



HIGHLAND CITY

HIGHLAND CITY COUNCIL MINUTES

Tuesday, March 12, 2024

Approved April 16, 2024

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

7:00 PM REGULAR SESSION

Call to Order: Mayor Kurt Ostler

Invocation: Council Member Doug Cortney

Pledge of Allegiance: Council Member Scott L. Smith

The meeting was called to order by Mayor Kurt Ostler as a regular session at 7:03 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 Council Member Doug Cortney and those in attendance were led in the Pledge of Allegiance by Council Member Scott L. Smith.

PRESIDING: Mayor Kurt Ostler

COUNCIL MEMBERS: Brittney P. Bills - present
Ron Campbell - present
Doug Cortney - present
Kim Rodela - present
Scott L. Smith - 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, City Engineer/Public Works Director Andy Spencer, Communications Specialist Brooklyn Wild, Police Chief Brian Gwilliam, Fire Chief Brian Patten

OTHERS PRESENT: Jon Hart, Wesley Warren, Jay Curley, Todd Knowles, Jon Ort, Shane Davenport, Shannon Davenport, Richard Trowbridge, Harrold L. Christensen, Lois Christensen, Audrey Moore, Spencer Robison, Scott and Deanna Pymm, Stephen Stowe, Wendy Bishop, George Bishop, Chad Broadhead, Stan and Shellie Biesele, Liz Rice, Deborah Gardner, Trent Boggess, Rochelle Broadhead, Jed Robinson, Andrea Nelson, Rachel Miller, Debra Maughan, Chelsea Chen

1. UNSCHEDULED PUBLIC APPEARANCES

Please limit comments to three minutes per person. Please state your name.

There were no public appearances.

2. CONSENT ITEMS

Items on the consent agenda are of a routine nature or have been previously studied by the City Council. They are intended to be acted upon in one motion. Council members may pull items from consent if they would like them considered separately.

- a. **Approval of Meeting Minutes** *General City Management*
Stephannie Cottle, City Recorder
February 6, 2024 and February 20, 2024

Council Member Doug Cortney MOVED that the City Council approve consent item 2a, the approval of meeting minutes from February 6, 2024 and February 20, 2024, with a correction to the February 20th minutes as follows: Item 4d, change May 15 City Council meeting to May 15 Resident Meeting.

Council Member Ron Campbell SECONDED the motion.

The vote was recorded as follows:

Council Member Brittney P. Bills Yes
Council Member Ron Campbell Yes
Council Member Doug Cortney Yes
Council Member Kim Rodela Yes
Council Member Scott L. Smith Yes

The motion passed 5:0.

3. ACTION ITEMS

Items in this section are to be acted upon by City Council.

- a. **PUBLIC HEARING/RESOLUTION: Fiscal Year 2023-2024 Mid-Year Budget Adjustments** *General City Management*
David Mortensen, Finance Director
The City Council will consider amending the fiscal year 2023-2024 budget for various items as shown in the attached exhibit.

City Administrator Wells introduced the proposed amendments to the Fiscal Year (FY) 2023-2024 budget, noting many of the items included in the proposal have already been discussed by the Council and Administration. She noted the proposed budget adjustments affect multiple funds, including the General Fund, Open Space Fund, Cemetery Perpetual Fund, Parks Capital Improvement Fund, Building Capital Improvement Fund, Town Center Exaction Fee Fund, Sewer Fund, Pressurized Irrigation Fund, Culinary Water Fund, and Utility Transportation Fund. The projected impact of these adjustments, when added to the existing budget amounts already adopted, on the fund balance of each of the listed funds is as follows:

- **General Fund - \$217,973 decrease in fund balance** from \$5,443,273 to \$5,225,300.
 - Elimination of cemetery fund transfer ~\$200,000
 - 5% Increase for Fire Department Wage mid-year adjustments
 - Previously approved by Lone Peak Board and Alpine City
 - Trail Improvements in Wimbelton subdivision funded through Open Space sale proceeds in that neighborhood
- **Open Space Fund - \$449,846 decrease in fund balance** from \$449,846 to \$0.
 - Moves all Open Space Fund Balance to the Building Capital Fund for the Parks Maintenance Building
 - Timing of Parks Maintenance Building moved into FY25
- **Cemetery Perpetual Fund - \$70,917 increase in fund balance** from \$29,021 to \$99,938.
 - Elimination of cemetery fund transfer ~\$200,000

- FY22 and FY23 transfer were ~\$50,000 too much
- Plot sales have decreased by ~\$70,000 per year
- ~\$68,000 cemetery maintenance building
- **Parks Capital Improvement Fund - \$3,027,100 decrease in fund balance** from \$7,133,406 to \$4,106,306.
- **Building Capital Improvement Fund - \$1,793,000 increase in fund balance** from \$1,182,038 to \$2,975,038.
- **Town Center Exaction Fee Fund - \$200,000 decrease in fund balance** from \$278,383 to \$78,383.
- **Sewer Fund - \$81,258 decrease in fund balance** from \$2,308,718 to \$2,227,460.
- **Pressurized Irrigation Fund - \$1,336,437 decrease in fund balance** from \$5,302,774 to 3,966,337.
- **Culinary Water Fund - \$20,006 decrease in fund balance** from \$1,425,092 to \$1,405,086. Page 29 of 163
- **Utility Transportation Fund - \$500,000 decrease in fund balance** from \$539,596 to \$39,596.

Mayor Kurt Ostler opened the public hearing at 7:14 p.m.

There were no public comments.

Mayor Kurt Ostler closed the public hearing at 7:14 p.m.

Council Member Kim Rodela MOVED that the City Council adopt the resolution amending the Highland City fiscal year 2023-2024 budget as shown in the included exhibit and as presented by staff.

Council Member Doug Cortney 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>Yes</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>

The motion passed 5:0.

b. PUBLIC HEARING/ORDINANCE: General Plan Amendment - 4800 West Re- designation

General Plan Amendment (Legislative)

Rob Patterson, City Attorney

The City Council will consider whether to amend the transportation element in the City's general plan to re-designate a portion of 4800 West between SR-92 and 11200 North from a 3-lane major collector to a 5-lane arterial.

Mayor Ostler briefly summarized the history of this matter, dating back to March of 2022. There have been ongoing discussions about the need to improve the safety of the intersection of 4800 West and SR 92, a project that has been included in a list of transportation improvements considered by the Mountainland Association of Governments (MAG). The fact that this project has been included on that list of projects means that it is eligible for some grant funding. Recently, there have been renewed discussions with the Council and residents that live in the area of the intersection. The City hired a Traffic Engineer to study the area and the Council heard the results of that study at the end of January. There was a neighborhood meeting regarding the study as well, after which an application to consider an amendment to the transportation element of the General Plan was presented to the Planning Commission. That body voted, five to one, to recommend denial of the application.

City Attorney Patterson then summarized the State laws regulating a City's Transportation Master Plan and General Plan documents; no transportation project can be pursued unless it conforms with the City's Transportation Master Plan and General Plan. The proposal is to reclassify 4800 West from a three-lane major collection road to a five-lane arterial road for the entire length of 4800 West within Highland City. This is a legislative decision for the Council and the Council is not bound by the Planning Commission's recommendation; however, he reviewed the recommendation from the Planning Commission for the Council's consideration. He noted that based upon actions taken by the Council in 2022, staff has proceeded with the application to fund the approved intersection project, and MAG approved the application and granted funding for the intersection improvements. MAG would prefer to support a project on 4800 West that will permanently resolve the intersection safety and capacity concerns, so additional funding requests are not needed in the future. Essentially, MAG has asked that the full scope of whatever improvements are determined to be necessary for 4800 West to be done at one time, rather than having a subsequent funding request for the same project area in the future. This led to a review of the scope of the project that has been submitted to MAG, with high level discussion among the Mayor, Council, and City staff regarding certain elements of the project.

City Engineer/Public Works Director Spencer then focused on northbound options on 4800 West; there are four different options:

- Option 1 – provide two receiving lanes for northbound through lanes. (Proposed 4800 West expansion, scope TBD)
- Option 2 – merge northbound through lanes south of SR-92.
- Option 3 – One of the northbound travel lanes becomes a “trap” left at SR-92. (Existing condition)
- Option 4 – One of the northbound travel lanes becomes a “trap” right at SR-92.

Council Member Campbell stated the residents came up with an additional option and the Planning Commission supported that option. This option was not included in the previous four options. He explained the option as follows: reducing the proposed five lanes to four, and the right-turn-only lane would be converted to a lane with the options of turning right or continuing north. Mr. Spencer stated that he believes that proposal related to southbound travel; the four options he mentioned only apply to northbound travel. Council Member Campbell thanked Mr. Spencer for that explanation and for the work that staff has done on this matter; he noted that he still believes the total number of lanes can be reduced to reduce the impact on residents, while still improving the safety of the area. Council Member Smith agreed with Council Member Campbell; he added that the biggest problems occur in the morning commute hours, and he is not sure why many people choose the routes they choose. However, he does not think that six lanes are necessary, and he would like to find every way possible to narrow the road and decrease impacts on residents. Mr. Spencer noted that the routes that motorists choose are sometimes confusing to him as well, but staff and the traffic engineer have simply studied the area based upon current conditions.

Council Member Bills asked why the travel lanes must be 12 feet wide rather than 10 feet wide. Mr. Spencer stated the City's approved road cross sections include 11-foot travel lanes and a 12-foot center lane; this is in line with the standards imposed by the Utah Department of Transportation (UDOT). He would be comfortable with 11-foot travel lanes, but would not be comfortable with 10-foot travel lanes because that width can be problematic and somewhat dangerous with larger vehicles using the roadway. Council Member Campbell suggested that narrower lanes would automatically reduce the speed on the roadway, and he asked the traffic engineer to address that matter when he is given time to make comments.

