



HIGHLAND PLANNING COMMISSION MINUTES


TUESDAY, May 27, 2025

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

Approved June 24, 2025

VIRTUAL PARTICIPATION

 YouTube Live: <http://bit.ly/HC-youtube>

 Email comments prior to meeting: planningcommission@highlandcity.org

7:00 PM REGULAR SESSION

Call to Order: Chair Chris Howden

Invocation: Commissioner Audrey Moore

Pledge of Allegiance: Commissioner Chris Howden

The meeting was called to order by Commissioner Chris Howden as a regular session at 7:00 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 Moore and those in attendance were led in the Pledge of Allegiance by Commissioner Howden.

PRESIDING: Commissioner Chris Howden

COMMISSIONERS

PRESENT: Jerry Abbott, Sherry Kramer, Audry Moore, Debra Maughan, Wesley Warren

CITY STAFF PRESENT: Assistant City Administrator/Community Development Director Jay Baughman, City Attorney/Planning & Zoning Coordinator Rob Patterson, Deputy Recorder Heather White

OTHERS PRESENT: Jon Hart, David Wilkins, Troy Harris, Amanda Bunnell, Scott Oldroyd, Michelle Saunders, Logan Johnson

1. UNSCHEDULED PUBLIC APPEARANCES

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

None was offered.

2. 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 – April 22, 2025 *Heather White, Deputy City Recorder*

Commissioner Moore MOVED to approve the April 22nd meeting minutes. Commissioner Maughan SECONDED the motion. All present were in favor. The motion carried unanimously.

3. ACTION ITEMS

a. PUBLIC HEARING/ORDINANCE: PH – General Plan – Transportation Element Amendments
– *General Plan Amendment (Legislative)*

Rob Patterson, City Attorney/Planning & Zoning Administrator

The Planning Commissioner will consider and provide recommendation regarding two amendments to the transportation element of the City's General Plan.

Mr. Patterson explained that the proposed amendment made two changes: 1. reclassified 11200 North from a 2-lane residential collector to a local street, and 2. allowed the city to approve alternative street standards. He reviewed the history of 11200 North and reported that the city engineer thought a collector road was not needed in the area. If approved, it would mean that 11200 North could not be widened in the future without amending the general plan through public process. He spoke about the second amendment and explained that it would add language to the list of factors/considerations that the city addressed in approving or constructing streets and rights-of-way. It would allow the city to approve alternative standards in limited circumstances. He talked about situations in which a full right-of-way might not be possible. He said it would allow a city-owned property connection. Commissioner Warren wondered if the proposed amendment would allow a larger cross section. Mr. Patterson did not think it would allow for larger cross sections. He said having less right-of-way was more common.

Commissioner Howden opened the public hearing at 7:28 PM and called for public comment.

Resident David Wilkins thought the reclassification made sense and thought that 11200 North should be a local road. He said it was used heavily as a residential street by pedestrians and kids playing. He thought the second proposed amendment needed public review and council approval. He thought connecting the street seemed to undo it as a local road. If used for emergency access, he hoped that it would have removable pylons.

Resident Troy Harris said he did not want the street to go through. He thought taking bollards down would take emergency personnel as much time as it would take to drive around the block. He talked about compromising the safety of the neighborhood. Mr. Harris proposed that the city either scrap the plan permanently or sell the property to him. He said locals did not want the street to go through. He maintained the city-owned property in the past and was willing to buy it and develop in a way that would allow public use.

Resident Amanda Bunnell mentioned that she had small boys who loved to play, scooter, and bike. The neighborhood was one of her favorite things because there was not a lot of traffic. She wondered who would benefit from the street connection. Commissioner Warren said it could be a connection for kids on bikes. His vision for the road would be no traffic, but it would be better than the rocks that currently existed. Ms. Bunnell said she was very much against making 11200 N a through road and did not think it was worth making a connection for emergency vehicles. She thought something could be done in order to make it look nicer.

