



# HIGHLAND PLANNING COMMISSION AGENDA

**TUESDAY, SEPTEMBER 23, 2025**

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

## VIRTUAL PARTICIPATION



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



Email comments prior to meeting: [planningcommission@highlandut.gov](mailto:planningcommission@highlandut.gov)

## 7:00 PM REGULAR SESSION

Call to Order: Chair Christopher Howden

Invocation: Commissioner Sherry Kramer

Pledge of Allegiance: Commissioner Jerry Abbott

### 1. UNSCHEDULED PUBLIC APPEARANCES

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

### 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 - July 8, 2025**  
July 8, 2025 City Council/Planning Commission General Plan Meeting
- b. **Approval of Meeting Minutes - July 22, 2025**  
July 22, 2025 Planning Commission Meeting
- c. **Approval of Meeting Minutes - August 26, 2025**  
August 26, 2025 Planning Commission Meeting

### 3. DISCUSSION ITEMS

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

- a. **ACTION: Highland City General Plan Update, Presentation of Draft General Plan Amendment (Legislative)**  
*Rob Patterson, City Attorney/Planning & Zoning Administrator, Jay Baughman, Assistant City Administrator/Community Development Director*  
The Planning Commission will receive and begin review of the draft comprehensive update and amendment to Highland City's General Plan.

### 4. COMMUNICATION ITEMS

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

## ADJOURNMENT

In accordance with Americans with Disabilities Act, Highland City will make reasonable accommodations to participate in the meeting. Requests for assistance can be made by contacting the City Recorder at (801) 772-4505 at least three days in advance of the meeting.

### **ELECTRONIC PARTICIPATION**

Members of the Planning Commission may participate electronically during this meeting.

### **CERTIFICATE OF POSTING**

I, Rob Patterson, City Attorney/Planning & Zoning Administrator, certify that the foregoing agenda was posted at the principal office of the public body, on the Utah State website (<http://pmn.utah.gov>), and on Highland City's website ([www.highlandcity.org](http://www.highlandcity.org)).

Please note the order of agenda items are subject to change in order to accommodate the needs of the Planning Commission, staff and the public.

Posted and dated this agenda on the 18th day of September 2025.

Rob Patterson, City Attorney/Planning & Zoning Administrator

<b>THE PUBLIC IS INVITED TO PARTICIPATE IN ALL PLANNING COMMISSION MEETINGS.</b>
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## HIGHLAND CITY

# HIGHLAND CITY COUNCIL MINUTES

Tuesday, July 8, 2025

Waiting Formal Approval

## City Council & Planning Commission General Plan Meeting

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

### 6:00 PM WORK SESSION

Call to Order: Mayor Kurt Ostler

Invocation: Council Member Kim Rodela

Pledge of Allegiance: Commissioner Trent Thayn

The meeting was called to order by Mayor Kurt Ostler as a work session at 6:05 pm. The meeting agenda was posted on the Utah State Public Meeting Website at least 24 hours prior to the meeting. The prayer was offered by Council Member Kim Rodela and those in attendance were led in the Pledge of Allegiance by Commissioner Trent Thayn.

**PRESIDING:** Mayor Kurt Ostler

### COUNCIL MEMBERS:

Brittney P. Bills	Present via Zoom (joined at 6:00 pm)
Ron Campbell	Present
Doug Cortney	Present via Zoom (joined at 6:43 pm)
Kim Rodela	Present
Scott L. Smith	Present

### PLANNING COMMISSIONERS:

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

**CITY STAFF PRESENT:** City Administrator Erin Wells, City Attorney/Planning & Zoning Administrator Rob Patterson, City Recorder Stephannie Cottle

**OTHERS PRESENT:** Jon Hart, Aubrey Larsen, Sam Taylor

## 1. CONSENT ITEMS

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

- a. Approval of Meeting Minutes General City Management**  
*Stephannie Cottle, City Recorder*  
May 13, 2025

Commissioner Sherry Kramer requested to amend the minutes, per Council Member Doug Cortney's request, to add Sam Taylor and Aubrey Larsen as being in attendance.

*Council Member Sherry Kramer MOVED to approve the meeting minutes of May 13, 2025, as amended.*

*Council Member Ron Campbell SECONDED the motion.*

*The vote was recorded as follows:*

<i>Council Member Brittney P. Bills</i>	<i>Zoom – Did Not Vote</i>
<i>Council Member Ron Campbell</i>	<i>Yes</i>
<i>Council Member Doug Cortney</i>	<i>Absent</i>
<i>Council Member Kim Rodela</i>	<i>Yes</i>
<i>Council Member Scott L. Smith</i>	<i>Yes</i>
<i>Commissioner Jerry Abbott</i>	<i>Yes</i>
<i>Commissioner Tracy Hill</i>	<i>Absent</i>
<i>Commissioner Christopher Howden</i>	<i>Yes</i>
<i>Commissioner Claude Jones</i>	<i>Absent</i>
<i>Commissioner Debra Maughan</i>	<i>Absent</i>
<i>Commissioner Audrey Moore</i>	<i>Absent</i>
<i>Commissioner Trent Thayn</i>	<i>Yes</i>
<i>Alternate Commissioner Sherry Kramer</i>	<i>Yes</i>
<i>Alternate Commissioner Wes Warren</i>	<i>Yes</i>

*The motion carried 8:0*

## 2. PRESENTATIONS

- a. General Plan - Land Use** *Jay Baughman, Assistant City Administrator/Community Development Director, Rob Patterson, City Attorney/Planning & Zoning Administrator*  
The City Council and Planning Commission will discuss the Land Use Element of the General Plan, with a focus on the city's moderate income housing goals.

City Attorney/Planning & Zoning Administrator Patterson introduced the agenda item; he indicated that this is one of the final discussions to occur relative to the General Plan update project. The focus of tonight's presentation and discussion is regarding moderate income housing goals.

Sam Taylor of Landmark Design first recapped previous discussions among the group about economic development and programming of the Town Center. There was a high-level discussion among the group about the general economic development philosophy of the City and the importance of supporting existing businesses and broadening commercial options for developers in the community.

Aubrey Larsen of Landmark Design then used the aid of a PowerPoint presentation to the housing and public services components of the General Plan; he reviewed the State requirements pertaining to moderate-income housing:

- Moderate Income Housing Element (10-9a-403):
  - Considers the Legislature's determination that municipalities shall facilitate reasonable opportunity for a variety of housing, including moderate income housing:
    - To meet the needs of people of various income levels living, working, or desiring to live or work in the community; and
    - To allow people with various incomes to benefit from and fully participate in all aspects of neighborhood and community life.
  - Includes an analysis of how the municipality will provide a realistic opportunity for the development of moderate-income housing within the next five years (LRB report).
  - Includes a recommendation to implement the required number of moderate-income housing strategies.
  - The required number for Highland is three.
  - The planning commission shall recommend to the legislative body the establishment of a five-year timeline for implementing each of the moderate-income housing strategies selected for implementation.
  - The timeline:
    - Identifies specific measures and benchmarks for implementing each strategy (whether one-time or ongoing).
    - Provides flexibility to make adjustments as needed.

There are 29 strategies a local entity can consider to ensure compliance with the State moderate-interesting housing requirements. It helps to evaluate strategies based on the following:

- High Impact, Low Effort (Quick Wins): Strategies that are relatively easy to implement but yield significant results.
- High Impact, High Effort (Major Projects): Strategies that require substantial effort but have a large positive impact.
- Low Impact, Low Effort
- (Fill-ins/Nice-to-haves): Strategies that are easy to do but don't move the needle much.
- Low Impact, High Effort (Generally Avoid): Strategies that are difficult to implement and don't yield much benefit.

It is important to consider the following:

- Housing offerings in Highland are limited in supporting families and their needs over time.
- Moves between homes/communities are very disruptive to community and individual social fabric.
- Unavailability of smaller homes may result in a more age-homogenous (middle-aged) community over time.
- A mix of housing types can help support a family-centered community.
- Many of these strategies can directly support economic strategies and vice versa.