Mayor Ostler suggested that the Council hear from the public and then from the traffic engineer.

Mayor Kurt Ostler opened the public hearing at 8:03 p.m.

Spencer Robison stated that he has been communicating with the Council and City staff about this project, but after listening to staff's presentation tonight, he is confused about the purpose of this meeting. A few years ago, the City Council approved an alignment and road widening project that addresses the safety concerns of residents. It was the result of a lot of work and effort by City staff and residents. In the past, the purpose of the widening was to increase capacity of the road, but tonight staff has indicated that is not the purpose of the widening because the road is already adequate for current capacity. Many residents are now confused about the purpose of the project; if it is not about safety or capacity, he is not sure what it is based upon. He noted City staff's position has 'flipped'. If the City approves five lanes, the road will be much more dangerous.

Wendy Bishop stated that she sold property on the west side of 4800 West to provide for the southbound right-hand turning lane; there is no shoulder on that area of the road so people are parking in the turning lane, and she cannot use it to get out of her property to access the road. She asked that the City do what is necessary to let motorists know where the turning lane starts.

George Bishop stated that over the last few meetings, there has been talk about the right-hand turn lane being underutilized; anyone that drives the road knows that both of the lanes line up with the southbound lanes on the other side of SR 92 and it would not take much for UDOT to make the turn lane a dual-purpose lane. He added that widening two lanes for northbound traffic will impact the homes that front the roadway. Additionally, the road will narrow back down as the road travels north. The northbound lanes are not the issue in the area and most traffic going north is able to get through the intersection in one light cycle. He suggested the Council stick with the option that has already been approved and he also suggested an attempt to align the southbound lanes.

Rochelle Broadhead stated she has looked up the addresses of the elected officials and found none of them live north of SR 92. She commutes the road daily and has seen some improvements that have helped, but has noticed the ongoing problems at the intersection as well. She stated she does not see how any of the options presented tonight will help any of the residents that live on the north side of SR 92, and she feels that the proposal would essentially funnel the problems into her backyard, which touches Alpine. She added that building a five-lane arterial road will definitely impact the property values on that area, which will impact the City's property tax revenue. This should be top of mind for the City's leaders.

Jay Curley addressed options one and two that were presented by Mr. Spencer; lane one in option one is being aligned with the current lane two on the northbound side. He feels there is an option to keep the expansion on the south side of SR 92 and converting lane one into a 'safety barrier' for motorists. He added that the crash data that has been collected for the area does not support any of the options that have been presented tonight; there are less than five accidents per year for northbound traffic, but about 30 moving west to south and 14 moving east to west. The majority of the accidents do not occur in the north bound lanes and if safety is truly a concern, expanding on the south side of SR 92 will help to address that matter without impacting any properties on the north side of the road. He reiterated Ms. Broadhead's comments about the impact the project could have on property values; the proposal would turn his property into a non-conforming lot and make his driveway unusable. It would be nearly impossible to get in and out of his property safely. He thanked Council Member Smith for acknowledging the odd trip selection of motorists because it is a huge reason for the problems that residents in the area are facing. The traffic study showed a significant decrease in traffic from 2018 and 2024 at the subject increase, but a significant increase in traffic at the intersection to the west, which indicates that the City should start looking at that area rather than 4800 West.

Mayor Ostler noted that Mr. Curley's property would be the most impacted by the proposed project.

Shane Davenport stated he also does not know why the Council is discussing this again; he hopes the City Council has attended one of the two previous resident meetings and will take the Planning Commission's recommendation seriously. He is not sure why further clarification is needed because everyone has read the

reports that have been submitted regarding this issue and decisions have been made based upon those reports. One thing that the Hales report indicated is that from now until 2050, the intersection is sufficient, and changes are not needed. Improvements and changes have already been made and further improvements can be considered that will improve the intersection without disrupting the community and changing the makeup/feel of the community. He added that the proposed project would also render his property non-conforming, and he does not want properties along the road to be made more dangerous just to fit the plan that has been presented. He stated accidents have not increased and there is no reason to change the area and disrupt the community forever.

Chad Broadhead stated he owns a corner lot, and he is ‘doubly’ interested in this project. He has been working with Mr. Patterson to determine why there is a 30-foot landscape easement on his side of the road when this type of easement has not been imposed on other areas. The easement was created in 2017, and this has caused him and others to question how long the City has been planning on this project. He then noted that he agrees with the comments that others have made about the fact that this project is not needed. Highland and Alpine are essentially cul-de-sacs, and this project will only feed more traffic into that cul-de-sac, which is not a great idea. He believes that a five-lane arterial road will only increase traffic and invite larger vehicles, which will not improve safety. He drives the road at least 10 times per day and the issues that have been discussed are just not a reality; most of the issues are related to the fact that high school students use the road and that will always be the case. He does not understand why the Alpine Highway is not a five-lane road and he suggested that be pursued instead of this project.

John Ort stated he likes the idea of 10-foot-wide lanes and limiting semi-truck traffic on the road. That traffic should be forced to the Alpine Highway in order to preserve the neighborhood feel of the subject area. Lower speed limits will also promote safety. He added that the crosswalk on Alpine Highway at the corner by Harts is about three to five inches lower than the storm drain and it fills up with water and becomes icy during the winter months. He asked the Council to consider whether the 4800 West intersection is more dangerous than Alpine Highway and if adding more traffic to the area will make the safety issues worse. He stated that he likes the idea of better lane alignment and sidewalk connectivity in order to provide for better northbound traffic. He also agreed with Council Member Smith’s suggestions regarding lane alignment and reiterated his recommendation to push semi-truck traffic off North County Boulevard. He concluded Alpine Highway should be the five-lane connector road that it is identified as in the City’s Transportation Master Plan.

Stephen Stowe stated he is the oldest resident of Highland present and today he drove the section of road in question three times back and forth, which is not an unusual daily activity for him. The latest time he drove the road was at 4:50 p.m. and there were at least 24 cars queued up to turn west onto SR-92, but just one north bound vehicle. He questioned why two northbound lanes are needed and asked the Council to consider past discussions and decisions regarding this matter. The study that was done several years ago was incorrect in its projections for northbound traffic. He is in his yard many hours each day and does not notice traffic backing up in that area and he does not believe the proposed project is needed. He stated that many people are emotional about this project because it will personally impact them. They understand the reality of the traffic conditions in this area and do not believe the project that has been proposed is appropriate.

Jed Robinson thanked the Mayor and Council for their attention to this matter and noted he is also opposed to this project. Reclassification of the road is opposed by everyone who lives on the road. There is not a problem on the northern section of the road, and it seems this project is only being pursued because the City is chasing grant money. The only time there is a problem on the road is during the school commute, but that may change in the future as other schools are built. The area is a residential area and the residents that live there want it to be preserved. He stated that the residents have met with the Planning Commission and discussed this project at length and that body has recommended denial of the reclassification of the roadway.

Wesley Warren also thanked the Mayor, Council, and City staff for working on this matter. He stated he feels

like the City has only received one option to consider with no diversity of expert opinions. He feels that UDOT and MAG have missed an opportunity to consider diverse options. He has been actively involved in active transportation matters and has been eager for opportunities to discuss other solutions to address congestion in certain areas of the City. He does not believe that this is a safety issue, but a congestion issue and he would like to offer creative solutions for the City to consider.

Chelsea Chen stated she also agrees with the comments that have been made and suggested that the City use signage, signals, and road striping to address the problems that have been identified on the roadway; this would help to inform motorists of shifting travel patterns and ending lanes.

Mayor Ostler agreed with Ms. Chen and noted he has asked UDOT to consider using signalization and signage similar to what they have used on other State roads in this area.

Lois Christensen stated she lives on the east side of 4800 West very close to the intersection in question; at the Planning Commission meeting she was surprised to hear that the intersection realignment has already been approved. Since then, she has learned that her property will be taken for the project. She built her home in 1991 and part of her property was taken in 1997 for the intersection. This project will result in loss of more of her property and she is hopeful that will not happen. She agreed with the others that have spoken about the nature of the area and asked that the City preserve it and not approve projects that will change the feel of the area.

Shellie Biesele stated this is her community and the people she cares about; this project will break up the community and separate the residents on east side from those on the west side. She suggested prohibiting truck traffic on the road and leave the area alone.

Mayor Ostler closed the public hearing at 8:37 p.m.

Mayor Ostler invited Ryan Hales of Hales Engineering to address the concerns that have been raised by the Council and the public.

Mr. Hales stated that transportation issues are often very emotional because they can impact private property owners; it is not easy for the Mayor and Council to make difficult decisions regarding transportation, and he sympathizes with the Council and the residents who have expressed concern tonight. He then discussed his professional background as a civil engineer and urban planner; he has worked on transportation projects across the western United States, and he feels that Highland is in a very good position in terms of transportation. Roadway classification can be confusing; it is necessary for the Council to consider the purpose and characteristics of each roadway. The Manual of Uniform Traffic Control Devices (MUTCD) provides guidance on speed limits based upon road conditions and he believes that 35 miles per hour is an appropriate speed for this area, even though the MUTCD would support a speed limit of up to 42 miles per hour. He stated there are opportunities for enforcing the 35 miles per hour speed limit, including several different traffic calming measures; however, he does not believe lanes narrower than 11 feet are appropriate on this type of road. He then noted that arterial roads are typically three to five lanes wide. The intersection in question was previously located in the County, but that is no longer the case and the City and UDOT have worked together to make the intersection better. He stated that if he were able to choose the best design for future capacity of the road, he would propose a continuous flow intersection (CFI), which includes displaced left turn movement and free right turn movements, all of which can occur at once. However, it would be very difficult to install a CFI at this location. A round-a-bout is also not a good option for the area, and he referenced a round-a-bout in Lehi at 500 West on Main Street as an example of a poor location for a round-a-bout. There is so much east/west traffic in that round-a-bout that it is difficult for traffic from the side streets to get into the intersection. He stated that four-way and two-way stops are also not viable options for the intersection. He has tried to identify a solution that will be best for the residents and traffic moving through the area. It is necessary for Highland to work with neighboring communities to move traffic efficiently and keep traffic out of local residential subdivisions. Whenever a community is considering a transportation project, there will always be 'good,

better, best' options; he has suggested a project that will accommodate traffic volume projected by the year 2050, which is based upon different models. The most recent travel model has been used to inform this project recommendation. He referenced previous studies that have been completed on this area and noted all of those were reviewed in the process of completing this most recent study and report; there is not one simple solution to the problems that exist on 4800 West and the intersection in question.

