



HIGHLAND CITY

HIGHLAND CITY COUNCIL MINUTES

Tuesday, May 13, 2025

Approved July 8, 2025

City Council & Planning Commission Joint Meeting

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

6:00 PM WORK SESSION

Call to Order: Mayor Kurt Ostler

Invocation: Commissioner Jerry Abbott

Pledge of Allegiance: Commissioner Chris Howden

The meeting was called to order by Mayor Kurt Ostler as a regular session at 6:05 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 Jerry Abbott and those in attendance were led in the Pledge of Allegiance by Commissioner Chris Howden.

PRESIDING: Mayor Kurt Ostler

COUNCIL MEMBERS:

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

PLANNING COMMISSIONERS:

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

CITY STAFF PRESENT: City Administrator Erin Wells, Assistant City Administrator/Community Development Director Jay Baughman, City Attorney/Planning & Zoning Administrator Rob Patterson, City Recorder Stephannie Cottle

OTHERS PRESENT: Sam Taylor, Aubrey Larsen

1. CONSENT ITEMS

Items on the consent agenda are of a routine nature. They are intended to be acted upon in one motion. Items on the consent agenda may be pulled for separate consideration.

- a. **Approval of Meeting Minutes** *Stephannie Cottle, City Recorder*
March 11, 2025
- b. **Approval of Meeting Minutes** *Stephannie Cottle, City Recorder*
April 8, 2025

Council Member Kim Rodela MOVED to approve the meeting minutes from March 11, 2025 and April 8, 2025. Planning Commissioner Debra Maughan SECONDED the motion.

Council Member Cortney stated he did not realize there would be minutes included on the agenda for approval and he has not reviewed them; he asked if others have reviewed them and are comfortable approving. He would prefer to continue the minutes to a future meeting to give him a chance to review them.

The vote was recorded as follows:

<i>Council Member Brittney P. Bills</i>	<i>No</i>
<i>Council Member Ron Campbell</i>	<i>Absent</i>
<i>Council Member Doug Cortney</i>	<i>No</i>
<i>Council Member Kim Rodela</i>	<i>Yes</i>
<i>Council Member Scott L. Smith</i>	<i>No</i>
<i>Commissioner Jerry Abbott</i>	<i>No</i>
<i>Commissioner Tracy Hill</i>	<i>Yes</i>
<i>Commissioner Christopher Howden</i>	<i>No</i>
<i>Commissioner Claude Jones</i>	<i>Absent</i>
<i>Commissioner Sherry Kramer</i>	<i>Absent</i>
<i>Commissioner Debra Maughan</i>	<i>Yes</i>
<i>Commissioner Audrey Moore</i>	<i>Absent</i>
<i>Commissioner Trent Thayn</i>	<i>No</i>
<i>Commissioner Wesley Warren</i>	<i>No</i>

The motion failed.

Council Member Doug Cortney MOVED to continue the approval of the meeting minutes to the next joint meeting of the City Council and Planning Commission in June.

Commissioner Wesley Warren SECONDED the motion.

The vote was recorded as follows:

<i>Council Member Brittney P. Bills</i>	<i>Yes</i>
<i>Council Member Ron Campbell</i>	<i>Absent</i>
<i>Council Member Doug Cortney</i>	<i>Yes</i>
<i>Council Member Kim Rodela</i>	<i>Yes</i>
<i>Council Member Scott L. Smith</i>	<i>Yes</i>
<i>Commissioner Jerry Abbott</i>	<i>Yes</i>

<i>Commissioner Tracy Hill</i>	<i>Yes</i>
<i>Commissioner Christopher Howden</i>	<i>Yes</i>
<i>Commissioner Claude Jones</i>	<i>Absent</i>
<i>Commissioner Sherry Kramer</i>	<i>Absent</i>
<i>Commissioner Debra Maughan</i>	<i>Yes</i>
<i>Commissioner Audrey Moore</i>	<i>Absent</i>
<i>Commissioner Trent Thayn</i>	<i>Yes</i>
<i>Commissioner Wesley Warren</i>	<i>Yes</i>

The motion carried.