Resident Scott Oldroyd agreed with making 11200 N a residential road but thought there were pros and cons with the second proposed amendment. He said there were risks associated with having flexibility. He agreed with Mr. Harris. He thought it would be faster for emergency vehicles to drive around rather than having to remove bollards. He wondered how often the police wanted to be able to drive through the road. He suggested that Mr.

Harris maintain the city owned property with the neighborhood's help while alleviating the city's responsibility.

Resident Michelle Saunders explained that her kids played with kids on 11200 North. She said she loved and hated the light and feared that more traffic would funnel into it if 11200 N became a through street. She thought the city should sell the property to Mr. Harris so he could maintain it.

A resident living on 11200 North mentioned that she bought her house six or seven months ago because the area had less traffic. She was against connecting 11200 N. She talked about previously living by Alpine Highway and did not like the traffic. She thought the city-owned property should be sold to Mr. Harris and that the safety of kids should come first above convenience.

Commissioner Howden closed the public hearing at 7:46 PM.

Commissioner Kramer said she recently drove the area and did not think that changing the code was justified, especially in this situation. She said the area was a maze of winding roads and cul-de-sacs that had been functioning quite well for as long as it existed. Previous councils permitted a cul-de-sac on the east end which showed that it was never intended to go through. Commissioner Kramer said it would be nice to take care of weeds and create a wider asphalt pedestrian right-of-way. She thought that if there was a situation in the future where a road was deemed a necessity, and was not the required width, the amendment could be revisited case by case. As of now she was against the proposed amendment.

Commissioner Moore talked about neighborhoods and how they changed as kids grew up. She pointed out that the neighborhood might be full of kids now, but in the future, it would be full of teenage drivers. She asked residents to consider that as they thought about street access. She explained that the city was trying to improve connectivity for pedestrian walkways and trail systems as well as for vehicles. She talked about emergency access, particularly with snow and how difficult it was in cul-de-sacs. She agreed with designating 11200 N as a local road. She said flexibility was important but thought it should be only for unique circumstances.

Commissioner Maughan said she frequently walked in the area and completely agreed with Commissioner Kramer. She thought emergency vehicles could go around as fast as they could go through. She thought the neighborhood should stay exactly how it was with the path cleaned up.

Mr. Harris mentioned that the neighbors came together and put in the rock/gravel base. He said boulders had to be added on the east side later to keep UTVs and motorcycles from driving on it; posted signs were ignored.

Commissioner Abbott explained that the proposed amendments cleaned up what already existed. He pointed out that sometimes developers could not build a full right-of-way, and commissions and councils would review those situations. He thought the proposed amendments would clean up the code and help Highland be a more professional city. Passing the amendments would not force the road to go through. He talked about good connectivity for kids. He said not passing the amendment would not keep the city from putting the road through. He thought the provision that allowed different rights-of-way would be used sparingly and would be very circumstantial.

Commissioner Warren said he was in favor of the proposed amendment but was not in favor of the road going through. He could see the benefit of the amendments. He thought the city had a chance to make the road a connector before, but now it was too late. Regarding the 11200 N connection, Commissioner Warren said he wanted to ask the fire chief if it was of any particular benefit. He would like to see the city-owned property finished somehow for connectivity and easier access. He wondered if there would be liability issues if the property was privately owned. Mr. Patterson explained that the owner would take on the liability. He said the city did not like to do easements on private property. Instead, it could be a public trail corridor.

Commissioner Howden thought the redesignation of the road made sense but was not in favor of the formal designation that allowed the city to adjust things.

The commissioners discussed areas within Highland that could benefit from the proposed amendments. Commissioner Abbott pointed out that passing the amendment would take some of the liability from the city. Mr. Patterson explained that Highland had a very wide right-of-way. He said the intent of the proposed amendment was to give the option for smaller rights-of-way if a larger one did not work.

Commissioner Abbott MOVED that the Planning Commission redesignate 11200 North to be a local street.

Commissioner Maughan SECONDED the motion.

The vote was recorded as follows:

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

The motion carried 6:0

Commissioner Abbott MOVED to approve the second amendment allowing the city to have flexibility through the approval process on city roads in special circumstances.