Ms. Larsen then provided the full list of strategies, highlighting the strategies the City has adopted and currently included in the General Plan. She also highlighted strategies that were considered previously. The City's three current housing strategies are:

- (Strategy E) Create or allow for, and reduce regulations related to, internal or detached accessory dwelling units in residential zones:
  - 2023: Include in the City's annual survey a question to gauge support for detached accessory dwelling units in residential zones.

- 2025: Review the results of the annual survey. If there is significant support for detached accessory dwelling units, work with the Planning Commission and City Council to update the Development Code to allow for them; if there is not significant support from the residents, determine an alternative way to reduce regulations for internal accessory dwelling units.
  - Potential Next Step(s)
    - Begin the process of drafting an ADU ordinance that aligns with Highland's community goals, housing needs, and neighborhood character (consider owner-occupied requirements, rental license requirements, consistent enforcement, etc.).
- (Strategy F) zone or rezone for higher density or moderate-income residential development in commercial or mixed-use zones near major transit investment corridors, commercial centers, employment centers;
  - 2023-2025: Permit the remaining 425 lots for the townhomes, carriage lots, and cottage lots that have yet to apply for building permits in the Ridgeview Planned Development.
  - 2024: Remove the requirement to include a commercial aspect in Planned Development (PD) Districts.
    - Potential Next Step(s)
      - 2025/2026: Work with the Planning Commission and City Council to update the Land Use Plan in the General Plan to allow for higher density housing adjacent to Commercial Retail, Commercial-1, and appropriate Planned Development zones.
      - 2027: Work with the Planning Commission and City Council to research and draft an ordinance creating a residential zone with higher density such as a senior housing zone.
      - Explore options for mixed-use moderate-income development in the Town Center/Highland Mains area.
- Strategy Was U, now is T) develop a moderate-income housing project for residents who are disabled or 55 years old or older;
  - 2024: Work with the Planning Commission and City Council to draft an age-restricted senior housing residential zone that requires a density higher than the City's typical residential zoning. Work with the Planning Commission and City Council to determine areas in the City where this zoning could be approved.
  - 2025: Adopt the new senior housing zone and work with the State on application of that zone to State owned property adjacent to North County Blvd.
    - Next Step(s)
      - 2028: If no property owners have requested to rezone in appropriate areas, rezone areas determined to be appropriate by the Planning Commission and City Council.
      - Explore a Planned Development (PD) strategy tailored for senior and disabled housing. This could include zoning key locations with an age-restricted PD overlay that allows higher densities and requires integrated amenities, accessibility features, and supportive design standards. Consider initiating a City-led PD project on publicly owned or high-priority sites to catalyze development.

Ms. Larsen noted Landmark is looking for feedback regarding whether the current strategies should remain or if any of the unchosen strategies should be revisited.

Throughout the housing portion of the presentation, there was high level discussion among the Mayor, Council, Planning Commission, and consultants centered on topics such as the number of building permits issued in Highland in 2023-2024; how Highland compares to other communities in terms of residential growth; the State definition of affordable housing, which is based on the average median income (AMI) for an individual City (in Highland, the AMI is elevated at \$178,000); the status of implementing on the strategies that have already been selected for Highland; strategies in the menu that are not really applicable to Highland; the ability of Highland's infrastructure to support a dramatic increase in density – specifically accessory dwelling units (ADUs); penalties

for failing to comply with State moderate income housing laws. The group communicated they are still supportive of the current three menu items that have already been chosen for Highland.

Mr. Taylor then moved to the portion of the presentation discussing public facilities, and suggested components of the public facilities section of the General Plan include plans for:

- Sewage;
- Water;
- Waste disposal;
- Drainage;
- Public utilities;
- Rights-of-way;
- Easements, and facilities for them; and
- Police and fire protection, and other public services.

According to the Citizens Budget document for Fiscal Year (FY) 2024-2025, the City provides the following major services:

- |                       |                          |
|-----------------------|--------------------------|
| • Cemetery            | • Parks and trails;      |
| • Community Events    | • Planning & Building    |
| • Culinary Water      | • Police Services        |
| • Fire/EMS            | • Pressurized Irrigation |
| • Garbage & Recycling | • Sewer                  |
| • Justice Court       | • Streets                |
| • Library             | • Storm water            |

Mr. Taylor presented pie charts illustrating revenues and expenditures in the City’s budget and he facilitated discussion among the group regarding Highland’s needs over the next decade and what is on the City’s ‘wish list’ if money was not an issue. Topics of discussion included chlorinating the City’s water system; water reuse options; desires in the community for a recreation center, swimming pool, or military museum; a shared library with another community; trail network improvements and connectivity; community safety; visitors center going up to Timpanogos trail or to the federal property from Highland; traditional curbside and green waste recycling programs; increasing pedestrian safety in the City by providing safe ways to traverse the City, especially on busy roads; beautification and aesthetic improvements throughout the community; and possible uses of undeveloped City owned properties. Mr. Taylor indicated that this information will be useful in shaping the recommendations for the public services section of the General Plan; additionally, the next meeting topic will be parks and trails and open spaces in the City and this conversation will lead nicely into that conversation. This led to brief discussion of the potential for a public /private collaboration on a community/recreation center type of facility in the community and the group reached a consensus to include some direction in the General Plan for that type of amenity.

Mr. Patterson then reviewed the timeline for the next steps of finalizing the General Plan document; there will be another joint meeting with the Planning Commission in August, after which the draft document will be submitted to the Planning Commission for consideration and a recommendation to the City Council. Administration is seeking to adopt the updated General Plan before the end of the calendar year. Council Member Cortney noted that there is a requirement to approve an updated water element of the General Plan before the end of the year, but if it were necessary to continue the rest of the project in calendar year 2026, that is also an option.

## **ADJOURNMENT**

The meeting adjourned at 8:04 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 July 8, 2025. This document constitutes the official minutes for the Highland City Council Meeting.

Stephannie Cottle, CMC, UCC  
City Recorder

DRAFT



## HIGHLAND CITY

# HIGHLAND PLANNING COMMISSION MINUTES

Tuesday, July 22, 2025

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

Awaiting Formal Approval

### 7:00 PM REGULAR SESSION

Call to Order: Chair Christopher Howden

Invocation: Commissioner Trent Thayn

Pledge of Allegiance: Debra Maughan

The meeting was called to order by Chair 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 Trent Thayn and those in attendance were led in the Pledge of Allegiance by Commissioner Debra Maughan.

**PRESIDING:** Chair Christopher Howden

### COMMISSIONERS

**PRESENT:** Jerry Abbott, Tracy Hill, Sherry Kramer, Debra Maughan, Trent Thayn, Wesley Warren

**CITY STAFF PRESENT:** City Attorney/Planning & Zoning Administrator Rob Patterson, City Recorder Stephannie Cottle

**OTHERS PRESENT:** Jon Hart, Ron Campbell, Daniel Harris, Liz Rice, Brad Walton, Linda Walton, Logan Johnson, David Barnes, Kristin Richey, Melanie Westcott

## 1. UNSCHEDULED PUBLIC APPEARANCES

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

Resident Ron Campbell said he was here tonight as a resident, not representing the council. He asked the commissioners to consider moving the meeting time to 6 PM like the council meetings. He acknowledged that a new time might conflict with schedules but thought an earlier time might get more resident participation. He mentioned a recent council meeting that lasted until midnight, even with starting earlier, and said that residents needed to be awake and watching if they were interested in agenda items.

Resident Liz Rice mentioned that the state legislature made it unconstitutional with the state's initiative

law. She wanted Highland to be aware and said the legislature needed to work as one with the people and this law did not do that. She said she would love the city attorney to give more education about this. Ms. Rice thought this law applied to referendums as well and said it would make it easier for citizens to do initiatives. She was thrilled with the ruling. She encouraged the commissioners to read through it.