2. PRESENTATIONS

- a. General Plan - Land Use** *Jay Baughman, Assistant City Administrator/Community Development Director, Rob Patterson, City Attorney/Planning & Zoning Administrator*
The City Council and Planning Commission will discuss the Land Use Element of the General Plan.

Sam Taylor of Landmark Design used the aid of a PowerPoint presentation to facilitate a review of the Land Use Element #1 of the proposed Highland City General Plan update project. The goals for today's meeting are to verify data and explore strategies, policies, and ideas related to land use. The goal is not to 'get in the weeds' and discuss any details or issues with a specific property. Utah State Code provides general requirements for the land use element of a General Plan; according to Section 10-9a-403 of Utah Code Annotated (UCA), the land use element:

1. Designates the long-term goals and the proposed extent, general distribution, and location of land for housing for residents of various income levels, business, industry, agriculture, recreation, education, public buildings and grounds, open space, and other categories of public and private uses of land as appropriate.
2. Includes a statement of the projections for and standards of population density and building intensity recommended for the various land use categories covered by the plan.
3. Is coordinated to integrate the land use element with the water use and preservation element; and
4. Accounts for the effect of land use categories and land uses on water demand.

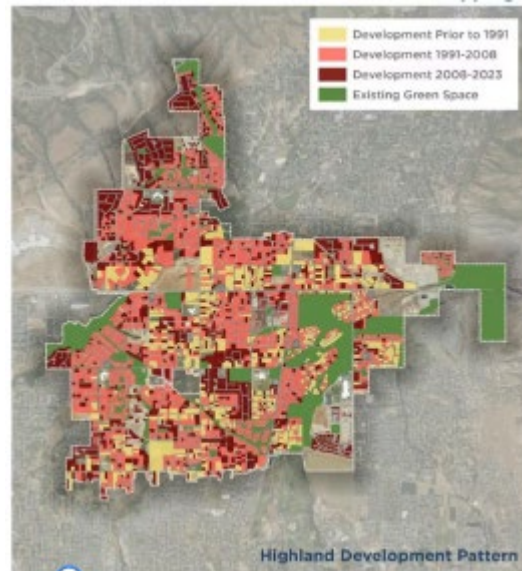
Aubrey Larsen of Landmark Design then discussed the process of collecting and analyzing data to inform the land use element of the Plan; feedback provided via the 2024 Highland resident survey provided a framework for the data analysis portion of this project. She summarized three main themes communicated via the survey:

- Preserving low-density character:
 - Residents overwhelmingly express concern for any land use decisions that could jeopardize Highland's low-density, rural character.
 - Many strongly oppose high-density housing, citing concern for increased traffic, congestion, school overcrowding, and declining property values.
 - A preference for large residential lots reflects a broader desire to preserve open spaces and maintain Highland's small-town feel.
- Support for external accessory dwelling units (ADUs):
 - While the majority want to limit growth, many residents acknowledge that there are limited housing options available for seniors and young families.
 - Making allowances for external ADUs is seen by many as a reasonable way to provide additional housing without compromising Highland's low-density character.
 - Supports of external ADUs emphasize the importance of appropriate regulations, such as stipulations for use by family members, restrictions on short-term rentals, and traffic mitigation.
- Strategic commercial development:
 - Many residents express concern that increasing costs are becoming unaffordable, especially for seniors and long-term residents. Rather than tax hikes, many are calling for strategic commercial