Mayor Ostler asked Mr. Hales if he used data from previous studies or generated his own data as part of his study. Mr. Hales stated he has done both; he wants to be sure what previous studies have considered, but he has also considered the most current travel models and projections and considered how that compared to past models. Manual traffic counts were performed, and those counts were compared to previous traffic data in the previous studies. He presented a slide that illustrated traffic counts in the morning and evening peak hours at the intersections of 4800 West and 11200 North and SR92. The traffic counts are conducted on Tuesday, Wednesday, and Thursday for two hours each morning and two hours each evening as this has been determined to be the times of greatest traffic volume.

Mayor Ostler referenced the traffic counts at the intersection of 4800 West and 11200 North; he wondered how the volume can be so high when there are fewer residences in that area. Mr. Hales stated that there are often multiple cars per home and people are driving more than in the past. He reiterated that traffic counts were conducted during peak hours and this data was used to determine existing levels of service; failing grades that have been assigned to multiple approaches and movements at the intersections.

Council Member Cortney stated that average wait times have been used regarding the traffic delays, but the 95th percentile was used regarding queuing; he asked why different criteria was used for those two factors. Mr. Hales stated that he wants a 95 percent confidence level that he has considered queuing though considering the average time is appropriate in order to communicate the level of service.

Mayor Ostler stated that some have indicated that the traffic study communicates that the intersection is functioning adequately; he asked if that is a correct statement. Mr. Hales stated that overall, it looks like the intersections are functioning well, but there are some problems with specific movements: the left turn lane moving southbound in the morning; and the northbound and southbound left turn lanes and through movements in the evening. He stated that MAG has provided travel demand models based upon 2050 data. If there is just a five percent differential, the current intersections are adequate, but anything higher than that is problematic.

Mr. Hales then discussed legislative mandates relative to land use; higher density housing must be provided in all communities, and it is likely that the number of dwelling units will increase in Highland and all other local communities before the year 2050. This will ultimately impact traffic counts, as well as all other infrastructure in the community. The current traffic projections do not account for those dwelling unit increases. He then presented a slide with average daily traffic (ADT) counts for the Alpine Highway and 4800 West.

Council Member Smith asked if the traffic projections allow for the shift in traffic patterns from Alpine Highway to Canal Boulevard and North County Boulevard. Mr. Hales stated that the traffic models do consider Canal Boulevard as well as many other traffic improvements and planned connections throughout the entire County.

Council Member Campbell stated that a wider road will not increase the amount of north/south traffic, but it will influence route selection. He asked if increasing the width of Alpine Highway from three to five lanes would result in some traffic shifting from 4800 West to that road. He asked if it is an option to focus more on Alpine Highway than 4800 West. Mr. Hales used the next two slides of his PowerPoint presentation to answer the question; the models consider constrained and non-constrained routes. Travel times fluctuate from road to road depending on congestion and level of service and how direct the route is; people choose routes based upon these factors and they often choose the more desired path with the least resistance. Volumes are increasing on 4800 West to the point that it is necessary to consider better traffic flows and movement. Council Member Campbell asked if congestion creates more hazard, to

which Mr. Hales answered yes. Council Member Campbell asked if congestion is a safety issue, to which Mr. Hales answered yes. Council Member Campbell stated that some residents have indicated the congestion is not problematic and that people can wait longer times if they choose to use the road in its current condition; he asked Mr. Hales to address that feedback. Mr. Hales stated that the question has been asked if a southbound right-turn pocket is needed and the answer to that question is how much queuing the City is comfortable with; if the queue can back up 500 feet, a single lane is adequate, but if 400 feet is preferred, a right-turn pocket will be needed. The ideal solution would be to construct the right-turn pocket, but he understands there are many concerns that some property owners will lose some of their property. He understands the concerns surrounding those facts, but the Council must make decisions based upon factual data. Mr. Hales then discussed crash data for 4800 West and SR 92; UDOT data covers 2018 to 2022 and they found that the most common crash type was rear-end accidents. The most severe crash was a westbound left turning vehicle failing to yield to a cyclist. Limiting unexpected queuing could lead to fewer rear-end crashes. He then noted that in 2023, UDOT reported 17 crashes, which is an increase of the average of 13 per year from 2018-2022, and much higher than the expected number of crashes of 10.

Council Member Cortney asked why the expected number of crashes would be 10 if the average number of crashes per year was 13 for the previous five years. Mr. Hales stated that the projection was based upon the intersection type when compared to other similar intersections throughout the State of Utah and considering historic crash data. This led to discussion among the Council, Mr. Hales, and Police Chief Gwilliam regarding crash data and projections of future crash numbers

Mr. Hales then discussed future intersection mitigations for the area and he presented renderings to illustrate proposed road widenings and the addition of turn lanes; this led to continued high-level philosophical discussion of the current level of service of the intersection and why the Hales Engineering report indicated that the intersection is currently functioning at a reasonable level rather than failing.

Council Member Rodela inquired as to alternate routes that motorists can take if the intersection is not improved, and people desire to avoid the area due to congestion. Mr. Hales stated that cars that would otherwise be travelling south on 4800 West are cutting east/west on 11200 North and making a loop around the area, eventually getting back onto 4800 West.

Mayor Ostler stated that his biggest concern is safety; he has seen people get impatient due to traffic backups and they are traveling down the center turn lane to get to a point where they can make a turn or a U-turn. Mr. Hales stated that is a very unsafe maneuver and it may only be addressed with enforcement. Mayor Ostler asked Mr. Hales to highlight the safety issues in the intersection. Mr. Hales stated that lane alignment is critical, and the lanes currently do not properly align. Adding dual left turn lanes is also important, providing proper merge points at the right locations, and southbound traffic queuing and stacking.

Council Member Smith stated that it may be true that the population of the community will increase, but he expects that approximately one-third of residents will be working from home. He asked if the growth projections take that matter into account. He then noted that traffic to and from Lone Peak High School – which is one of the driving factors for this project – is expected to decrease over the years. It seems that the proposed project is counterintuitive when considering those two factors. There are two high schools in adjacent towns that are served entirely by neighborhood streets, but they are not encountering the same problems as at Lone Peak High School. It is sad that the City is being asked to spend millions of dollars to address that matter rather than find another solution. He noted that the City has asked that Lone Peak High School restrict the number of kids driving to school, but they have refused to consider that. Mr. Hales stated that many high schools provide large parking areas for their students, so it is difficult to restrict drivers when sufficient parking is available. Council Member Smith stated he is just concerned that the City is being asked to spend millions of dollars to solve a problem that belongs to the High School. This spurred continued discussion and debate of the cause of the safety and congestion issues on the road.

Council Member Rodela indicated she would like to address specific questions asked during the public hearing; one of those questions is whether this project is the City's attempt to chase grant money. Mr. Hales stated that MAG has several communities that apply to them for infrastructure funding; they prioritize projects based upon applications they receive, and this is one of the projects that was prioritized fairly high due to safety issues. Mayor Ostler added that the City submitted an application for funding two years ago for this area. He discussed other projects in the County that have been ranked higher than the Highland City project.

Council Member Bills stated she knows that there are concerns about safety at this intersection, but she would be happy not talking about the project again until 2050. However, she knows that the City must make a decision on a funding application because the application period closes tomorrow. City Engineer/Public Works Director Spencer stated that for City Administration to proceed with a funding application, it must have legislative support. Including the project in the City's Transportation Master Plan would be proof of legislative support, but since it is not in the current Plan the Council has been presented with an application to reclassify the roadway. He discussed specific elements of the road that could be impacted based upon the reclassification, noting that there will be time to refine those elements as the project moves forward. The biggest question tonight is if the City Council wants to pursue something broader than what was presented to MAG in 2022. MAG may change the funding allocation based upon changes to the scope of the project.

Mayor Ostler stated that the City Council is essentially being asked to determine if the roadway should be reclassified, but lane alignment details do not need to be decided tonight. Mr. Spencer stated that is correct; the City will submit a conceptual plan, but MAG will not hold the City to minute details included in that concept.

Council Member Bills stated that her concern is that if the decision regarding the configuration of the roadway is vague, the project will be discussed again in the future. She asked if there is an option to not reclassify the roadway, but to address the intersection and the problems on the south side where less property will be taken for the project. Mr. Spencer agreed that if only part of the decision is made tonight, the final aspects of the decision will still need to be made in the future. Ultimately, MAG will need to know if the City Council supports the application that is presented for funding.

Council Member Doug Cortney MOVED to extend the meeting to 11:00 pm.

Council Member Ron Campbell SECONDED the motion.

All voted in favor and the motion passed unanimously.

City Administrator Wells stated it is her understanding staff needs direction from the Council regarding whether to provide dual northbound lanes north of SR 92. Mr. Spencer stated that is correct. This led to continued debate among the Mayor and Council regarding the proper classification of 4800 West.