## 2. ACTION ITEMS

### a. **PUBLIC HEARING/ORDINANCE: PO Zone Daycare Development Agreement Land Use (Legislative)**

*Rob Patterson, City Attorney/Planning & Zoning Administrator*

The Planning Commission will hold a public hearing to consider approving a legislative development agreement for a property in the Professional Office zone.

Mr. Patterson presented the details of the proposed development agreement. He explained that the current master plan allowed two buildings, but the new agreement proposed just one 10,000 square foot single-story building with 40 parking spaces, landscaping on the southern median, and sidewalks along the frontages. He said staff thought it aligned with the intent of the PO Zone. It also addressed some residents' concerns. Mr. Patterson mentioned that the city engineer supported access to the north and the four-way intersection.

Commissioner Abbott wondered if parking regulations for daycares were the same as businesses. He also wondered about traffic flow and right turn only as was discussed in a previous meeting. Mr. Patterson mentioned that parking regulations were the same for businesses. He said the city engineer wanted to keep the four-way movement out of the daycare. He had not yet seen a traffic engineering plan and invited the applicant to address the question. Logan Johnson with Wright Development said they thought traffic would be addressed during the site plan approval process.

Commissioner Kramer voiced concern with trucks and the playground in the front. She pointed out that the site plan mentioned vinyl fencing rather than heavy duty fencing. Mr. Johnson explained that the "bollard protection" noted on the site plan was designed to take significant traffic impact. He said the tenant would rather have bollards which typically were steel and concrete posts, four-six inches in diameter, three and a half feet high, and reached four feet deep. He said they were specifically designed for vehicle protection and would be hidden by landscaping. Commissioner Kramer mentioned that she preferred neutral colored fencing. She wondered if the roof line could have a variation in elevation, possibly with shaker shingles, where it was peaked in order to match the houses across the street.

Commissioner Thayne was concerned about traffic flow. Mr. Johnson explained that peak traffic was spread over one or two hours. He said they would be happy to review a traffic report with the city engineer to see if other mitigation was needed.

Commissioner Abbott asked about finishing the medians in the area. Mr. Patterson said that a certificate of occupancy would be issued after the median was finished. He said Building C and this building were bundled with the landscaping and completion of the medians.

Commissioner Howden opened the public hearing at 7:24 PM and asked for public comment.

Resident David Barnes thought the 21-foot building height was a win/win for them and hoped that building height was measured from street level.



Commissioner Howden asked for additional comment. Hearing none, he closed the public hearing at 7:25 PM and asked for additional discussion. The commissioners discussed regulations regarding building heights and how it was currently measured as per city code.

*Commissioner Debra Maughan MOVED that the Planning Commission recommend approval of the proposed development agreement with WDG Highland, LLC. with the inclusion of shake shingles in the gables, the fencing in a neutral color, and a traffic flow study.*

*Commissioner Sherry Kramer SECONDED the motion.*

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

*The motion carried 7:0*

Mr. Johnson asked if the intent was to show the council the traffic management plan or have it at site plan approval. The commissioners agreed that it should be available for the council to review now.

**b. PUBLIC HEARING/ORDINANCE: PO Zone Amendments Development Code Update (Legislative)**

*Rob Patterson, City Attorney/Planning & Zoning Administrator*

The Planning Commission will hold a public hearing to consider comprehensive amendments to the Professional Office (PO) zone regulations.

Mr. Patterson gave background for the proposed amendment and reviewed suggested new standards. He reviewed three different options for measuring building height. Commissioner Abbott wondered if the city could stipulate in code that no flat roofs were permitted. He talked about LRVs (light reflective value) and wondered if it could be restricted to 70% or below. He was concerned with someone constructing a shiny white building. The commissioners discussed options for measuring building height. Most commissioners agreed that Option 2 was an easy fixed point. They talked more about flat roofs and agreed that a certain percentage of each roof line could be flat but thought roof lines needed variation. Commissioner Kramer liked the suggested changes to the proposed amendment. However, after hearing from residents in the area, she preferred that Building 3 be more traditional as it was originally agreed upon. She pointed out that Buildings 1 and 2 were more traditional and thought Building 3 should match.

Commissioner Howden opened the public hearing at 7:56 PM and asked for public comment.

Resident Brad Walton mentioned that he currently served as the chairman of the board of trustees for the Bull River community. He pointed out that the landscaping requirement was specifically looking for

xeriscaping. The two buildings to the south had grass with big trees and bushes. He suggested that the xeriscape landscaping requirement consider integration with the traditional watered lawn that would be next to it. He hoped that landscaping in the medians would match or relate to what was done on both sides of the street.

Resident Melanie Westcott liked the idea of keeping traditional construction for the buildings and finishing the landscaping in medians. She talked about the building that was recently constructed and was frustrated by how industrial it looked. She voiced concern that the builder would do the bare minimum and not follow the original design. She was afraid that it would end up looking industrial regardless of the specifications.

Resident Liz Rice wondered if the code could stipulate that loading/unloading be finished by 10 PM. She did not like flat roofs because they were ugly, eventually leaked, and were expensive to repair. She asked that whatever was decided with the percentage of flat roof, that it blended with how the residents wanted it.

Commissioner Howden asked for additional comments. Hearing none, he closed the public hearing at 8:02 PM and asked for additional discussion.

Mr. Patterson mentioned that there was a provision in the code about integrating landscaping between sites by using similar or identical vegetation.

Commissioner Warren thought it was important to keep design options open. He said he liked requiring the traditional design on the east side. He thought “modern” design could also be very traditional and mentioned that some people thought the flat-roofed look was a very classic American design. Commissioner Maughan added that “traditional” didn’t necessarily mean rock and stucco.

*Commissioner Jerry Abbott MOVED that the Planning Commission recommend adoption of the proposed amendments to the PO zone, with the following clarifications:*

- 1. Building height shall be measured using Option 2 - measuring from top back of curb.*
- 2. Light Reflectance Value (LRV) for colors on exterior of buildings to be limited to no more than 70%.*
- 3. Flat roofs can be no more than 50% of the structure.*
- 4. Buildings on the east side of Highland Blvd must follow the traditional style.*
- 5. Strike the provision for parking space requirements for storage units.*

*Commissioner Wesley Warren SECONDED the motion.*

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

*The motion carried 7:0*

**c. ACTION: Vet Clinic Site Plan and Architecture Review Land Use (Administrative)**

*Rob Patterson, City Attorney/Planning & Zoning Administrator*

The Planning Commission will review and make a recommendation regarding a proposed site plan and building architecture for a vet clinic building located in the Wild Rose PD zone.

Mr. Patterson reviewed the proposed site plan. He mentioned that the PD Zone required a 5-foot setback, but the council approved a 10-foot setback. He talked about the trash enclosure and said it was set at 6 feet. It was unclear whether setback regulations applied to the enclosure. Because the enclosure was screened, and if they moved it up it would eliminate two parking spaces, staff thought it was beneficial to keep the enclosure at 6 feet. There was a stipulation to remove the trail connection. This was done because staff did not want a private trail on city property and because of the potential utility issue.

Commissioner Howden wondered what UDOT (Utah Department of Transportation) thought about the egress. Mr. Patterson said that since UDOT was resurfacing North County Boulevard the developer was told they needed to install utilities by May 15 or they would not be able to do it for several years. Because of this, Highland allowed them to install utilities already. The city required a written letter from UDOT giving approval of the utilities. Mr. Patterson reviewed the building design.

Dan Harris with Eight14 Development explained that they had a conditional access approval permit from UDOT. He mentioned that some of the elevation labels needed to be fixed on the pictures – north and south labels should be switch as well as the east and west labels.

*Commissioner Trent Thayn MOVED that the Planning Commission recommend approval of the County Road Veterinary Clinic site plan and building architecture subject to the one (1) following stipulation recommended by city staff:*

- 1. The corrections and comments provided in the staff review comment sheet, dated July 15, 2025, be addressed and corrected to the city engineer's approval prior to construction.*

*Commissioner Jerry Abbott SECONDED the motion.*

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

*The motion carried 7:0*

### **3. COMMUNICATION ITEMS**

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

Mr. Patterson mentioned that August 12 was the primary election. The council and planning commission combined meeting would be held on August 13.