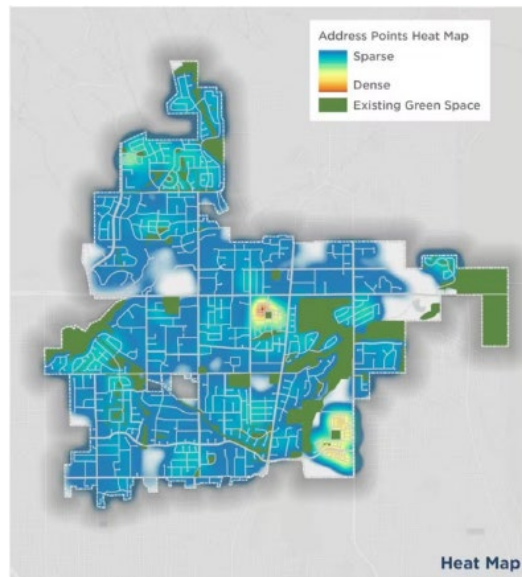
development that generates tax revenue while reducing dependence on residential property taxes.

- Residents express interest in bringing more retail businesses, restaurants, and high-end commercial development to areas such as the Town center or along Timpanogos Highway.

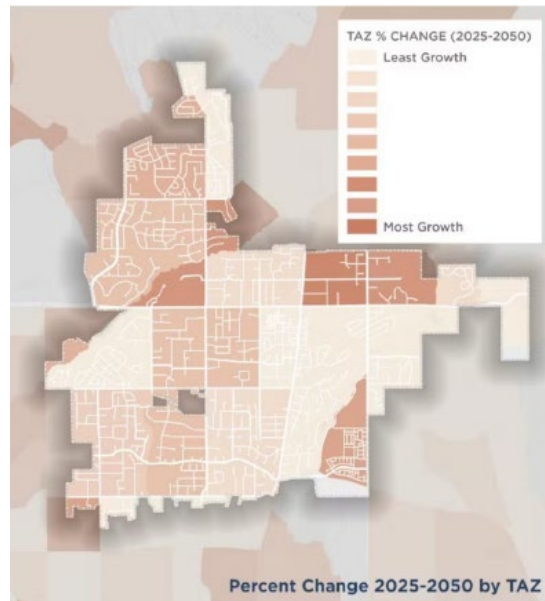
She provided a map that illustrated development patterns in Highland City based on Utah County parcel data. Properties colored yellow were developed prior to 1991; properties colored orange developed between 1991 and 2008; properties colored maroon developed between 2008 and 2023; and properties colored green are open space.



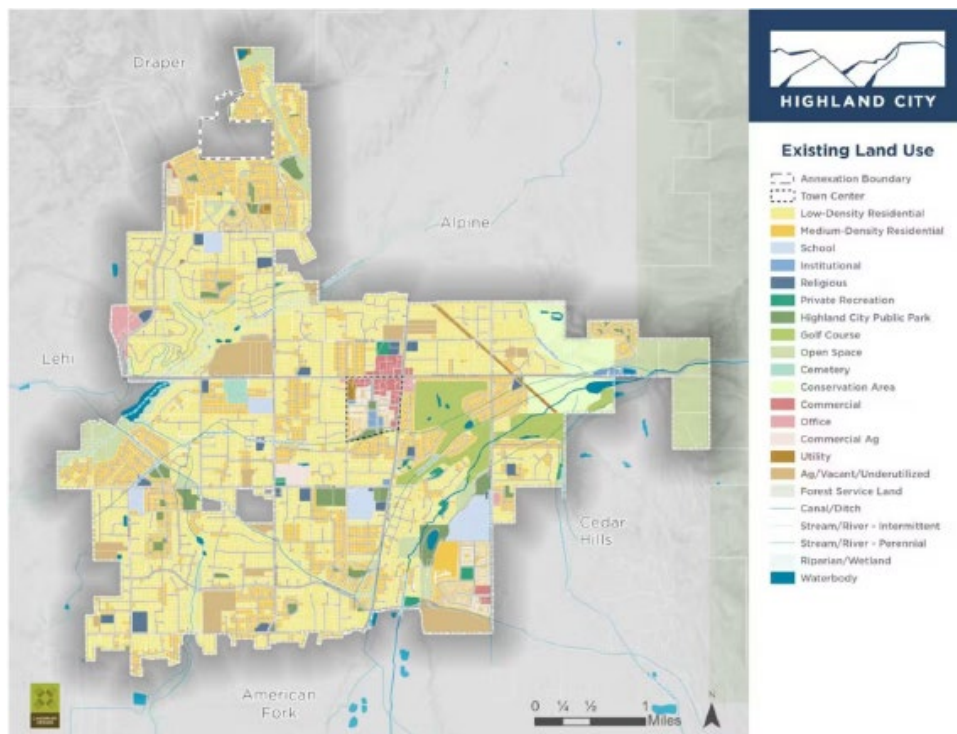
She then provided additional maps, the first identifying the highest concentration of address points as a way to visualize density as well as spots where there is a lot of activity or demand for activity.