Commissioner Warren SECONDED the motion.

Discussion on the motion: Commissioner Maughan voiced concern about the vague wording. She loved the idea of what they were trying to do but was afraid that a future planning commission or council could use it in a way that was not intended.

The vote was recorded as follows:

<i>Commissioner Jerry Abbott</i>	<i>Yes</i>
<i>Commissioner Tracy Hill</i>	<i>Absent</i>
<i>Commissioner Christopher Howden</i>	<i>No</i>
<i>Commissioner Claude Jones</i>	<i>Absent</i>
<i>Commissioner Debra Maughan</i>	<i>No</i>
<i>Commissioner Audrey Moore</i>	<i>Yes</i>
<i>Commissioner Trent Thayn</i>	<i>Absent</i>
<i>Commissioner Alternate Sherry Kramer</i>	<i>No</i>
<i>Commissioner Alternate Wesley Warren</i>	<i>Yes</i>

The motion failed 3:3.

4. DISCUSSION ITEMS

Items in this section are for discussion and direction to staff only. No final action will be taken.

a. Daycare Development Agreement Land Use (Legislative)

Rob Patterson, City Attorney/Planning & Zoning Administrator

The Commission will review and give direction regarding a potential legislative development agreement to facilitate the construction of a daycare facility within the PO zone on the Professional Office “B” site.

Mr. Patterson reviewed and compared the original master site plan to the proposed site plan. He said a development agreement would override the originally approved master site plan. The proposed site plan included a one-story building that allowed 100+ kids. Peak traffic would be between 7-9 AM and 4-6 PM. He showed concept elevations. The commissioners reviewed access points, drop-offs, and traffic. They agreed that backed-up traffic and parking needed to be thought out.

Developer Logan Johnson said they would build and develop the site then lease it to a daycare group. He talked about the drop off route. He said one benefit was that they would not have strict start times. Drop-off and pick up would be stretched over 1 ½ hours.

Commissioner Kramer talked about the location of the playground and her concerns with its proximity to the road, safety and pollution. Commissioner Howden asked about restricted turning and voice concern about the danger of a left turn going north. Mr. Patterson said he would speak with the city engineer about it. Mr. Johnson thought their tenet might want a full turn. He talked about fencing and said it would probably be solid concrete or wrought iron. Commissioner Moore spoke about the safety of kids and thought fencing needed to be substantial in case it needed to stop cars. The commissioners said they liked the general concept.

5. COMMUNICATION ITEMS

Communication items are informational only. No final action will be taken.

ADJOURNMENT

Commissioner Moore MOVED to adjourn the meeting. Commissioner Abbott SECONDED the motion. All were in favor. The motion carried.

The meeting ended at 8:36 pm.

I, Heather White, Deputy Recorder, hereby certify that the foregoing minutes represent a true, accurate and complete record of the meeting held on May 27, 2025. The document constitutes the official minutes for the Highland City Planning Commission Meeting.

1



4



6

General Plan – Transportation Element

- Provides high-level overview of city’s transportation system
- Outlines general location and function of current transportation infrastructure
- Includes general guidance for roadway maintenance and long-term infrastructure planning
- Describes functional classification system and establishes classification of various roads within City

7

FUNCTIONAL CLASSIFICATION

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

8

STREET SPACING

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

9

ACCESS SPACING

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

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

10

ROW Classifications and Cross-Sections

11

ROW Classifications and Cross-Sections

12

Proposed Amendments

- Reclassify 11200 North from 2-Lane Residential Collector to local street
- Add language to transportation element allowing City to approve alternative right of way standards when there are significant obstacles to normal construction and connection benefits city