Commissioner Abbott mentioned that it was previously decided to continue to hold commission meetings at 7 PM in order to get more participation from those who worked in Salt Lake City. The commissioners briefly discussed and concluded that they would still like to start planning commission meetings at 7 PM.

## **ADJOURNMENT**

*Commissioner Tracy Hill MOVED to adjourn the regular meeting and Commissioner Debra Maughan SECONDED the motion. All voted in favor and the motion passed unanimously.*

*The meeting adjourned at 8:28 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 July 22, 2025. This document constitutes the official minutes for the Highland City Planning Commission meeting.

Stephannie Cottle,  
CMC, UCC City  
Recorder



## HIGHLAND CITY

# HIGHLAND PLANNING COMMISSION MINUTES

**TUESDAY, August 26, 2025**

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

**Awaiting Formal Approval**

### 7:00 PM REGULAR SESSION

Call to Order: Chair Chris Howden

Invocation: Commissioner Debra Maughan

Pledge of Allegiance: Commissioner Trent Thayn

The meeting was called to order by Commission Chair 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 Debra Maughan and those in attendance were led in the Pledge of Allegiance by Commissioner Trent Thayn.

**PRESIDING:** Chair Chris Howden

### COMMISSIONERS

**PRESENT:** Jerry Abbott, Tracy Hill, Sherry Kramer, Debra Maughan, Audrey Moore, Trent Thayn

**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, Wesley Warren, Thomas Lehnardt

### 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 – June 24, 2025** Heather White, Deputy City Recorder

Commissioner Maughan asked that “said” be inserted in the second paragraph, third sentence on Page 3. The sentence should read “He *said* there were fence permits that received approval two to three years ago and had not been installed.”

*Commissioner Abbott MOVED to approve the June 24, 2025 meeting minutes with the grammar correction. Commissioner Maughan SECONDED the motion. All present were in favor. The motion carried unanimously.*

### **3. ACTION ITEMS**

**a. PUBLIC HEARING/ORDINANCE: PH – Fences Near Trails and Open Space –**  
*General Plan Amendment (Legislative)*

*Rob Patterson, City Attorney/Planning & Zoning Administrator*

The Planning Commissioner will hold a public hearing and consider a recommendation on options for regulations for fences near trails and open space.

Mr. Patterson explained that the city recently dealt with a question about privacy fences along open space areas and trails. The council asked that the planning commission consider the issue. He reviewed current fencing regulations and explained that fencing along less visible trails and open space was limited to four feet of privacy fencing with up to two feet of open style fencing on top. The planning commission discussed three options presented by Mr. Patterson as well as a fourth option proposed by Commissioner Maughan, for letting residents build whatever they wanted. They considered homeowners’ privacy, safety along trail corridors, and the need for personal responsibility.

Commissioner Howden opened the public hearing at 7:15 PM and called for public comment.

Resident Wesley Warren said after researching the issue he leaned towards Option 2 which would amend the current code to allow full privacy fencing near open space areas but not trail corridors where trails existed or were planned. He used trails frequently and some parts of the trail system with privacy fencing felt very closed in to the point where the open space feel of the city was lost. He said he asked other residents about their experience with privacy fencing. No one mentioned that they wished they could put up a big fence. Everyone said they liked the open feel and that the setback from the trail was big enough. He wondered if the code said anything about enforcement. He thought allowing privacy fences on trail corridors that did not currently have a trail would allow something there now that would not be permitted in the future. He thought fencing on open space was not a big deal because it was a much bigger open area. Mr. Patterson mentioned that enforcement was based on complaints if fencing was installed without permits. He said the matter could escalate if it was not resolved, but it usually did not need to be escalated.

Commissioner Howden asked for additional comments. Hearing none, he closed the public hearing at 7:20 and called for additional discussion.

Commissioner Moore was fine with the open style fencing near trails and open space and understood that residents with smaller lots might be concerned with privacy. She was amenable to Option 2 to allow privacy fencing if a trail was not officially planned.

Commissioner Howden asked the commissioners to consider what they wanted Highland to look like.

He said a fair amount of Highland was characterized by the open space concept with a shared communal visual aesthetic. He said if everyone started putting up 6 foot fencing it would look like walled compounds with “no man’s land” area between. The commissioners talked about reasons for fencing due to pools or keeping deer out. They discussed the use of greenery for more privacy. Commissioner Abbott voiced concern about having different styles of fencing in one area, but other commissioners thought it was already happening in some neighborhoods. They reviewed the proposed options.

Commissioner Thayn mentioned that he agreed with Commissioner Maughan and thought residents should be able to do whatever fencing they want within the restrictions that were already in place. He preferred to have solid privacy fencing on everything.

Commissioner Maughan voiced concern with the wording of the proposed amendments. She asked that “certain open space” be clearly defined within the code. Mr. Patterson explained that the current code had a complex set of rules. Some areas of open space and trails permitted privacy fences due to the size of the open space, but others did not. Commissioner Maughan was concerned about permitting someone to have a certain type of fence but not allowing others down the street to do the same.

Commissioner Hill was more in favor of allowing residents to do what they wanted.

Commissioner Kramer mentioned that she used the trails a lot. She thought the kind of fencing made a huge difference when it felt closed in, even in the daytime, and impacted the visual aspect of what was beautiful and different about Highland. She felt strongly about keeping 4-foot fencing along trails. She suggested that people close blinds or use vegetation for privacy if needed.

*Commissioner Abbott MOVED that the Planning Commission recommend Option 1 – As-is/no amendment.*

*Commissioner Kramer SECONDED the motion.*

*The vote was recorded as follows:*

<i>Commissioner Jerry Abbott</i>	<i>Yes</i>
<i>Commissioner Tracy Hill</i>	<i>No</i>
<i>Commissioner Christopher Howden</i>	<i>Yes</i>
<i>Commissioner Claude Jones</i>	<i>Absent</i>
<i>Commissioner Debra Maughan</i>	<i>No</i>
<i>Commissioner Audrey Moore</i>	<i>No</i>
<i>Commissioner Trent Thayn</i>	<i>No</i>
<i>Commissioner Alternate Sherry Kramer</i>	<i>Yes</i>
<i>Commissioner Alternate Wesley Warren</i>	<i>Not Voting</i>

*The motion failed 3:4*

*Commissioner Moore MOVED to recommend Option 2 - Allow full privacy fencing near open space areas but not trail corridors where trails existed or are planned.*

*Commissioner Tracy Hill SECONDED the motion.*

*The vote was recorded as follows:*

<i>Commissioner Jerry Abbott</i>	<i>Yes</i>
<i>Commissioner Tracy Hill</i>	<i>Yes</i>
<i>Commissioner Christopher Howden</i>	<i>No</i>
<i>Commissioner Claude Jones</i>	<i>Absent</i>
<i>Commissioner Debra Maughan</i>	<i>No</i>
<i>Commissioner Audrey Moore</i>	<i>Yes</i>
<i>Commissioner Trent Thayn</i>	<i>Yes</i>
<i>Commissioner Alternate Sherry Kramer</i>	<i>Yes</i>
<i>Commissioner Alternate Wesley Warren</i>	<i>Not Voting</i>

*The motion carried 5:2*

**b. ACTION: Highland Town Plaza Lot 3 Site Plan and Architecture Review Land Use (Administrative)**

*Rob Patterson, City Attorney/Planning & Zoning Administrator*

The Planning Commission will review and make a recommendation regarding a proposed site plan and building architecture for a commercial building in the Town Center Commercial District.