The second was a map of traffic analysis zones (TAZ), which identified basic geographic areas used in the Stateside Travel Model based on census boundaries.



Finally, she presented the existing land use map for Highland City.



Ms. Larsen then discussed population and family data for Highland City; there is moderate population growth, an aging and maturing population, and smaller family sizes, which will gradually reshape the community needs and housing preferences through 2050. Population is projected to grow from 21,000 in 2025 to 24,446 by 2050, which is a 16 percent increase. There will be a gradual shift to more residents aged 10-29 and 45-64 and the average family size has declined by 4.7 percent from 4.45 in 2012 to 4.24 in 2023. In terms of housing trends, the predominantly single-family owner-occupied housing pattern is likely to continue, while limited housing varieties may influence the ability of some younger and older households to remain in or move to the community. In 2022, there were 4,925 housing units in the City and 85 percent of them are owner-occupied. The other 15 percent are renter occupied. Over the last 10 years, 1,526 new units have been built; 77 percent are single-family, and 21 percent are townhomes/duplexes. In terms of income, strong income levels currently support high housing costs, but rising prices may pose future affordability challenges for some households.

Highland's income levels are among the highest in Utah; the median adjusted gross income (MAGI) and median household income exceed county and state averages. Owner and renter incomes are similarly high at approximately \$166,000 in 2022. Median gross rent is \$2,122 and the average owner-occupied housing cost is \$1,742.

Mr. Taylor then provided other considerations, starting with population and economy. The type of businesses (restaurant, high-end/boutique retail) that residents want in Highland is very dependent on foot traffic. Adding "rooftops" within close proximity of commercial areas is one way to help generate this activity; without adequate patronage, these businesses may struggle to survive. State law requires online sales tax to remain locally and allowing additional households is one potential way to increase City revenue, especially as online sales are on the rise. Relative to housing, the offerings in Highland are limited in supporting families and their needs over time. Moves between homes/communities are very disruptive to community and individual social fabric and the unavailability of smaller homes may result in a more age-homogenous (middle-aged) community over time. A mix of housing types can help support a family-centered community.

He then referred back to the State's requirements regarding the land use element of the General Plan and he facilitated an exercise among the group to explore different strategies for complying for those requirements. Each participant scanned a QR code to answer five different prompts intended to generate discussion about land use strategies; the prompts were:

- What do you want Highland to be like for you and other families in 10 years?
- What does it mean to be a family centric community?
- What land use/housing strategies should the City pursue to help Highland remain a family-centered community?
- What measures should the City use to support existing and desired businesses in Highland?
- How do we do these things while retaining the quality-of-life people enjoy in Highland?