13

11200 North History

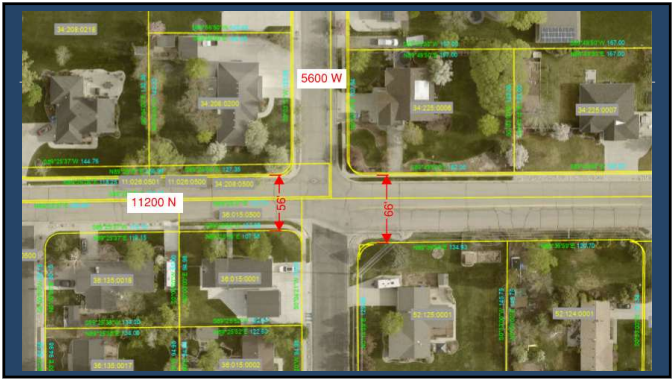
- 1980 Transportation Map – local road
- 1997 Transportation Map
 - Portion from 5600 W to Alpine Highway is classified as “2-Lane Residential Collector”
 - Remaining portion is classified as local road
- 2008 Transportation Map
 - Entire length of 11200 North from 6000 W to North County Blvd is classified as “2-Lane Residential Collector”
 - Portions west of 6000 W and east of North County Blvd are classified as local roads

14

11200 North

- 11200 North has not been fully constructed as 66 ft 2-lane collector ROW
- Portions of 11200 North have property dedicated for 66 ft ROW, even if ROW has not been built
- Majority of 11200 North has been built more or less to 56 ft ROW
- Council approved request for Williams View subdivision to construct 11200 North to 56-ft ROW standard instead of 66-ft ROW standard

15



16


Comparison of East/West Collectors

	11800 North	11200 North	10400 North	Canal Blvd West	Canal Blvd Mid	Canal Blvd East	9600 North
Speed Limit	35 MPH	25 MPH	35 MPH	30 MPH	30 MPH	30 MPH	25 MPH
Average Speed	36.75 MPH (1.75 over)	31.5 (6.5 over)	36.2 MPH (1.2 over)	30.5 MPH (0.5 over)	34.25 (4.25 over)	36.0 MPH (6 over)	31.2 MPH (6.2 over)
85 th % speed	40.5 MPH (16% over)	36.75 (26% over)	40.0 MPH (14% over)	35.5 MPH (18% over)	38.0 MPH (27% over)	39.75 MPH (30% over)	36.0 MPH (44% over)
% trips > 10 mph over	5.8%	26.8	3.0%	3.6%	8.3%	20%	20%
# daily trips	5,903	916	4,161	1,154	2,717	10,175	1,771
# residential accesses*	2	43	31	11.5	0	0	80
# schools	1	0	2	0	0	0	0
length	1 Mile	1.4 Miles	2.3 miles	1 mile	0.72 miles	0.85 miles	2.3 miles

17

Map & Classification Amendment

- “Downgrade” 11200 North from 2-lane residential collector to local street
- If approved, it would mean that the City could NOT widen 11200 North in the future without amending the General Plan through public process



18

General Plan Text Amendment

- Add language to the list of factors/considerations that the City addresses in approving or constructing streets and rights-of-way
- “22. If significant obstacles such as topography, land ownership, or existing infrastructure impede construction of a street to City standards, and the street is necessary or beneficial to the City, the City Council may approve an alternative standard that promotes access, circulation, and safety.”

19

General Plan Text Amendment

- Purpose would be to give the City some flexibility when dealing with unique and challenging road projects, whether public or private
- Could apply in many situations where standard ROW cross-section is not needed or feasible
 - 11200 N connection (11200 N/Andrew Drive)
 - Existing ditches adjacent to roads with no sidewalks
 - Steep roads (View Pointe)
 - Emergency Access

20

Staff Review and Recommendation

- Staff prepared amendments based on direction received from Commission and Council during April 8, 2025, General Plan workshop on transportation
- Notice of public hearing was published May 15
- One written comment received from resident expressing desire to not widen 11200 North or connect to Andrew Dr.
- Staff recommends the Planning Commission hold a public hearing and recommend approval

21

Proposed Motion

- I move that the Planning Commission recommend APPROVAL of the proposed amendments to the transportation element of the general plan.