Mr. Patterson reviewed the proposed site plan and building architecture for Lot 3 in the Town Center Commercial District. He reviewed changes to the parking plan and city regulations. He said the area had 55 extra parking spaces than what was required by code. He said the fire marshal reviewed the circulation plan and supported the change to Wendy's parking lot. A traffic study determined that a traditional drive-thru would not work on Lot 3; it should only be used as a pick-up window.

Applicant Thomas Lehnardt with WPI reviewed traffic flow through the pick-up window, new parking for Wendy's, and garbage pick-up. Commissioner Abbott wondered what would happen if someone treated the pick-up window as a drive-through. Mr. Lehnardt explained that staff would be trained to tell drivers to park if they still needed to order. He said the tenant understood that it was not to be a drive-through and drivers should not enter until their food was ready. Commissioners agreed that traffic signage would help with traffic flow. They talked specifically about a "pick up only" sign before entering as well as a "yield" sign upon exiting the pick-up lane. They thought the restaurant would be popular and would need signage.

Regarding landscaping, Mr. Patterson explained that Lot 3 was part of the original concept as a single, master planned project. Staff was comfortable with using calculations for the overall landscaping plan. Any additional landscaping would reduce parking and impede traffic circulation. Mr. Patterson reviewed the building architecture and said the major change was more rock as requested by staff. He said it matched nicely with other buildings in the area.

*Commissioner Kramer MOVED that the Planning Commission recommend approval of the Highland Town Plaza Lot 3 site plan and building architecture, subject to proposed findings and the following one (1) stipulation recommended by staff and following one (1) recommendation from the planning commission:*

- 1. The corrections and comments provided in the staff review comment sheet, dated August 21, 2025, be addressed and corrected to the city engineer's approval prior to construction.*
- 2. Highly recommend that developer adds signage for better ingress and egress.*



*Commissioner Moore SECONDED the motion.*

*The vote was recorded as follows:*

<i>Commissioner Jerry Abbott</i>	<i>Yes</i>
<i>Commissioner Tracy Hill</i>	<i>Yes</i>
<i>Commissioner Christopher Howden</i>	<i>Yes</i>
<i>Commissioner Claude Jones</i>	<i>Absent</i>
<i>Commissioner Debra Maughan</i>	<i>Yes</i>
<i>Commissioner Audrey Moore</i>	<i>Yes</i>
<i>Commissioner Trent Thayn</i>	<i>Yes</i>
<i>Commissioner Alternate Sherry Kramer</i>	<i>Yes</i>
<i>Commissioner Alternate Wesley Warren</i>	<i>Not Voting</i>

*The motion carried 7:0*

#### **4. COMMUNICATION ITEMS**

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

Commissioners reviewed future meetings.

#### **ADJOURNMENT**

*Commissioner Maughan MOVED to adjourn the meeting. Commissioner Hill SECONDED the motion. All were in favor. The motion carried unanimously.*

The meeting ended at 8:07 pm.

I, Heather White, Deputy Recorder, hereby certify that the foregoing minutes represent a true, accurate and complete record of the meeting held on August 26, 2025. The document constitutes the official minutes for the Highland City Planning Commission Meeting.



# PLANNING COMMISSION AGENDA REPORT ITEM #3a

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**DATE:** September 23, 2025  
**TO:** Planning Commission  
**FROM:** Rob Patterson, City Attorney/Planning & Zoning Administrator, Jay Baughman, Assistant City Administrator/Community Development Director  
**SUBJECT:** Highland City General Plan Update, Presentation of Draft  
**TYPE:** General Plan Amendment (Legislative)

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## **PURPOSE:**

The Planning Commission will receive and begin review of the draft comprehensive update and amendment to Highland City's General Plan.

## **STAFF RECOMMENDATION:**

Staff recommends that the Planning Commission consider the draft comprehensive update and amendment to Highland City's General Plan and provide feedback to staff and the City's consultants on desired changes, revisions, or additions.

## **PRIOR REVIEW:**

The Planning Commission has held a series of workshops and meetings with the City Council on the various elements of the General Plan. The City's consultants and City staff have taken the feedback received from these workshops and drafted a proposed comprehensive update and amendment to the City's General Plan.

## **BACKGROUND & SUMMARY OF REQUEST:**

Utah law requires all municipalities to adopt a comprehensive, long-range general plan that addresses the present and future needs of the municipality and the growth and development of land within the municipality. Highland City's current General Plan was adopted in 2008, though it has been amended on several occasions since that time. The current General Plan is available on the City's website: [Highland General Plan](#).

There are numerous optional elements that may be included within a general plan, but there are certain required elements, which are:

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

2. A transportation and circulation element that provides the general location and extent of existing and proposed freeways, arterial and collector streets, public transit, active transportation facilities, and other modes of transportation that the planning commission considers appropriate; addresses the municipality's plan for residential and commercial development in areas that will maintain and improve the connections between housing, transportation, employment, education, recreation, and commerce; and correlates with the population projections, the employment projections, and the proposed land use element of the general plan.
3. A moderate income housing element that provides a realistic opportunity to meet the need for additional moderate income housing within the municipality during the next 5 years; adopts at least three moderate income housing strategies from the state-provided list; and includes an implementation plan for the moderate income housing strategies.
4. A water use and preservation element that addresses the effect of permitted development or patterns of development on water demand and water infrastructure; methods of reducing water demand and per capita consumption for future development; methods of reducing water demand and per capita consumption for existing development; and opportunities for the municipality to modify the municipality's operations to eliminate practices or conditions that waste water.

The City's consultant (Landmark Design - Sam Taylor, Aubrey Larsen, Corinne Bahr, Yazmine Mihojevich, and Amy Cervantes), with input from the Planning Commission, City Council, the resident advisory board, public feedback (surveys, open houses, website, boards, etc.), and staff, has drafted a comprehensive update and amendment to the City's General Plan that provides for each of these four required elements. In addition, the draft General Plan also addresses and has elements for:

1. The history and context of Highland.
2. Parks, open space, trails, and recreation.
3. Environment and sustainability.
4. Public facilities and services.

In addition to the body of the draft General Plan, the City's other consultants (LRB - Fred Philpot, and Hales Engineering - Ryan Hales, Josh Gibbons, and Shawn Eliot), have prepared economic analyses and an updated transportation master plan, which inform the General Plan and will be added as appendices to the General Plan. There are a couple of areas of the transportation master plan that are being finalized, but the bulk of the plan has been prepared and is ready for review.

The purpose of this meeting is to introduce the draft General Plan, provide a high-level overview and discussion, and then invite the Planning Commission to review the draft and propose any desired changes, revisions, or additions. The intent is to have a finalized draft ready for the Planning Commission to make a formal recommendation on during the Commission's October 28, 2025, meeting. At that meeting, the Commission will hold a public hearing, engage in any final discussion or resolve any final desired changes, and then hopefully be ready to make a recommendation to the City Council regarding the draft General Plan.

Staff would ask that the Commission (and any other interested resident or party) submit any comments, changes, revisions, or additions to City staff and to the other Planning Commissioners by **October 16, 2025**. This way, the changes can be incorporated into the plan or be ready for review on October 28. For minor typographical, grammatical, or clarity/editing comments, staff will automatically incorporate such changes into the draft. For major changes or additions, they will be automatically incorporated into the draft if supported by at least 4 Commissioners. If there are not 4 Commissioners in support of a change prior to October 16, the change or addition will instead be discussed during the October 28, 2025, meeting. At that time, the Commission as a body can give final direction on any desired changes or additions.

**STAFF REVIEW & PROPOSED FINDINGS:**

Staff has reviewed the draft comprehensive update and amendment to the City's General Plan and believes it meets the requirements for a general plan under Utah law and goes beyond the minimum requirements to provide a workable vision and actionable goals for Highland that reflect Highland's character and the desires of residents and city leaders. Staff has worked closely with the City's consultants to incorporate the direction and feedback received from the Planning Commission and City Council as best we understood it. Staff believes the draft General Plan is a reflection of the goals and needs of City leadership and residents, though we understand and anticipate that there will be changes or revisions that need to be made to the draft to ensure that staff and the City's consultants fully capture the intent of the Planning Commission.