Mayor Ostler recognized three residents with raised hands who have specific questions about the Hales Engineering study. Spencer Robinson stated that he reviewed the traffic counts for the intersection, noting there was a decrease in traffic from 2020 to 2024; however, the projection for 2050 is a 111 percent increase. He added that the 2050 number is still lower than the traffic counts at Country Corner and it does not make sense to him to try to implement additional controls at the subject intersection when Country Corner is presently the quickest route to Alpine. He concluded that he does not believe the road should be a five-lane arterial road.

Jay Curley stated that the average daily traffic numbers do not match the traffic study numbers from Hales Engineering and from UDOT and he inquired as to the reason for that discrepancy. He feels this is a matter of induced demand and if the City increases the size of the road, there will be more traffic and more left hand turns at the intersection. He suggested the City be strategic in how it is increasing road widths at certain points along the road. He noted that 63 percent of the rear-end crashes cited by Mr. Hales are occurring in east/west traffic patterns and the two northbound lanes on North County Boulevard will not solve that issue. He would like to understand why that statistic was provided if it will not be solved by the recommended project. He added that

speeds will ultimately increase on the roadway when merge lanes are added and those living on the road will be impacted by that issue. He then asked if there has been a study to evaluate how increasing left turn lanes onto SR 92 will impact the lack of use on North County Boulevard; he believes more traffic will use that road and intersection if the number of lanes is increased.

Jon Ort asked how many houses there are between Alpine Highway and North County Boulevard and noted that most of the traffic is not coming from those houses. If there are two left hand turn lanes on a five-lane road as is identified on the Transportation Master Plan, there will be more traffic turning left onto Alpine Highway and it will be possible to eliminate the merge lane on North County Boulevard. This means that 4800 West can remain a residential connector street. He discussed other potential traffic patterns and routes and suggested opportunities for using the Alpine Highway as it was intended to be used. He asked if there has been a study to determine how traffic on North County Boulevard could be reduced if a five-lane arterial were brought to Aline Highway. It is better to make traffic go through a commercial district rather than a residential area and this would make it possible to narrow road widths and reduce speed limits on 4800 West.

Mr. Hales reapproached and addressed the comments; he noted that at Country Corner there is a lot of left-hand turn traffic and a high amount of traffic moving east and north into Alpine. Hales Engineering has the job of reviewing all relevant traffic studies for any transportation improvement being considered in a community they work for. They make sure that any project follows pertinent policies and standards set forth by UDOT and nationally. These standards have been considered when determining if left turn capacity needs to be increased at North County Boulevard and SR 92. The proposal follows the MUTCD and considers 2050 traffic projections, which indicate that dual left hand turn lanes will be needed in the future.

Council Member Campbell asked if it is also true that dual left hand turn lanes are needed at Country Corner. Mr. Hales stated that if that is determined to be the case, that improvement will not preclude the need for dual left hand turns at 4800 West and SR 92.

Mr. Hales then addressed Mr. Curley's questions; the traffic counts were collected at peak hours – 4:30 to 5:00 p.m. He clarified that the average daily traffic numbers are measured daily and the two numbers will never match. He then addressed the claim of induced demand and noted the answer is that if a road is built, traffic will come. However, there is demand for increased capacity on the road and he indicated this is latent demand rather than induced demand. He referenced Mr. Ort's question about traffic studies and evaluation of widening SR 74. Hales Engineering has utilized MAG's travel demand model and volume projections, which indicate there is not as much traffic on SR 74 as there is on North County Boulevard. He wondered if that trend can be reversed, but given that North County Boulevard is already built that will be very difficult. If SR 74 is built, some of the traffic will shift, but because of its direct connection Interstate 15 (I-15), many will utilize SR 92 to gain access to I-15.

Mayor Ostler stated that the biggest question seems to be why dual left hand turn lanes are needed and why decisions made now are based on projections 26 years into the future. Mr. Hales stated that the attempt is to balance roadway capacity with available funding, with the goal of completing projects in advance of when they are in dire need. He hopes that things change, and that traffic reduces, but he is trying to make recommendations based upon current data.

Council Member Cortney thanked Mr. Hales for all of his work on this matter and for making himself available for questions tonight. He stated the City has an intersection that seems to be somewhat more dangerous than a standard intersection with a similar profile. Additionally, there are 2050 capacity projections, but he believes the City should hold off on making changes for 15 years to evaluate whether those projections adjust and if capacity demands decrease. His inclination is to not move forward with the proposal, and he asked if Mr. Hales had any data or opinion that could convince him otherwise. Mr. Hales stated that solving safety problems relating to queuing is his goal; he cannot tell the Council how many crashes there will be at the intersection next year and he

cannot tell the Council if MAG funding for the project will be available again. There are many unknowns that he is not able to predict, and this is a balancing act for the Council and staff.

Council Member Campbell stated that he has reviewed traffic models that are being used in other states and the model that Mr. Hales has used is truly the most up to date. Every other state uses projections extending to the year 2050.

Council Member Rodela asked if the funding source is federal or state. Mr. Spencer stated that MAG has state and federal funding, and they use their resources as they deem appropriate; he is not sure if the Highland project would be funded using federal or state funds. Council Member Rodela stated that this is a once in a generation funding opportunity from the federal government; the federal government is pushing money into states to build infrastructure and the state is matching that funding. Funding decisions are being made by MAG and all funding must be allocated in 2024 and used by 2026. This type of opportunity may not be available to Highland again.

Council Member Campbell stated that he received an email just before tonight's meeting; the sender indicated that he was in favor of the reclassification of the road and he asserted that if the Mayor and Council receive a recommendation from a professional, but chooses not to move forward as recommended, the Mayor and Council will be liable if someone is killed at the intersection. He asked Mr. Hales if he is truly recommending reclassification because he feels it is truly safer. Mr. Hales answered yes. Council Member Campbell stated if the Council votes against the reclassification and delays the project, MAG money may not be available in 2040 for the project. Council Member Smith stated that is unknown. Mayor Ostler stated he feels there are major safety issues at the intersection due to lane alignment and other issues. He asked the Council what additional information they need to make a decision tonight.

Mr. Spencer stated the City can proceed with the funding application without making final decisions on lane alignment; a change to the Transportation Master Plan relative to road classification is needed, but the design of the road can be refined as the project moves forward. Council Member Bills stated that she would be more comfortable making the change to the road classification if certain constraints can be placed on the road project. Mayor Ostler suggested a motion including those constraints for the Council to consider. Council Member Smith first asked for Council discussion. He acknowledged the difficulty of this decision and the impacts that these types of decisions can have on private property; he was a member of the Council when 4800 West was widened and converted to North County Boulevard. After that project was completed, the traffic doubled because 'if you build it, they will come'. He stated it is necessary for the Council to consider what it wants the City to be. There have been studies of the area, but those studies are basically educated guesses. Years ago, many would not have believed that so many people would be working remotely, but that has changed because of the recent pandemic. Many would never have guessed that student population at Lone Peak High School would decrease, but he thinks that it is disingenuous to think that the traffic at the High School is not the driving factor in this matter. The Council must consider what is most important: the quantity of traffic that can be moved through the City or the quality of life for residents. When Timpanogos Highway was widened, older neighborhoods in Highland were blighted. Everyone likes to use the road, but it came at the expense of blight in many areas. He has listened to many complaints about speed over the past several years from many neighborhoods and he does not feel the answer is to build wider roads that can accommodate higher speeds. He thinks the answer is to preserve the residential nature of the neighborhood. Alpine City chose a five-lane road entering Highland and that has caused Highland City to deal with this issue; however, he still supports the decisions that were made in 2022. If the City changes the classification today, the road will become a five-lane highway all the way to Alpine and it would be disingenuous to deny that. When Canal Boulevard was being built, which impacted his property, he heard time and again how that would help the high school traffic to bypass his home, but that has not come to fruition. He thinks that some things can be done to improve safety of the area in question, but at some point, it is more important to consider how this type of project will impact quality of life. He then discussed his broader concerns regarding high school traffic and utilization of grant funding for these types of projects.

Council Member Rodela stated that she does not believe that widening the road will induce more people to drive; she believes that the goal is to keep people on the higher volume streets to keep them out of residential neighborhoods. This is a commuter road and maximizing its capacity will increase the safety of nearby residential streets.

Mayor Ostler asked Mr. Spencer to briefly summarize the differences between what the Council approved in 2022 and what is being proposed at this time. Mr. Spencer stated that in 2022, the Council approved alignment of the outermost left turn lane on the 4800 West section and the through lanes. Additionally, there was a dedicated right turn lane from SR 92 to 4800 West. No other changes to the intersection configuration were proposed in 2022. North of the intersection, there would be shoulders/bike lanes, with three lanes all the way to the round-a-bout. There was also a 10-foot trail on the east side of the road extending from the bridge that crosses American Fork River, all the way to the round-about in Alpine. This provides connectivity to the regional trail system. Mayor Ostler asked if the left turn trap lane was still on the 2022 plan, to which Mr. Spencer answered yes.

Council Member Campbell asked if the 2022 approved plan provided for southbound lane alignment. Mr. Spencer stated the 2022 plan did not include any changes south of SR 92. Council Member Campbell stated that means congestion would remain. Mayor Ostler agreed the 2022 plan did not address congestion. Mr. Spencer stated it did address the painted right turn lane in front of the cabin. Overall, the 2022 plan did not address the substantial congestion issues. Mayor Ostler stated that when he met with UDOT last Wednesday, he asked about congestion; he has also asked Mr. Hales about congestion. What he has heard is that congestion is a safety issue.