General high level philosophical discussion among the group centered on whether Highland can truly be classified as 'rural' based upon its population; opportunities for increasing walkability of the community; open space and trail connectivity; family friendly offerings/amenities in Highland City; demographics of the community; viability of mixed-use development concepts in certain areas of the City, such as the Town Center; infill development; age-restricted housing options and ADUs; supporting existing and future businesses; traffic congestion related to increased density; unintended consequences associated with requiring larger residential lots and preventing subdivision of smaller lots;

Mr. Taylor stated that the discussion tonight has been very productive, and he and his team will use the feedback provided to continue to refine Landmark Design's recommendations for the land use element of the General Plan. The next workshop will focus on the business community and economic development.

ADJOURNMENT

The meeting adjourned at 8:06 p.m.

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 May 13, 2025. This document constitutes the official minutes for the Highland City Council and Planning Commission Meeting.



Stephannie Cottle, CMC, UCC
City Recorder

**Lana Use #1
(and a sprinkle of Housing)**

**PLANNING COMMISSION/CITY COUNCIL
WORKSHOP**

May 13, 2025

6:00 pm

PLANNING COMMISSION/CITY COUNCIL

WORKSHOP
May 13, 2025

The Land Use Element (10-9a-403):

1. **Determine the long-term goals and the proposed action strategies, distribution, and location of land for housing for residents of various income levels, business, industry, agriculture, recreation, education of public buildings and grounds, open space, and other categories of public and private uses of land as appropriate;**
2. **Includes a statement of the projections for and standards of population density and building intensity recommended for the various land use categories covered by the plan;**
3. **Is coordinated to integrate the land use element with the water use and preservation element;**
4. **Accounts for the effect of land use categories and land uses on water demand;**

Today we are:

- Verifying Data
- Exploring strategies, policies, and ideas related to land use

The goal is not to get in the weeds



STATE REQUIREMENTS

COLLECTING & ANALYZING DATA

- 2024 Highland Resident Survey respondent

1

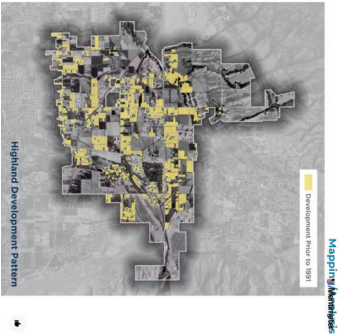
PRESERVING LOW-DENSITY CHARACTER

- Residents overwhelmingly express concern for any land use decisions that could jeopardize Highland's low-density, rural character.
- Many strongly oppose high-density housing, citing concern for increased traffic, congestion, school overcrowding, and declining property values.
- A preference for large residential lots reflects a broader desire to preserve open spaces and maintain Highland's small-town feel.

DEVELOPMENT PATTERN

Development Prior to 1991

- Based on Utah County parcel data "year built".



2

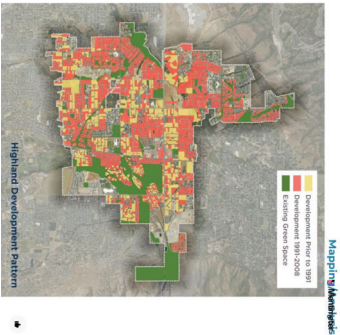
SUPPORT FOR EXTERNAL ADUS

- While the majority want to limit growth, many residents acknowledge that there are limited housing options available for seniors and young families.
- Making allowances for external accessory dwelling units (ADUs) is seen by many as a reasonable way to provide additional housing without compromising Highland's low-density character.
- Supporters of external ADUs emphasize the importance of appropriate regulations, such as stipulations for use by family members, restrictions on short-term rentals, and traffic mitigation.

DEVELOPMENT PATTERN

Development 1991-2008

- Based on Utah County parcel data "year built".