**MOTION:**

No motion - discussion only.

**ATTACHMENTS:**

1. Highland General Plan Update DRAFT highres - 09172025
2. Appendix A Engagement Report - 09182025
3. Appendix B Existing Conditions Report - 09182025
4. Appendix C Economic Development Analysis - 09182025
5. Highland City TMP-Draft 9.18.25



HIGHLAND CITY

# General Plan

## 2025

“Reaching Higher Together”

**Adopted Date**

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# HIGHLAND CITY **VISION STATEMENT**

Highland City cherishes its roots as a family-oriented bedroom community defined by large lots, single-family neighborhoods, and open spaces that connect residents to nature. As the City approaches build-out, Highland is committed to thoughtful, incremental infill that respects its established character, the revitalization of its Town Center as the heart of community life, and the long-term preservation of its distinctive identity.

# ACKNOWLEDGMENTS

## MAYOR & CITY COUNCIL

Kurt Ostler, Mayor  
 Brittney P. Bills, City Council Member  
 Ron Campbell, City Council Member  
 Doug Cortney, City Council Member  
 Kim Rodela, City Council Member  
 Scott L. Smith, City Council Member

## PLANNING COMMISSION

Jerry Abbott, Commissioner  
 Tracy Hill, Commissioner  
 Christopher Howden, Commissioner  
 Claude Jones, Commissioner  
 Sherry Kramer, Commissioner  
 Debra Maughan, Commissioner  
 Audrey Moore, Commissioner  
 Trent Thayn, Commissioner  
 Wesley Warren, Commissioner Alternate

## CITY STAFF

Erin Wells, City Administrator  
 Rob Patterson, City Attorney/Planning & Zoning Administrator  
 Jay Baughman, Assistant City Administrator/Community Development Director  
 Chris Trusty, City Engineer/Public Works Director

## ADVISORY COMMITTEE

Brian Braithwaite  
 Mark Thompson  
 Nicki Brammer  
 Wade Haddlock  
 Liam Thrailkill  
 Briawna Hugh  
 Linda Walton  
 Liz Rice  
 Ryder Zumwalt  
 Manuel Beuno

## CONSULTANT TEAM

### Landmark Design

Sam Taylor, ASLA, PLA, Principal-in-Charge  
 Aubrey Larsen, APA, Project Manager  
 Corinne Bahr, Project Planner  
 Yazmine Mihojevich, Project Planner  
 Amy Cervantes, Project Planner

### LRB Public Finance Advisors

Fred Philpot, Vice President/COO

### Hales Engineering

Ryan Hales, PE, PTOE, AICP, Owner & Principal  
 Josh Gibbons, PE, PTOE, RSP1, General Manager  
 Shawn Eliot, AICP, MPA, Planning Manager




# TABLE OF CONTENTS

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PENDING

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## CHAPTER 1

# INTRODUCTION

Sets the stage for the General Plan. The chapter outlines the purpose of the plan, establishes the context for the plan update, and provides an overview of community engagement efforts.

# BACKGROUND

All Utah communities are required by the *Utah Land Use, Development, and Management Act* (LUDMA) to adopt a comprehensive general plan that establishes general guidelines for future development and growth.

The last comprehensive update to the Highland City General Plan was in 2008. Since that time, the City has continued to grow and evolve. While much has changed in surrounding communities, Highland has remained committed to its open spaces, large-lot neighborhoods, and family-oriented character. This update provides an opportunity to reaffirm the City's values, ensure existing policies continue to support the community's unique needs and identity, and offer guidance for preserving Highland's character and quality of life well into the future.

“Sustainable, inclusive, and community focused civic planning is my top priority.”  
- Highland Resident Survey, (2024)



## PURPOSE OF THE GENERAL PLAN

The Highland City General Plan is an official document intended to outline the long-term goals and priorities for the community. It serves as a blueprint for City leadership as they make decisions about land use, development, infrastructure, and public investments. Updating the General Plan gives residents and City leaders an opportunity to review what works well, identify areas for improvement, and plan responsibly for the future.

A General Plan is advisory rather than regulatory. It does not create laws but instead guides the development of ordinances, programs, and policies that align with the City's vision. Utah State Code requires the General Plan to address topics including general health and safety, land use, economic development, affordable housing, transportation, recreation, and other essential elements. Adoption of the General Plan may be accompanied by updates to zoning ordinances, development guidelines, and other implementation tools to ensure consistency with its goals.

The General Plan is intended to be a living document, flexible enough to adapt to changing conditions. It provides guidance for five to ten years while establishing a vision for 20 to 30 years or more. As trends, needs, and priorities shift, the General Plan can be revised to continue serving Highland effectively.



### GUIDING PRINCIPLES FOR USING THE PLAN

- **A Unified Vision:** All elements of the plan are interconnected. Progress in one area should support the goals of another.
- **A Living Document:** The plan is a flexible guide, not a rigid set of rules. It is meant to be adapted and updated to reflect the community's evolving needs.
- **Policy Recommendations:** The goals and strategies within this plan are policy recommendations. They provide a framework for future decisions and actions that align with the community's vision.

# HISTORY & CONTEXT FOR THE GENERAL PLAN

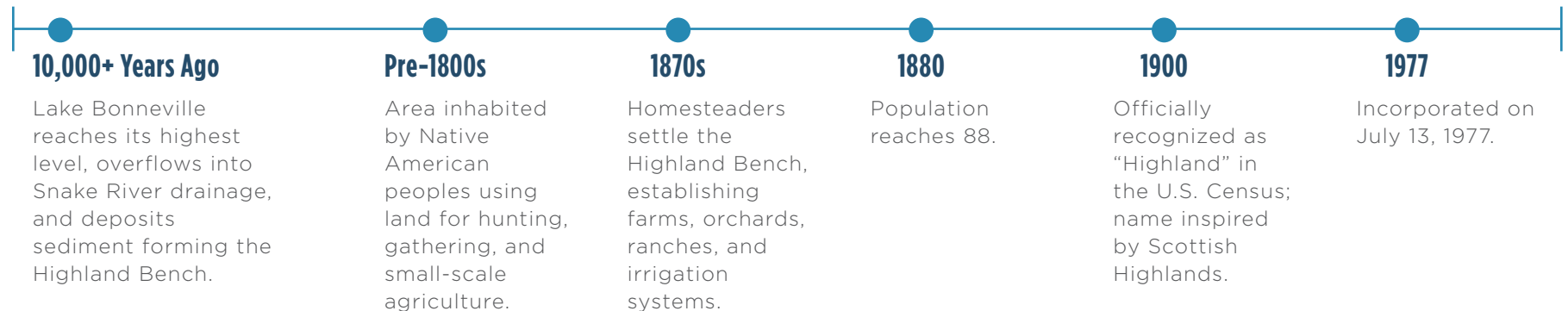
## A BRIEF SETTING & HISTORY

Highland’s unique landscape was shaped roughly 10,000 years ago when Lake Bonneville reached its highest level and overflowed into the Snake River drainage, carving a deeper outlet channel and lowering the lake. Over time, streams from Alpine and American Fork Canyons carried sediment into the valley, forming the Highland Bench.

Before European settlement in the 1800s, Native American peoples lived in and traveled through the area, relying on its resources for hunting, gathering, and small-scale agriculture. In the 1870s, homesteaders—primarily

members of The Church of Jesus Christ of Latter-Day Saints—established farms, orchards, and ranches on the bench. They introduced livestock, built irrigation systems, and created the institutions that shaped Highland’s semi-rural character. By 1880, the population had grown to 88, and the area was listed as “Highland” in the 1900 census. Historical accounts suggest the name was chosen by Scottish immigrants who thought the landscape resembled their homeland, the Scottish Highlands. Highland was officially incorporated as a city on July 13, 1977 (**Figure 1.1**).