Council Member Campbell stated that two lanes going south seems to be significant; he asked if approval of the arterial classification, with limitations on the number of lanes to four rather than five, would be sufficient at this time. Mr. Spencer stated that he will accept any direction from the Council. He discussed the way MAG evaluates and ranks project applications and noted that applications that do not fully address perceived transportation problems may reduce the prioritization of the City's application. He concluded that if some problems are left unaddressed, the City's application will be less attractive.

Council Member Rodela stated that the City has already heard from UDOT and MAG regarding what improvements are needed in this area; however, the City was hesitant to heed that advice and chose to hire a consultant that was considered the 'best of the best' to perform a study and advice the Council on what is best for this area of the City. That consultant has provided the same recommendation as UDOT, and it is now up to the Council to decide knowing that they have truly tried to find a different solution.

Council Member Bills asked if one of the 12-foot dedicated right turn lanes were eliminated to provide two 11-foot wide through lanes that merge before Snowflake, would that reduce the amount of land the City would need to acquire for the project. Mr. Spencer answered yes. Council Member Bills asked if it is possible to include a provision in the project application to communicate that the City is interested in accommodating capacity, but not until it is determined that it is actually necessary to do so. Mr. Spencer stated that UDOT would actually build the lanes wide enough, but would include some type of obstruction that limits the number of roadways; this would preserve the space needed to expand the road to its full width, when necessary, based upon capacity. Council Member Bills stated she would like for the City to retain control over that decision rather than giving control to UDOT. Mr. Spencer stated that Mr. Hales could better speak to when UDOT would implement road or lane expansion. He noted that in the southbound direction, if the Council chooses to make a through right lane, it will require less property and reduce the impact on residents. Choosing to merge in the northbound direction at Snowflake will also reduce the impact on properties. Council Member Bills stated she does not want two left turn lanes unless necessary; at present, there is not a need for two eastbound left-turn lanes at this time. Council Member Smith agreed. Council Member Courtney stated that if the lane is built, but not used, the City will still achieve safety benefits.

Mr. Hales stated that if the lane is built, but the City does not want it used, it will be painted with chevron striping. The left-hand turn lane that would be used would be the inner-most turn lane and the other turn lane would not be used until warranted. Council Member Bills asked who will decide when the use is warranted, to which Mr. Hales answered UDOT. Council Member Rodela asked if that needs to be included as a provision of the Council's decision. Mr. Hales answered no, it is already included.

Council discussion then centered on whether to include a right-hand turn lane and whether to end the merge lane before Snowflake; Mr. Hales spoke to the safest shortest merge distance, which is 1,190 feet. A faster merge is less safe and would not conform with safety recommendations of safety manuals.

Council Member Bills stated she is most focused on trying to minimize impact to homeowners. She would prefer four lanes, with two going south, but she wondered how that would change the impact to the homeowners. Mr. Spencer asked if she means two south and two north bound lanes, with a turn lane as well. Council Member Bills answered yes; one right turn lane would be eliminated to make two through lanes. Mr. Spencer stated that would reduce the impact to the Biesley property on the corner by 12 feet; the Stowe property would also be less impacted by the removal of the right turn lane by 12 feet. He stated final decision would determine the total impact to those properties. Council Member Bills suggested that an additional five feet could be saved if the lane widths were reduced from 12 to 11. Mr. Spencer stated that the current design includes 11-foot travel lanes. Council Member Bills stated that Mr. Hales' rendering included 12-foot lanes. Mr. Spencer stated he would need to clarify.

Council Member Smith stated that the discussion is for two northbound lanes north of SR 92 to 11200 North. He asked if it is possible to taper before 11200 North. Mayor Ostler asked if 600 feet is a safe merging distance. Mr. Spencer stated that he would suggest painting the lanes to identify a merge before Snowflake. This is less than the standard referred to by Mr. Hales. He would build the road with extra room for a trap lane, but paint for a merge prior to Snowflake. If all else fails, if someone cannot merge by Snowflake, they will have some space in the trap lane. Other mechanisms can be used to slow traffic and encourage safe merging. He noted that the City Council could make a conscious decision to recommend those changes, and this would reduce the impact on private properties by approximately 11 feet. It may take some extra care to accomplish the Council's desires and it may not meet all pertinent engineering standards, but it is an option.

Council Member Ron Campbell MOVED to extend the meeting to 11:10 pm.

Council Member Kim Rodela SECONDED the motion.

Council Member Doug Cortney AMENDED the motion to extend the meeting to 11:30 pm with a 2-minute break.

Council Member Scott L. Smith SECONDED the motion.

All voted in favor and the motion passed unanimously.

Council Member Rodela asked if reducing the road width from five lanes to four will reduce the City's chance of being awarded funding. Mr. Spencer stated it is his 'gut feeling' that change would reduce the City's chances of receiving funding. This due to the fact that MAG has limited funding, but construction costs are increasing so less projects can be funded with that dollar amount. He believes the City will likely still receive funding, but will be 'closer to the cut'. However, he believes that putting forth the project as recommended by Mr. Hales will almost guarantee the City will receive funding.

Council Member Bills communicated the items she would like to include in a motion regarding the application; she prefers a four-lane collector street classification with two southbound lanes, one of which is also a right-turn lane, and for the City to maintain control of the decision regarding the number of left-turn lanes.

Council Member Brittney P. Bills MOVED that the City Council accept the findings and APPROVE an amendment to the Transportation Element of the General Plan and reclassify a portion of 4800 West between

SR-92 and 11200 North from a 3-lane major collector to a 4-lane arterial, creating a new classification in the City's Transportation Element of the General Plan. Council also directs that the project scope be for a single northbound lane, a left turn lane, a thru lane, and a combined right-thru lane.

Council Member Scott L. Smith SECONDED the motion.

Council Member Rodela asked if the project is doable. Mr. Hales stated that it will be a temporary fix, but he believes the City will need to consider this intersection again in the future. Mayor Ostler asked how far into the future the project will need to be reconsidered, to which Mr. Hales answered by 2050. This led to brief discussion among the Council and staff regarding the potential future impacts to private properties along the roadway and the likelihood of the City receiving funding for the project. Council discussion of the motion led to some confusion about the directive being provided to staff, which led Mayor Ostler to seek clarification from Mr. Spencer and Mr. Hales. Mr. Hales stated that he would recommend classifying the road as an arterial, extending the lanes to 620 feet from the intersection, giving 500 feet for dual southbound lanes at the intersection that can queue backwards and provide needed merging distance. This will provide a ten to one merge ratio. There was still confusion and the Council asked Mr. Hales to restate his recommendation, while also using the aid of the conceptual plan of the project area and a map. Mr. Hales made the following statement:

“Snowflake is at 800 feet. My suggestion is south of Snowflake, 620 feet north of SR 92 is where to begin to taper heading southbound. That would be a 120-foot taper distance, which would be a 10:1 ratio and that would widen out from a single lane to two southbound lanes that would approach SR 92 in the southbound direction. That outside lane would be a shared through and a right turn lane shared through right, and then the eastbound direction, there would be a single left turn lane in the northbound direction. The City would work on lane alignment to have the same two lanes that presently exist. You have the same trap condition that you currently have but the single northbound lane would come up and go through the intersection and be your northbound lane that would go all the way to 11200 North. In the westbound direction, put in the right turn pocket to go northbound.”

Council Member Smith asked how many feet above the intersection with SR 92 the dedicated right turn lane would start. Mr. Spencer stated it is likely about 100 feet more than what Mr. Hales described.

Council Member Bills stated she feels that what Mr. Hales has described is the best the City can do to maximize safety, increase function, and reduce the impact on residences.

Council Member Cortney asked if the Council wants to maintain the trap lane on the south side of the intersection. He would prefer to switch the right turn lane to the trap lane because he feels that will be safer. Mr. Spencer stated the Council can give guidance on that matter, but ultimately this is a State road and UDOT can make the final decision.

Council Member Brittney P. Bills AMENDED the motion to be that City Council accept the findings and APPROVE an amendment to the Transportation Element of the General Plan and reclassify a portion of 4800 West between SR-92 and 11200 North from a 3-lane major collector to a 4-lane arterial, creating a new classification in the City's Transportation Element of the General Plan. Council also directs that the project scope be for a single northbound lane, a left turn lane, a thru lane, and a combined right-thru lane, and dedicated right-hand turn lane westbound on SR-92 turning onto 4800 West, with design and layout as generally explained by Ryan Hales.

Council Member Scott L. Smith SECONDED the motion.

Mr. Patterson stated that it is his understanding that the motion is for a four-lane arterial, with one northbound

lane and design and layout generally as explained as by Mr. Hales above.

Council Member Kim Rodela requested that the record show that she apologizes to the Council in 2050.

The vote was recorded as follows:

<i>Council Member Brittney P. Bills</i>	<i>Yes</i>
<i>Council Member Ron Campbell</i>	<i>Yes</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>

The motion passed 5:0

Council Member Doug Cortney MOVED to extend the meeting to midnight. Council Member Ron Campbell SECONDED the motion. All voted in favor, except Council Member Kim Rodela and Council Member Scott L. Smith. The motion passed 3:2.

4. EXPEDITED ITEMS

Items in this section are to be acted upon by City Council. These items have been brought before Council previously. The report and presentation may be abbreviated.

a. ACTION: 2024 Drainage Improvements *General City Management*
Andy Spencer, City Engineer/Public Works Director

The City Council will consider awarding Baker Construction the 2024 Drainage Improvement Project.

Council Member Brittney P. Bills MOVED to approve item 4a, 2024 Drainage Improvements.

Council Member Scott L. Smith 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>Yes</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>

The motion passed 5:0.

b. ACTION: Appointment of Appeal Authority *General City Management*

Jay Baughman, Assistant City Administrator/Community Development Director

The City Council will consider appointing Craig Call as the Highland City Appeal Authority.