3

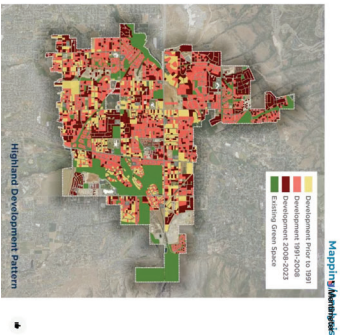
STRATEGIC COMMERCIAL DEVELOPMENT

- Many residents express concern that increasing costs are becoming unaffordable, especially for seniors and long-term residents.
- Rather than tax hikes, many are calling for strategic commercial development that generates tax revenue while reducing dependence on residential property taxes.
- Residents express interest in bringing more retail businesses, restaurants, and high-end commercial development to areas such as the Town Center or along Timpanogas Highway.

DEVELOPMENT PATTERN

Development 2008-2023

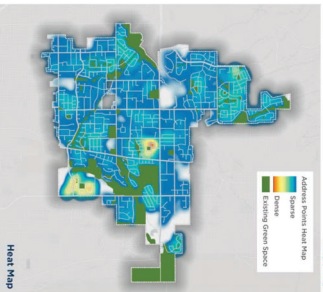
- Based on Utah County parcel data "year built".



HIGHEST CONCENTRATIONS OF ADDRESS POINTS

Address Points Heat Map

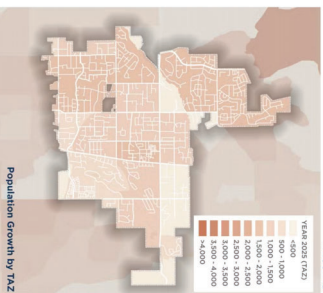
- A way to visualize "density" (don't panic) using existing address points. Areas with more address points are more dense, appear as hotspots.
- Hotspots can indicate areas where there is a lot of activity, or demand for facilities, (PEOPLE, etc.)
- The Town Center and Ridgeview Subdivision stand out.



POPULATION ESTIMATES (TAZ)

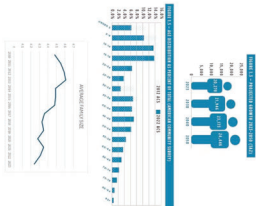
What is a Traffic Analysis Zone (TAZ)?

- Basic geographic areas used in the Statewide Travel Model based on Census boundaries
- Defined by major roads, rail lines, rivers, land uses, and activity centers
- They are sized and shaped to reflect real-world movement patterns, while still connecting to Census data for analysis (average TAZ size is about ~1/2 square mile)



Moderate population growth, on aging and maturing population, and smaller family sizes will gradually reshape community needs and housing preferences through 2050.

- Population projected to grow from 21,000 (2023) to 24,460 by 2050 (65% increase).
- Gradual shift to more residents aged 10-29 and 45-64.
- Average family size declined by 4.7% from 4.45 (2012) to 4.24 (2023).



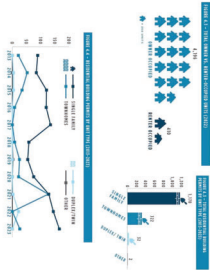
N | Marketwatch

HOUSING TRENDS

N | Marketwatch

The predominantly single-family, owner-occupied housing pattern is likely to continue, while limited housing variety may influence the ability of some younger and older households to remain in or move to the community.

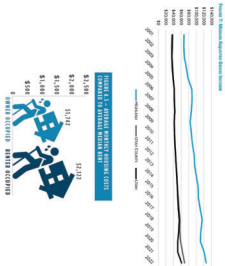
- 4,925 housing units (2022). 85% owner-occupied, 15% renter-occupied.
- Lost 10 years' 1,566 new units (77% single-family, 21% townhomes/apartments).



N | Marketwatch

Strong income levels currently support high housing costs, but rising prices may pose future affordability challenges for some households.

- Highland's income levels are among the highest in Utah; MGI and median household income exceed county and state averages.
- Owner and renter incomes are similarly high (~\$168K+ in 2022).
- Median gross rent, \$2,122, overage owner-occupied housing cost, \$1742.