**FIGURE 1.1 – A BRIEF HISTORY OF HIGHLAND CITY**



## DEMOGRAPHIC SNAPSHOT

In addition to context and history, understanding Highland's population characteristics, age distribution, and household composition is useful for planning and providing community services (see **Appendix B** for the full demographic report).

## SUMMARY OF TRENDS

Highland City has experienced slow but steady population growth over the past decade, averaging 2.23% annually and reaching approximately 20,000 residents in 2023. By 2050, the population is projected to reach 24,500. While growth continues, surrounding areas such as Eagle Mountain and Saratoga Springs are expanding more rapidly, gradually shifting Utah County's demographic center westward.

Highland's population is gradually aging, though the median age remains younger than the County average. The City maintains a high housing occupancy rate of 93.5%, reflecting stable residential demand. Residential construction has slowed in recent years, while non-residential development grew by 38% between 2020 and 2021. Highland benefits from high average household incomes and a well-educated population, with 72% of residents holding at least an associate degree. These factors support the City's continued economic vitality and foster a strong sense of community.

## DEMOGRAPHIC TAKEAWAYS FOR PLANNING

- **Steady, Manageable Growth:** Population growth is moderate; the City can accommodate future needs through careful planning without changing its rural-residential character.
- **Regional Shifts:** Faster growth in nearby cities underscores the importance of coordinating services and preserving Highland's unique identity.
- **Aging Population:** While still younger than the County average, planning should account for age-appropriate housing and services.
- **Housing Stability:** High occupancy rates reinforce the need for thoughtful infill and preservation of open spaces, rather than large-scale development.
- **Balanced Development:** Recent growth in commercial development suggests opportunities to support local businesses while avoiding over-expansion.
- **Skilled & Engaged Community:** Residents' education and experience support local initiatives, civic involvement, and strong community connections.



# THE ROLE OF PUBLIC ENGAGEMENT

The planning process for the *Highland City General Plan Update (2025)* included a substantial community engagement effort to gain deeper insights into the needs and aspirations of Highland residents. The engagement process, which ran from Spring 2024 through Winter 2025, provided multiple opportunities for residents to share feedback, raise concerns, and help shape the plan. The following summarizes the engagement methods used to gather insights into the needs and aspirations of Highland residents (see **Appendix A** for the full report).

## ENGAGEMENT METHODS

- **City Leadership Briefings & Workshops:** The Planning Commission and City Council participated in briefings and joint workshops covering all plan elements. These sessions allowed leaders to stay informed, discuss issues, and build consensus on priorities.
- **Project Website & Social Map:** Launched early in the process, the website provided project updates, comment forms, and access to an interactive map to gather public feedback.
- **Annual Highland City Open House:** Public input boards were displayed at the Open House and later near the library, giving residents multiple opportunities to share their ideas.





## ENGAGEMENT METHODS CONTINUED

- **Highland Field Trip:** City leaders and the planning team toured 16 notable locations, including parks and landmarks, to better understand key assets and challenges.
- **Highland Fling:** The General Plan update was promoted at the annual festival with a booth, posters, and flyers to reach a broad audience.
- **Advisory Committee:** A 10-member committee representing diverse backgrounds provided guidance and feedback, helping ensure the plan reflected community values.
- **Stakeholder Interview:** The Longhorn Property owner shared insights on the site's history, development, and community preferences.
- **Public Open Houses & Workshops:** Visioning and scenario sessions allowed residents to explore topics, share ideas, and review the draft plan to influence Highland's future development.
- **2024 Resident Survey:** The survey collected input on City operations, services, and planning priorities, informing the General Plan.



# PLAN STRUCTURE

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## CHAPTER 1: INTRODUCTION

Sets the stage for the General Plan. The chapter outlines the purpose of the plan, establishes the context for the plan update, and provides an overview of community engagement efforts.

## CHAPTER 2: LAND USE & PLACEMAKING

An updated future land use vision that balances Highland's low-density, open-space character with thoughtful, incremental growth, focusing on residential infill, reinforcing the Town Center as the heart of the community, and intentional placemaking.

## CHAPTER 3: TRANSPORTATION

Provides a snapshot of the new *2025 Transportation Master Plan* (TMP), offering a high-level overview rather than a full technical document. The chapter describes Highland's current transportation conditions, and identifies proposed projects. While this element highlights key improvements and strategies, readers should refer to the TMP for detailed analysis, policies, and implementation steps.

## CHAPTER 4: HOUSING

The moderate-income housing element presents a targeted vision for facilitating a variety of housing options for residents of all life stages. The plan builds on existing strategies, including the creation of new opportunities for detached accessory dwelling units (ADUs), targeted residential zoning in commercial and mixed-use areas, and the development of housing projects for seniors.

## CHAPTER 5: WATER USE & PRESERVATION

Integrates Highland water use and land use planning with the goal to ensure that water is used and conserved wisely and sustainably for today's residents and future generations.

## CHAPTER 6: PARKS, OPEN SPACE, TRAILS & RECREATION

Highland's vision for parks, open space, trails and recreation prioritizes a high-quality system for its residents. The chapter highlights the importance of enhancing trail connectivity and safety, protecting valued open spaces, and focusing on maintenance-first strategies. It also emphasizes the role of expanded partnerships and low-cost strategies for strengthening community life and recreational opportunities.


## CHAPTER 7: ENVIRONMENT & SUSTAINABILITY

Addresses Highland's environmental setting and natural hazards, emphasizing practical strategies for sustainable development. The chapter highlights the importance of protecting sensitive lands, water resources, and wildlife while offering optional, locally appropriate approaches to increasing community resilience.

## CHAPTER 8: PUBLIC FACILITIES & SERVICES

Outlines Highland's vision for public services and facilities, focusing on its commitment to a safe, resilient, and connected community. Guided by resident feedback, the chapter highlights the importance of maintaining existing infrastructure and strategically allocating resources. It emphasizes how partnerships and fiscal prudence will help to ensure high-quality services for both current and future residents.

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## CHAPTER 2

# LAND USE & PLACEMAKING

An updated future land use vision that balances Highland's low-density, open-space character with thoughtful, incremental growth, focusing on residential infill, reinforcing the Town Center as the heart of the community, and intentional placemaking.