Council Member Scott L. Smith MOVED that the City Council approve Craig Call's appointment as Appeal Authority for Highland City and authorize the execution of the proposed appointment agreement per the information in the packet.

Council Member Brittney P. Bills 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>Yes</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>

The motion passed 5:0.

5. DISCUSSION ITEMS

Items in this section are for discussion and direction to staff only. The City Council will not take any formal action.

a. DISCUSSION: Alpine Highway Fence Repair Bid *General City Management
Andy Spencer, City Engineer/Public Works Director*

Discuss the bids received on the Alpine Highway fence repair and provide staff direction on next steps.

This item will be discussed at the next Council meeting.

b. DISCUSSION: Emergency Preparedness Committee *General City Management
Ron Campbell, Council Member*

The City Council will consider a request from Council Member Ron Campbell to form an Emergency Preparedness Committee.

This item will be discussed at the next Council meeting.

6. MAYOR/COUNCIL AND STAFF COMMUNICATION ITEMS

The City Council may discuss and receive updates on City events, projects, and issues from the Mayor, City Council members, and city staff. Topics discussed will be informational only. No final action will be taken on communication items.

a. TSSD Water Reuse Agreement *Andy Spencer, City Engineer/Public Works Director*

City Engineer/Public Works Director Spencer summarized the purpose and intent of the reuse agreement; American Fork will trade water with Highland City and there will be a cost identified in the agreement for the trade. The agreement must be approved before March 25 due to a pending water rights application. The Council was not opposed to the reuse agreement being included on the next City Council business meeting agenda.

b. Chamber of Commerce Sponsorship Contract *Jay Baughman, Assistant City Administrator/Community Development Director*

This item will be discussed at the next Council meeting.

c. Legislative Updates *Kurt Ostler, Mayor*

This item will be discussed at the next Council meeting.

7. CLOSED SESSION

The City Council may recess to convene in a closed session to discuss items, as provided by Utah Code Annotated §52-4-205.

There was no closed session.

ADJOURNMENT

Council Member Kim Rodela MOVED to adjourn the regular meeting and Council Member Brittney P. Bills SECONDED the motion. All voted in favor and the motion passed unanimously.

The meeting adjourned at 11:44 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 March 12, 2024. This document constitutes the official minutes for the Highland City Council Meeting.



Stephannie Cottle, CMC
City Recorder

**Welcome to the Highland
City Council Meeting**

March 12, 2024

Please Sign the Attendance Sheet




1



7:00 PM REGULAR SESSION

Call to Order – Mayor Kurt Ostler
Invocation – Council Member Doug Cortney
Pledge of Allegiance – Council Member Scott L. Smith

2



UNSCHEDULED PUBLIC APPEARANCES

Time set aside for the public to express their ideas and comments on non-agenda items.

- Please state your name clearly.
- Limit your comments to three (3) minutes.

3

CONSENT ITEMS *(5 minutes)*

2a. Approval of Meeting Minutes: February 6, 2024 and February 20, 2024 *General City Management*

4

Motion to Approve

I move that the City Council approve consent item 2a, the approval of meeting minutes from February 6, 2024, and February 20, 2024.

5



**FISCAL YEAR 2023-2024 MID-YEAR
BUDGET ADJUSTMENTS** *General City
Management*

Item 3a – Public Hearing/Resolution
Presented by – Erin Wells, City Administrator

6

Overview

- Many of these adjustments have previously been approved by the City Council. This action formalizes the approvals.
- Some items are new to the Council
- Projected Fund Balance is end of FY25
 - Changes outlined for Fund Balance include not just adjustments, but already approved budget amounts/ prior year use/ planned surplus

7

Cemetery Perpetual Care Fund

- \$70,917 increase in fund balance from \$29,021 to \$99,938.
- Elimination of cemetery fund transfer -\$200,000
 - FY22 and FY23 transfer were -\$50,000 too much
 - Plot sales have decreased by -\$70,000 per year
 - -\$68,000 cemetery maintenance building

8

General Fund

- General Fund \$217,973 decrease in fund balance from \$5,443,273 to \$5,225,300
 - Elimination of cemetery fund transfer -\$200,000
 - 5% Increase for Fire Department Wage mid-year adjustments
 - Previously approved by Lone Peak Board and Alpine City
 - Trail Improvements in Wimbelton subdivision funded through Open Space sale proceeds in that neighborhood

9

Open Space Fund & Building Capital Fund

- Open Space Fund - \$449,846 decrease in fund balance from \$449,846 to \$0
- Building Capital Improvement Fund - \$1,793,000 increase in fund balance from \$1,182,038 to \$2,975,038
- Moves all Open Space Fund Balance to the Building Capital Fund for the Parks Maintenance Building
- Timing of Parks Maintenance Building moved into FY25

10

Parks Capital & Town Center Exaction Funds

- Parks Capital Improvement Fund - \$3,027,100 decrease in fund balance from \$7,133,406 to \$4,106,306
- Town Center Exaction Fee Fund - \$200,000 decrease in fund balance from \$278,383 to \$78,383
- Mountain Ridge Park Timing & Transfer

11

Sewer and Culinary Water Funds

- Sewer Fund - \$81,258 decrease in fund balance from \$2,308,718 to \$2,227,460
- Culinary Water Fund - \$20,006 decrease in fund balance from \$1,425,092 to \$1,405,086
- Project cost increases and Mountain Ridge Park costs

12

Pressurized Irrigation Fund

- \$1,336,437 decrease in fund balance from \$5,302,774 to 3,966,337
- Timing of PI Meter Project and 6000 West Pump Station pushed to FY25

13

Utility Transportation Fund

- Utility Transportation Fund - \$500,000 decrease in fund balance from \$539,596 to \$39,596
- “Catch-up” on road projects from holding back in prior fiscal years

14

Motion to Approve

I move that City Council adopt the resolution amending the Highland City fiscal year 2023-2024 budget as shown in the included exhibit and as presented by staff.

15



GENERAL PLAN AMENDMENT - 4800 WEST RE-DESIGNATION *General City Management*

Item 3b - Public Hearing/Ordinance
Presented by - Rob Patterson, City Attorney/Planning & Zoning Administrator

16

Background

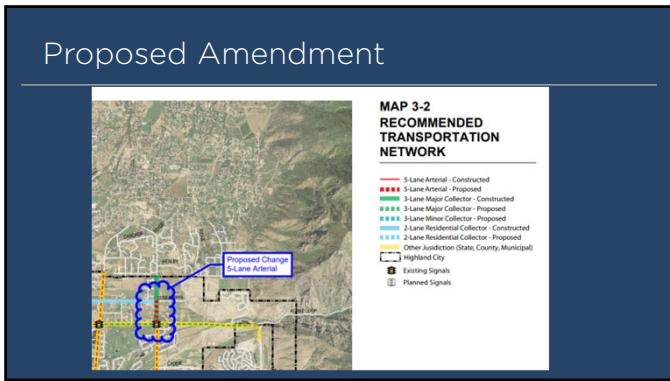
- Proposed amendment to transportation element of general plan to reclassify 4800 West between SR-92 and 11200 North from 3-lane major collector to 5-lane arterial
- Amendment would expand an already approved (2022) and funded project (scheduled 2026) to align lanes in intersection
- Planning Commission recommended denial 5-1
- City Council makes final decision as legislative decision on whether to approve reclassification as part of general plan amendment and scope of project to be applied for

17

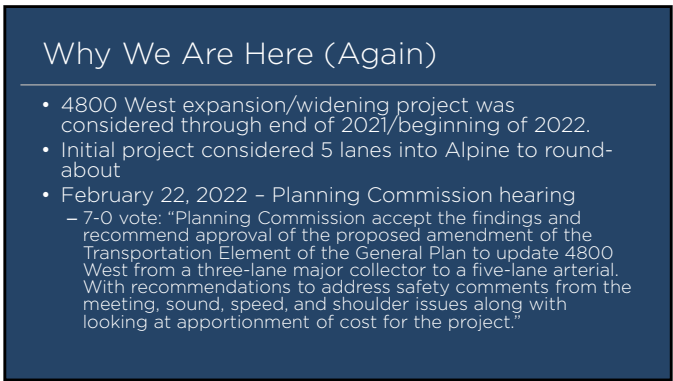
Principal Discussion

- Objective: Intersection safety and congestion review
 - This is not a lane capacity question.
 - Safety and congestion are interlinked - more congestion, decreased safety
 - Intersection issues cannot be solved solely within the crosswalks - requires looking at how people enter and leave intersection
 - The effects of an intersection extend for several hundred feet away from the intersection. To mitigate an intersection problem, it can require improvements for that entire length.
 - Because widening the road to solve the intersection would create a 5-lane road for a portion of the road, it is proper to reflect that on the City's plan

