCC
City Recorder

HIGHLAND GENERAL PLAN UPDATE 2025

Transportation

PLANNING COMMISSION/CITY COUNCIL
WORKSHOP
APRIL 8, 2025
7:00 pm

1

ROLE OF THE GENERAL PLAN

- A general plan is an **advisory guide** to land use decisions.
- It describes **where you are, where you want to be, and how you will get there**.
- A general plan **does NOT create regulations or requirements, but may recommend new policies or regulations** as implementation strategies.
- Under state law, **public infrastructure cannot be authorized or constructed** if it does not conform to the general plan.

2

GENERAL PLAN ELEMENTS

Utah code allows for general plans to contain any elements which the City feels are appropriate. Per Utah state code, there are **four sections** that are required:

1. Land Use
2. Housing
3. **Transportation**
4. Water Use & Preservation



3

ANTICIPATED WORKSHOPS

1. Water Use & Preservation
2. **Transportation**
3. Land Use, Housing, & Economic (x2)
4. Parks, Trails, Open Space
5. Environment, Public Facilities

4

APPROACH TO DRAFTING EACH ELEMENT

One common approach to planning is to:

1. **Define the current conditions**
 - a. Technical Analysis
 - b. Input from Community Outreach
2. **Determine desired future conditions**
 - a. Plan preparers make recommendations
 - b. Planning Commission/City Council decide which to take
3. **Outline the path to move towards those desired conditions**
 - a. Goals and Implementation Strategies

5

GOALS FOR TODAY

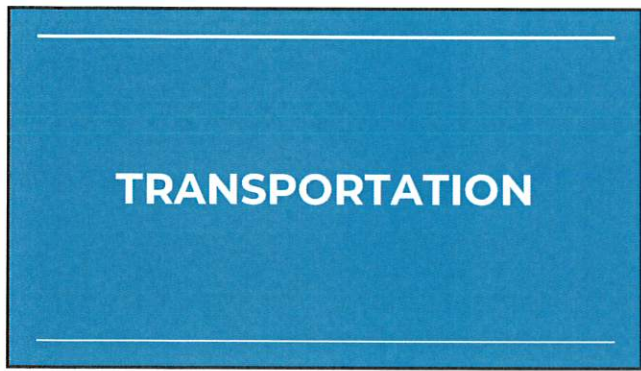
Today we are:

- Providing plan framework
- Discussing existing data
- Exploring ideas and projects for the transportation network

The goal is not to get in the weeds



6



7

PLANNING EFFORTS

Planning Entities

- Utah Department of Transportation (UDOT)
- Mountainland Association of Governments (MAG)
- Cities

8

PLANNING EFFORTS

UDOT Projects

- North County Blvd / SR-92 Improvements (STIP)
 - Funding scheduled for 2026

9

PLANNING EFFORTS

MAG Regional Transportation Plan

- Canyon Crest Road / 4800 West: Widen to 5 lanes
- Timp Hwy (SR-92) Express Lanes: Widen to 2 lanes per direction

10

CITY PLAN TYPES

General Plan Transportation Element

- Provides a high-level overview of the community's transportation system.
- Outlines the general location and function of current transportation infrastructure.
- Offers a snapshot of the city's existing transportation network, highlighting key strengths and areas that need improvement.
- May include general guidance for roadway maintenance and long-term infrastructure planning.

11

CITY PLAN TYPES

Transportation Master Plan

- Long-term, locally developed strategy that guides the planning, management, and investment in a community's transportation system.
- Includes project lists, level of service analysis, policy guidance (e.g., access management), infrastructure inventories, and growth projections.

12

WHERE DID WE START?

COLLECTING & ANALYZING DATA

13

COMMUNITY INSIGHTS

- Traffic Safety & Enforcement:**
 - Speeding, red-light running, and reckless driving, particularly on major roads (SR-92, Highland Blvd, etc.) Requests for increased enforcement, speed bumps, and traffic cameras.
- Parking Issues & Code Compliance:**
 - Illegal parking near schools and parks, with requests for ticketing, better signage, and curb repaving.
- Road & Sidewalk Maintenance:**
 - Complaints about deteriorating roads, potholes, and lack of follow-through on repairs. Requests for resurfacing, better sidewalk upkeep, and cleaning overgrown brush.
- Pedestrian & Bicycle Infrastructure:**
 - Interest in more sidewalks for older neighborhoods, better-maintained trails, and pedestrian bridges over SR-92. Concerns about golf carts and motorized vehicles on sidewalks.

14

DATA SOURCES

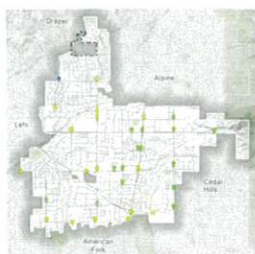
- Previous Plans:
 - Previous Highland City General Plan (2008)
 - Alpine & Highland Active Transportation Plan (2023)
 - Traffic Calming and Pedestrian Safety Manual (2023)



15

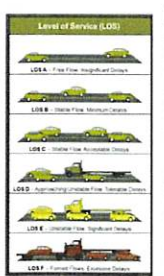
DATA SOURCES

- Traffic Counts:
 - Mix of intersection and roadway counts collected at 33 locations in recent years



16

EXISTING CONDITIONS



- LOS A-C
- LOS D
- LOS E
- LOS F

17

TRANSPORTATION MASTER PLAN STRUCTURE

TELLING HIGHLAND'S TRANSPORTATION STORY

18

PLAN STRUCTURE

1 - Introduction

2 - Existing Conditions

3 - Future Conditions

4 - Conclusion

219

1 - INTRODUCTION

- A. Goals & Community Input
 - o Emphasis areas
- A. Land Use
 - o Future growth determines future transportation needs and conditions