Commission may make different/additional recommendations

22



PO ZONE DAYCARE DEVELOPMENT AGREEMENT

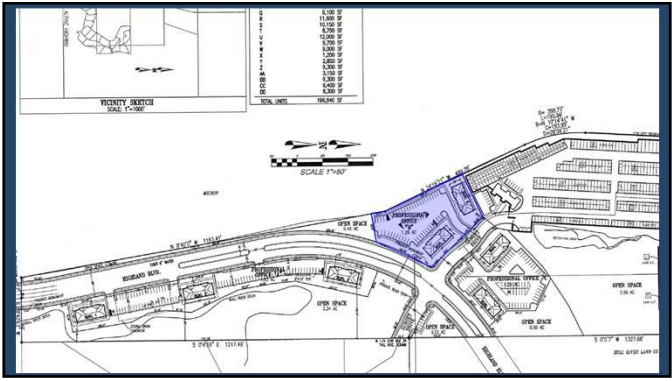
Land Use (Legislative)

Item 4a. - Discussion

Presented by - Rob Patterson

City Attorney, Planning & Zoning Administrator

23



24

Background

- Staff is still working on amendments to PO zone
- One tricky issue in the amendments is how to handle the original master site plan and building-specific design requirements
- One site, "Professional Office 'B'" was planned for two buildings (4 & 6), each 2 stories
 - During recent PO zone amendment, Commissioners and residents expressed concern with this site and the number, size, and location of planned buildings
- Approached by potential daycare developer seeking to develop that PO zone site

25

Background

- Applicant is asking for a legislative development agreement that overrides the current plan for this site and replaces it with a new site plan and building concept
- Legislative development agreements are procedurally handled like zoning changes – public hearings, Commission review and recommendation, Council makes ultimate decision
- Legislative development agreements are useful when a city wants to grant specific rights for a specific development, but avoid changing zoning throughout
- Legislative development agreement would not hamper proposed amendments to PO zone, could be processed simultaneously, and may actually help resolve issues with current master site plan

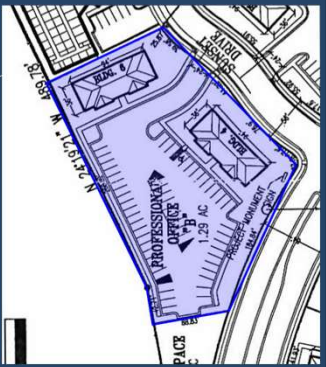
26

Current Plan/Zone

- Professional Office "B" site
 - 6800 sf building footprint coverage, 18,000 sf of buildings
- Building 4 – Two-story building
 - 3400 sf main, 3000 sf upstairs, 3000 basement
- Building 6 – Two-story building
 - 3400 sf main, 3000 sf upstairs, 3000 basement

27

Current Plan/Zone



28

Current Plan/Zone- Building 4



29

Current Plan/Zone- Building 6



30

Proposal

- 10,200 sf, single building, single-story daycare facility
 - ~112 children, drop-off
 - Peak traffic 7-9 am, 4-6 pm, anticipated ~50 trips/hour during peak
- Override the previously plans/design requirements for Professional Office "B" and buildings 4 & 6
- Replace those with new preliminary site plan and building design/elevation concepts
- Design appears to align with current PO zone requirements and style and potential future PO zone amendments

31



32



33



34



35

Options

- Staff and daycare client are looking for direction
- Wait for PO zone amendments
 - Staff anticipate bringing amendments to June meeting, but amendments will be easier to draft if this site is handled separately
 - Depending on feedback and revisions, adoption of PO zone amendments may take longer to complete than adopting site-specific legislative development agreement, and client wants fast entitlement
- Legislative Development Agreement
 - Commission in June, Council in July (maybe with PO zone amendments)

36



PLANNING COMMISSION AND STAFF COMMUNICATION ITEMS

a. General Plan Update – Land Use Element June 10, 2025

b. Future Meetings

- June 3, City Council, **6:00 PM**, City Hall
- June 10, Council/Commission General Plan Meeting, **6:00 PM**, City Hall
- June 17, City Council, **6:00 PM**, City Hall - BUDGET
- June 24, Planning Commission, 7:00 PM, City Hall