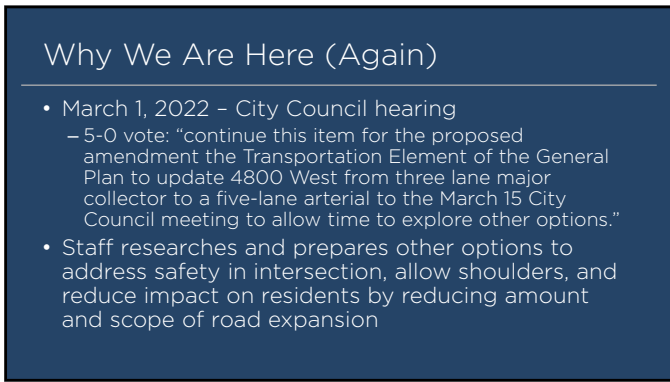
18



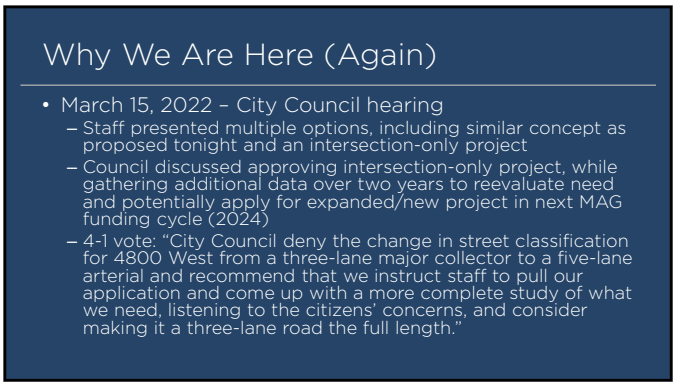
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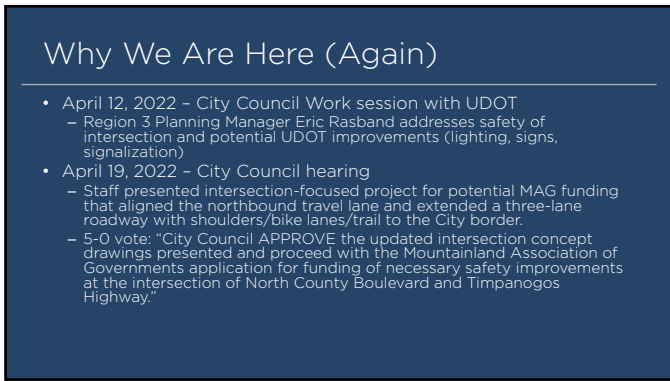
20



21



22



23



24

Why We Are Here (Again)

- Post April 2022 – Intersection project is applied for and receives approval from MAG for funding
- 2023 – City works with MAG to conduct gravel pit road study
- Aug 2023 – Gravel pit road study completed and presented
- Q4 2023 – Gravel pit road is determined to be financially unfeasible due to cost and limited traffic improvement. MAG indicates that funding a single project is more viable

25

Gravel Pit Road

Aug 2023
RB&G
Engineering

0.56 miles
5,500 VPD
\$26.7 million

3 options considered

26

Why We Are Here (Again)

- Dec 2023 – Jan 2024 – Staff and council discuss whether to review 4800 West project given the Gravel Pit Road study and MAG's statements regarding funding, to verify if the intersection safety and congestion concerns will be mitigated by the 2022 plan.
- Jan 2024 – Council rates 4800 West as high priority for consideration
- February 2024 – Neighborhood notice and meeting, Planning Commission Hearing
- March 12, 2024 – City Council hearing

27

Why Consider More?

- MAG and UDOT consider this intersection and connection a higher priority in terms of needing safety and capacity improvements
- MAG requests that whatever project the City does here, that it solve the intersection and not result in future funding requests.
- Other improvements (signage, striping, light timing, etc.) have not resulted in achieving all goals for desired improvements in intersection safety and function

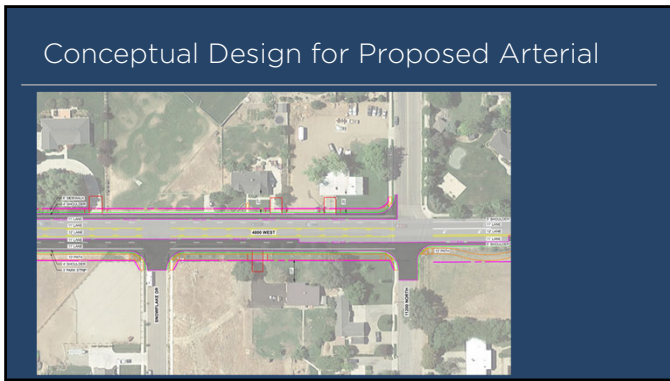
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2022 Approved Intersection Improvements

29

Conceptual Design for Proposed Arterial

30



31

Considerations - Hales Engineering

- 4800 West improved to 5-lane arterial to 11200 North
 - Two southbound lanes beginning at 11200 north continuing onto North County Blvd
 - Two northbound lanes, one that ends as a trap right turn lane at 11200 north
- Two left turns SR-92 eastbound onto 4800 West
- Keep dedicated right-turn SR-92 westbound onto 4800 West
- Third southbound lane on SR-92 as acceleration lane for dedicated right-turn.

32

Considerations - Planning Commission

- Planning Commission hearing Feb 27, 2024
 - Numerous resident and non-resident comments against 4800 West expansion. Comments addressed deficiencies in studies, traffic and accident data, potential safety issues, and lack of benefit to City
 - Commission voted 5-1 to recommend denial of the proposed amendment with the following findings:
 - 1. The studies performed show that the traffic will not increase in a material and substantial way;
 - 2. The project would have a significant and disproportionate impact on residents;
 - 3. There is a lack of perceived value to any Highland residents.

33

Considerations - Residents

- Impacts to residents
 - Property owners adjacent to improvements will have property taken and used for improvements. Will bring homes and yards closer to roadway
 - Width of road for pedestrians
 - Increased safety and capacity on 4800 west with additional lanes, shoulders, and intersection connectivity

34

Considerations - Alpine

- Alpine General Plan - 4800 West/Canyon Crest Rd.
 - Three lane roadway

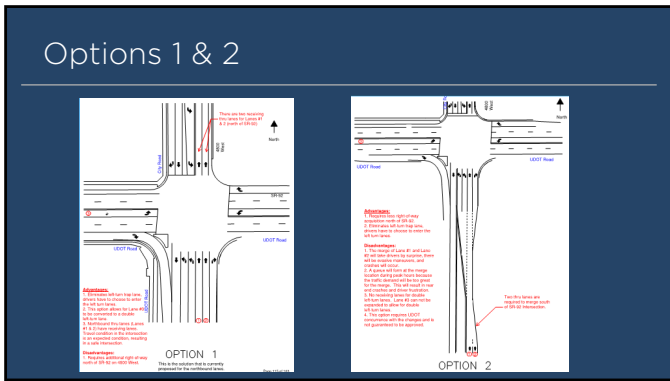
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Considerations - Northbound Options

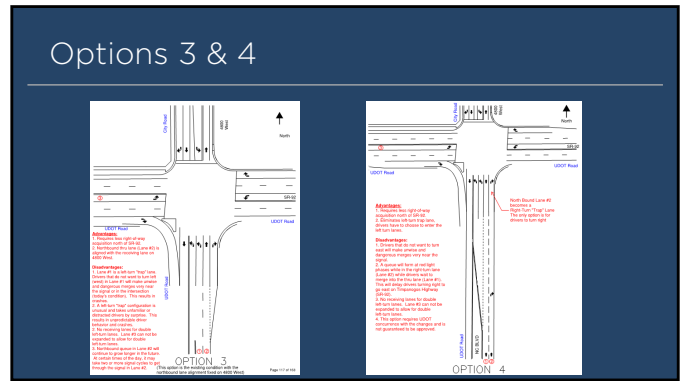
What are the options for the northbound lanes?

- Option 1 - provide two receiving lanes for northbound thru lanes. (Proposed 4800 West expansion, scope TBD)
- Option 2 - merge northbound thru lanes south of SR-92.
- Option 3 - One of the northbound travel lanes becomes a "trap" left at SR-92. (Existing condition)
- Option 4 - One of the northbound travel lanes becomes a "trap" right at SR-92.

36



37



38

Staff Recommendation

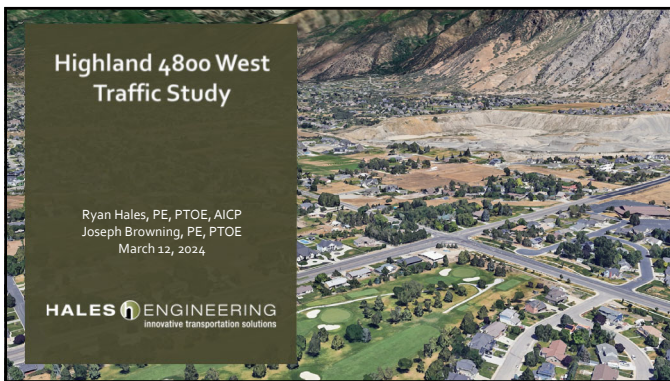
- Staff believes that the project scope approved in 2022 is insufficient to fully resolve the safety and traffic concerns at the 4800 West/SR-92 intersection.
- Staff recommends that the Council consider the proposed amendments to the City's general plan, the impacts to adjacent property owners from widening 4800 West, and the safety impacts and needs of the 4800 W/SR-92 intersection; conduct a public hearing; and approve an appropriate project scope for 4800 West expansion.

39

Public Hearing

- A public hearing will be held to allow the public to provide comment on the contemplated general plan modification.