N | Marketwatch

OTHER CONSIDERATIONS

N | Marketwatch

POPULATION AND ECONOMY • The type of businesses (restaurant, high-end/boutique retail) that residents want in Highland is very dependent on foot traffic • Adding "rooftops" within close proximity of commercial areas is one way to help generate this activity • Without adequate patronage, these businesses may struggle to survive	POPULATION AND ECONOMY • State law requires online sales tax to remain locally • Allowing additional households is one potential way to increase City revenue, especially as online sales are on the rise	HOUSING ACROSS THE LIFESPAN • Housing offerings in Highland are limited in supporting families and their needs over time • Moves between homes/communities are very disruptive to community and individual social fabric • Unavailability of smaller homes may result in a more age-homogenous (middle-aged) community over time • A mix of housing types can help support a family-centered community
State Requirements Designates the long-term goals and the proposed extent, general distribution, and location of land for housing for residents of various income levels, business, industry, agriculture, recreation, education, public buildings and grounds, open space, and other categories of public and private uses of land as appropriate;	State Requirements Includes a statement of the projections for and standards of population density and building intensity recommended for the various land use categories covered by the plan.	EXPLORING STRATEGIES

What do you want Highland to be like for you and other families in 10 years?

Starting to what it is currently - open feeling with parks

I would like Highland to be a community where we can start seeing more of the same type of things we have now. I would like to see more of the same type of things we have now. I would like to see more of the same type of things we have now.

Troile, green, open space, consistent aesthetic, safer roads

A great place to live. Good opportunities to work, their home. Safe community.

Open low density, rural and home adds for revenue and outside commercial renewal.

Low density, rural feel

Open, well sustainable, diversity

Scarf down feel, maintaining paths, trails, and open spaces.

What do you want Highland to be like for you and other families in 10 years?

That Highland is known as a "walkable" city. This means -

- Safe, easy to walk across town
- Pedestrian friendly spaces
- More green spaces
- More bike lanes
- More public transit

Walkable spaces where people gather, easy to cross streets.

What does it mean to be a family centric community?

That we have for connection. Connecting residents to community leaders & representatives to help them see the value of their voice in the community. Helping them see the value of their voice in the community.

Parks, trails, churches, library

Open spaces and parks with amenities for families to gather and play

Affordable for families to live & work. A safe community where families can live & work. A safe community where families can live & work.

Safe, community events and spaces for everyone, including that others people to enjoy with.

Being welcoming, having spaces that promote families and individuals living together. Helping families and individuals living together. Helping families and individuals living together.

Zooming, rock, safety, food, water, all amenities for families to live & work. A safe community where families can live & work. A safe community where families can live & work.

What does it mean to be a family centric community?

Parks, youth facilities

Places where kids can play and learn. Places where kids can play and learn. Places where kids can play and learn.

What land use/housing strategies should the City pursue to help Highland remain a family-centered community?

ADUs and Flag Lots (Infill Development)

Focus on Remaining Vacant Areas

Provide Age-restricted Housing Options

Require/incentive Affordable Housing Units

Mixed-use Development in Town Center

Other Ideas (Please Share)

STRATEGIES: SUPPORTING EXISTING & FUTURE BUSINESSES

- Focus on the Town Center
 - Expand existing footprint
 - Allow for mixed uses that support desired business types
 - Implement design standards that encourage high-quality development and architectural character
 - Invest in infrastructure improvements in the district that promote walkability and cohesive experience

STRATEGIES: SUPPORTING EXISTING & FUTURE BUSINESSES

- Major Corridors
 - A majority of residents have expressed interest in expanding the City's commercial base.
 - Highway/Transitional areas are appropriate areas to be considered zoning for mixed-uses (housing, redevelopment and small scale commercial).
 - Provide a transition between low-density residential and higher-impact commercial areas.
- Other?

PROBAPT 4

What measures should the City use to support existing and desired businesses in Highland?



PROMP T 5

How do we do these things while retaining the quality of life people enjoy in Highland?

Thank You!

Next Workshop: ???