220

2 - EXISTING CONDITIONS

- A. Existing Level of Service
 - o Current traffic flow and congestion
 - o Identify deficiencies
- A. Existing Active Transportation & Transit
 - o Current multi-modal network
 - o Identify gaps and connection opportunities
- A. Short-term Projects
 - o Capital facilities projects
 - o Recommendations for further study

221

3 - FUTURE CONDITIONS

- A. Future Level of Service
 - o Congestion due to future growth
- A. Long-term Projects
 - o New roadway projects
- A. Grid Network / Functional Classification
 - o Set appropriate road spacing & grid network
- A. Future Active Transportation & Transit
 - o Future multi-modal network
- A. Transportation Policies and Guidelines
 - o Access management
 - o Road cross-sections

222

4 - CONCLUSION

- A. Funding Sources
 - o MAG
 - o Federal funding
 - o Impact fees
- A. Next Steps
 - o Future plan iterations

223

DISCUSSION

224

Prompts for Discussion

- We will review transportation concepts related to facilities in Highland City.
 - How does the City want to apply the concepts to improve transportation mobility and safety?
 - Considerations may include public interest, ease of implementation, cost for implementation, impact/reach of the action
- We will discuss the transportation site visit locations

25

GRID NETWORK

Concepts

- Functional Classification
- Street Spacing
- Access Spacing
- Access Turn Control

26

FUNCTIONAL CLASSIFICATION



- Goals:
 - Define key roadways for high mobility to reduce traffic on other roads
 - Provide access on minor roads
- Classifications:
 - Arterials - high mobility, connecting communities
 - Collectors - mixed mobility/access
 - Local Streets - frequent access
- Variety in classifications protects residential streets
- A complete grid network reduces the need to overcompensate on other facilities

27

STREET SPACING

- Based on population and development density
- Per Highland City densities:
 - Arterial every mile
 - Collector every half-mile



28

ACCESS SPACING

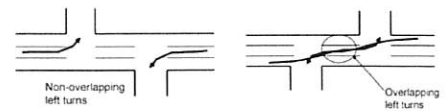
- Goals:
 - Maintain mobility and/or access standards of each functional classification
 - Maximize safety
- Current standards:

Roadway Classification	Minimum signal spacing (A)	Street spacing (B)	Driveway spacing (C)	Corner distance (D)
Arterial	2,640 ft	660 ft	350 ft	350 ft
Major collector	1,320 ft	330 ft	150 ft	150 ft
Minor collector	1,320 ft	330 ft	150 ft	150 ft
Neighborhood Collector	1,320 ft	330 ft	150 ft	150 ft
Local	N/A	250 ft	100 ft	30 ft

29

ACCESS TURN CONTROL

- Need to avoid conflicts between access points
- Potential mitigations:
 - Restrict left-turn movements
 - Relocate access
 - Remove access



30

EXAMPLE SITES

#	Location	Context & Considerations
1	Highland Blvd	Ideal spacing as an arterial; potential future widening; heavy bike corridor
2	11200 North	Potential need to complete the connection to have a complete collector road
3	10400 North	Ideal spacing as a major collector (3 lane cross-section); busy intersections
4	Canal Blvd	Ideal spacing as an arterial; recent concerns with speeding
5	9600 North	Additional east-west connection ideal as a collector; many residential driveways

31

EXAMPLE SITES

#	Location	Context & Considerations
1	Highland Blvd	Ideal spacing as an arterial; potential future widening; heavy bike corridor
2	11200 North	Potential need to complete the connection to have a complete collector road
3	10400 North	Ideal spacing as a major collector (3 lane cross-section); busy intersections
4	Canal Blvd	Ideal spacing as an arterial; recent concerns with speeding
5	9600 North	Additional east-west connection ideal as a collector; many residential driveways

32

EXAMPLE SITES

#	Location	Context & Considerations
1	Highland Blvd	Ideal spacing as an arterial; potential future widening; heavy bike corridor
2	11200 North	Potential need to complete the connection to have a complete collector road
3	10400 North	Ideal spacing as a major collector (3 lane cross-section); busy intersections
4	Canal Blvd	Ideal spacing as an arterial; recent concerns with speeding
5	9600 North	Additional east-west connection ideal as a collector; many residential driveways

33

EXAMPLE SITES

#	Location	Context & Considerations
1	Highland Blvd	Ideal spacing as an arterial; potential future widening; heavy bike corridor
2	11200 North	Potential need to complete the connection to have a complete collector road
3	10400 North	Ideal spacing as a major collector (3 lane cross-section); busy intersections
4	Canal Blvd	Ideal spacing as an arterial; recent concerns with speeding
5	9600 North	Additional east-west connection ideal as a collector; many residential driveways

34

EXAMPLE SITES

#	Location	Context & Considerations
1	Highland Blvd	Ideal spacing as an arterial; potential future widening; heavy bike corridor
2	11200 North	Potential need to complete the connection to have a complete collector road
3	10400 North	Ideal spacing as a major collector (3 lane cross-section); busy intersections
4	Canal Blvd	Ideal spacing as an arterial; recent concerns with speeding
5	9600 North	Additional east-west connection ideal as a collector; many residential driveways

35

EXAMPLE SITES

#	Location	Context & Considerations
1	Highland Blvd	Ideal spacing as an arterial; potential future widening; heavy bike corridor
2	11200 North	Potential need to complete the connection to have a complete collector road
3	10400 North	Ideal spacing as a major collector (3 lane cross-section); busy intersections
4	Canal Blvd	Ideal spacing as an arterial; recent concerns with speeding
5	9600 North	Additional east-west connection ideal as a collector; many residential driveways

36