40



41

- ### Introduction
- Previous studies
 - Existing traffic volumes/level of service
 - Travel Demand Model
 - Travel times
 - Future (2050) traffic volumes
 - Crash data
 - Improvements
 - Other considerations

42

Previous Studies

- S.R. 92 Access & Circulation Study (Avenue)
 - Greater area connectivity generally improves traffic flow on S.R. 92
- Highland Gravel Pit Connector Road Feasibility Study (MAG)
 - Evaluated feasibility of connector road near Park Drive
- Highland Park Drive Connection Study (Hales)
 - Evaluated potential impacts of connection of Park Drive to High Bench Road
- UDOT 4800 West / S.R. 92 Signal Retiming (~July 2022)
 - Improved delay and reduced queueing

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Existing Traffic Volumes

MORNING PEAK HOUR

EVENING PEAK HOUR

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Existing LOS by Movement

MORNING PEAK HOUR

Approach	Movement	Delay/Veh (sec)		LOS
		Avg	C	
NB	L	43.3	D	
	T	20.9	C	
	R	4.9	A	
Subtotal		35.3	D	
SB	L	58.8	E	
	T	41.4	D	
	R	15.6	B	
Subtotal		41.1	D	
EB	L	51.8	C	
	T	40.1	D	
	R	14.1	B	
Subtotal		18.0	B	
WB	L	41.6	D	
	T	39.1	D	
	R	26.0	C	
Subtotal		37.4	D	
Total		32.2	C	

EVENING PEAK HOUR

Approach	Movement	Delay/Veh (sec)		LOS
		Avg	C	
NB	L	24.3	C	
	T	30.0	C	
	R	6.0	A	
Subtotal		14.0	D	
SB	L	60.2	F	
	T	01.6	E	
	R	20.0	B	
Subtotal		60.0	E	
EB	L	48.3	D	
	T	46.7	D	
	R	9.9	A	
Subtotal		27.8	C	
WB	L	49.6	D	
	T	38.1	D	
	R	23.6	C	
Subtotal		38.9	D	
Total		35.4	D	

This movement is likely worse during the 15-20 minutes before Lone Peak HS starts

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MAG Travel Demand Model/Sensitivity

■ 2050 Sensitivity Analysis

- 20%
- 15%
- 10%
- 5%

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Alpine Hwy vs 4800 W Average Daily Traffic (ADT)

■ Alpine Highway (SR 74):

- Existing: 7,500 ADT south of S.R. 92
- 2050: 8,000 ADT south of S.R. 92

■ 4800 W:

- Existing: 13,000 ADT north of S.R. 92, 21,000 ADT south of S.R. 92
- 2050: 17,500 north of S.R. 92, 26,000 south of S.R. 92

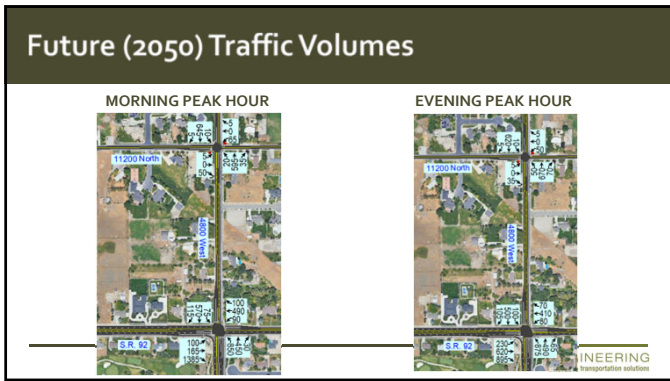
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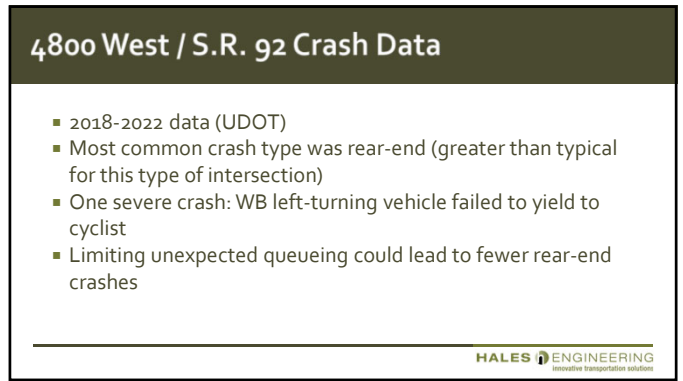
Travel to I-15 SB

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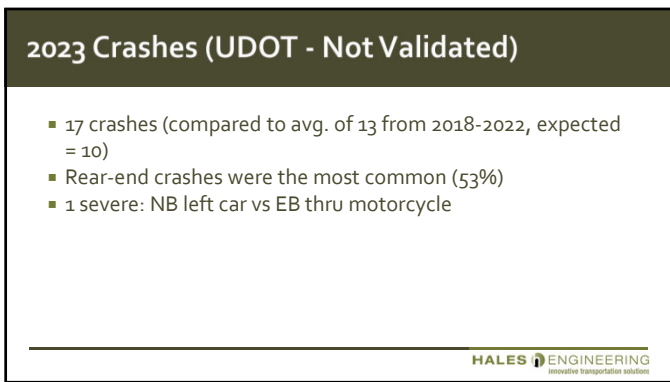
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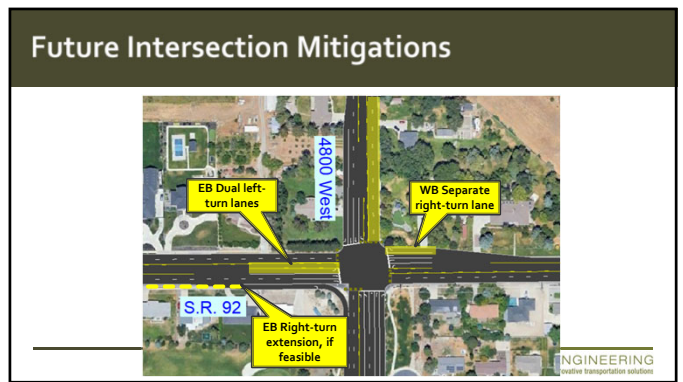
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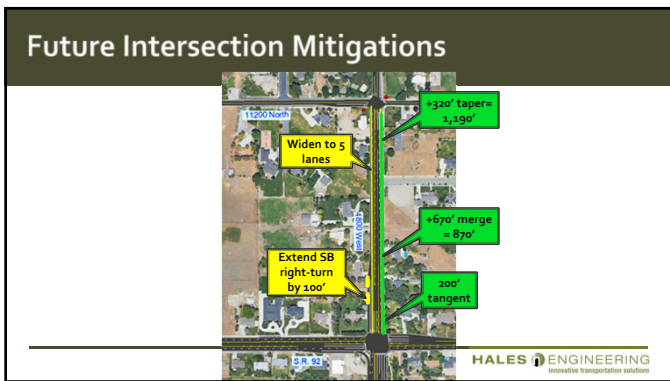
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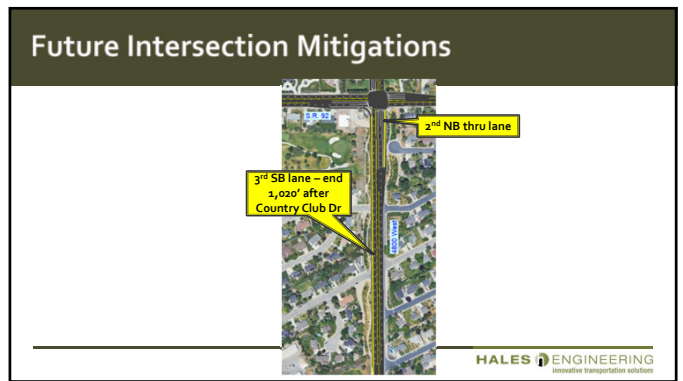
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52



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54

Questions?



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55

Motion to Approve

I move that City Council accept the findings and APPROVE the proposed amendment to the Transportation Element of the General Plan and reclassify a portion of 4800 West between SR-92 and 11200 North from a 3-lane major collector to a 5-lane arterial. (The Council may impose conditions or modifications to the proposed project scope if desired).

56

Motion to Deny

I move that the City Council DENY the proposed General Plan amendment based on the following findings: (The Council may draft appropriate findings if desired).

57



2024 DRAINAGE IMPROVEMENTS
General City Management

Item 4a - Expedited: Action
Presented by - Andy Spencer, City Engineer/Public Works Director

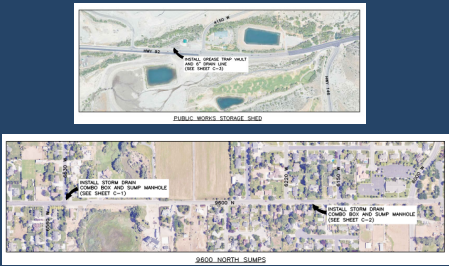
58

Prior Council Direction

The approved FY2024 budget provides funding for the project.

59

Project Location




60

Motion to Approve

I move that City Council APPROVE the 2024 Drainage Improvement project to Baker Construction in an amount up to \$89,916 and AUTHORIZE the City Administrator to sign the contract documents.

61



APPOINTMENT OF APPEAL AUTHORITY *General City Management*

Item 4b – Expedited: Action
Presented by – Jay Baughman, Assistant City Administrator/Community Development Director

62

Background

- Appeal Authority is an appointed position, appointed by mayor with advice and consent of city council
- Appeal Authority hears and decides land use appeals and variances
- 2 proposals received from RFP; Mr. Craig Call's proposal is recommended due to both Mr. Call's experience and lower rate
 - J.D., Property Rights Ombudsman, Appeal Authority for other entities
- Rate: \$125 per hour, with travel time billed at half rate (\$62.50)

63

Motion to Approve

I move that City Council approve Craig Call's appointment as Appeal Authority for Highland City and authorize the execution of the proposed appointment agreement.


64



TSSD WATER REUSE AGREEMENT

Item 6a – Communication
Presented by – Andy Spencer, City Engineer/Public Works Director

65



FUTURE MEETINGS

- March 19, Lone Peak Public Safety District Meeting, 7:30 am, City Hall
- March 19, City Council Work Session & Meeting, 6:00 pm, City Hall
- March 26, Planning Commission Meeting, 7:00 pm, City Hall
- April 10, Lone Peak Public Safety District Meeting, 7:30 am, City Hall
- April 16, City Council Meeting, 7:00 pm City Hall
- April 23, Planning Commission Meeting, 7:00 pm, City Hall
- April 30, City Council Budget Work Session, 6:00 pm, City Hall

66