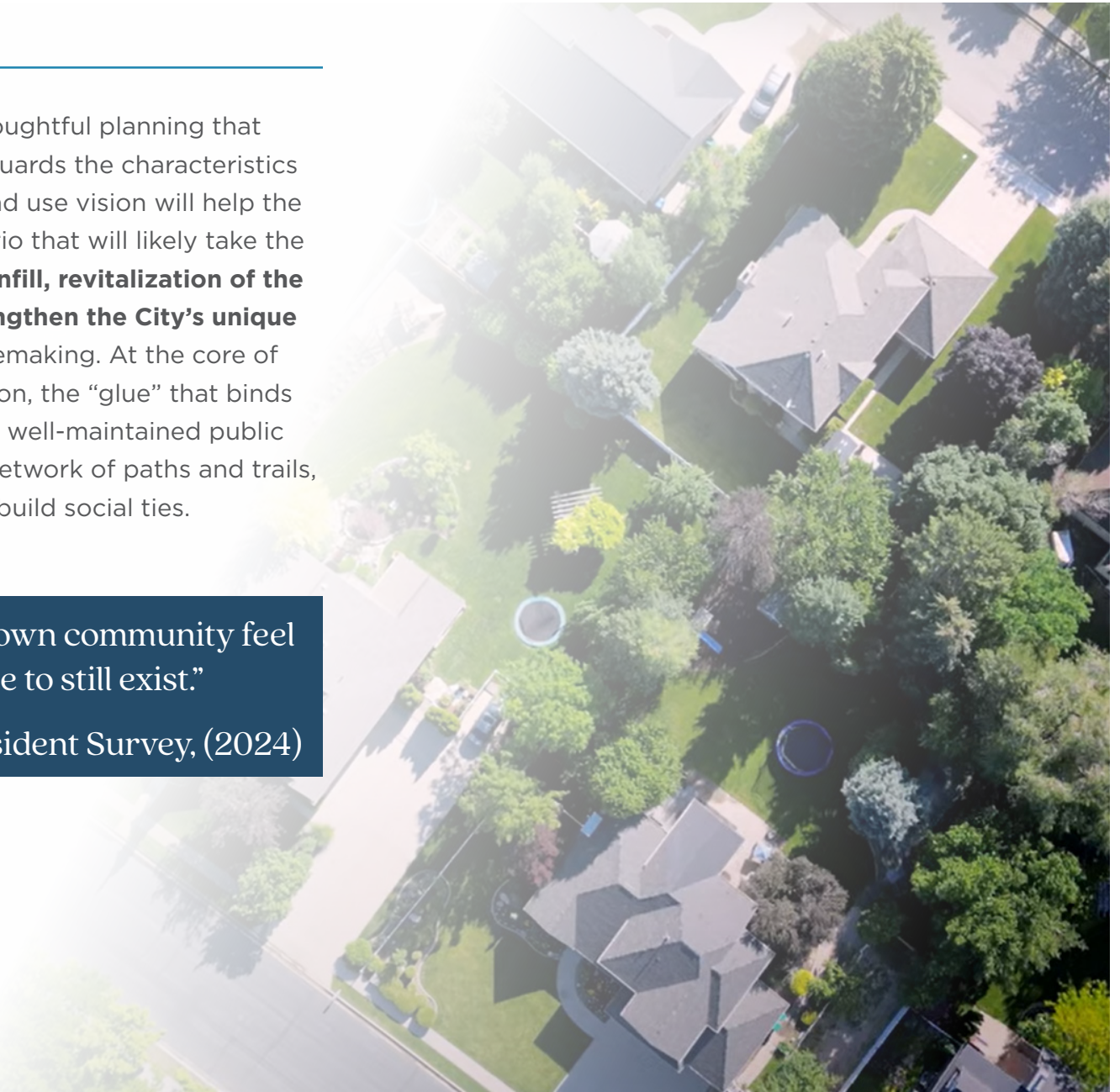


## INTRODUCTION

Highland's future depends on thoughtful planning that both respects the past and safeguards the characteristics that residents cherish. A clear land use vision will help the City navigate build-out—a scenario that will likely take the form of **incremental residential infill, revitalization of the Town Center, and efforts to strengthen the City's unique character** through strategic placemaking. At the core of this vision is the idea of connection, the “glue” that binds the community together through well-maintained public and green spaces, an extensive network of paths and trails, and opportunities to gather and build social ties.

“We want our small-town community feel with large open space to still exist.”

– Highland Resident Survey, (2024)



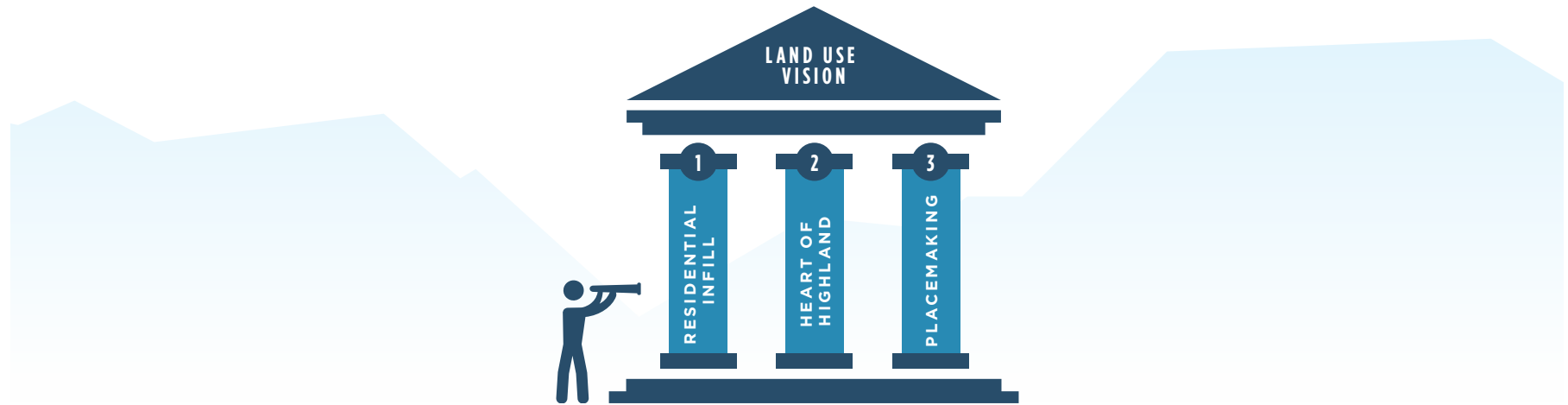
## TOP COMMUNITY PRIORITIES

Highland City's land use vision is guided by the priorities that emerged from community feedback. While a variety of topics were raised, several clear themes emerged. At its core, the vision is rooted in a clear commitment to **safeguard Highland's low-density character**, strategically **support all stages of life** through thoughtful housing options, and **strengthen the local economy** to ensure long-term sustainability.

- **Preserving Low-Density Character:** Residents consistently express concern about land use decisions that could threaten Highland's low-density, rural character. Many oppose high-density housing, citing worries about increased traffic, congestion, school overcrowding, and declining property values. The community voiced a strong preference for large residential lots and careful development that connects and provides public spaces. The sentiment: "keep Highland, Highland" is agreed upon by most.
- **Supporting All Stages of Life:** While most residents favor limiting growth, many also recognize that Highland offers limited housing options to support people at different stages of life. Allowing external accessory dwelling units (ADUs) is seen by many as a reasonable way to expand housing choices without compromising the City's low-density character. Supporters emphasize the importance of thoughtful regulations, such as limiting use to family members, restricting short-term rentals, and addressing traffic impacts, to ensure that external ADUs align with the community's values and needs.
- **Offsetting Community Costs:** Many residents are concerned that rising costs are becoming increasingly burdensome, particularly for seniors and long-term community members. Rather than relying solely on property tax increases, there is strong support for strategic commercial development that can generate revenue and help offset the costs of providing essential city services. Residents have expressed interest in attracting more retail businesses and restaurants, particularly in the Town Center. Some also see an opportunity to revisit certain business regulations to further support this goal.

## LAND USE VISION COMPONENTS

Grounded in community priorities and aspirations, the following three components describe the City's vision for future land use and how it can take shape.



### 1. INCREMENTAL RESIDENTIAL INFILL

Highland's low-density character isn't just a development pattern; it is a cherished legacy and way of life. Generous lot sizes linked by abundant open spaces give residents room to enjoy their surroundings. As the City approaches build-out, residential infill will primarily take the form of low-density, large-lot single-family homes. This can be supported by a targeted range of additional housing options within development in appropriate areas that incorporate Highland's connected and open character. This ensures the needs of residents at various stages of life are met.





## 2. THE HEART OF HIGHLAND

The Town Center is envisioned as a vibrant, functional, and visually appealing destination that serves as the heart of Highland, seamlessly blending mixed-use, commercial, and office development. The Town Center is intended to be a central gathering place that brings people together and reflects Highland's identity, creating a focal point for civic life, local businesses, and community connection. Beyond the Town Center, limited mixed-use opportunities may be explored at the southern gateway of North County Boulevard and other areas deemed appropriate. As the Town Center serves as the City's primary commercial hub, any additional mixed-use areas are intended to complement, not compete with it.



## 3. PLACEMAKING

Highland's appeal comes from both its distinctive character and the connections that tie the community together. Residents value a city that feels intentional, where streets, neighborhoods, and public spaces demonstrate thoughtful design, cohesion, and care—both in the layout of streets and trails and in overall community design. Residents want to feel connected to each other, to local amenities, and to the natural landscapes that define the City. Preserving and enhancing Highland's character means protecting its visual identity and scenic beauty while strengthening the physical, social, and cultural links that make it a welcoming, close-knit community—a process often referred to as placemaking.

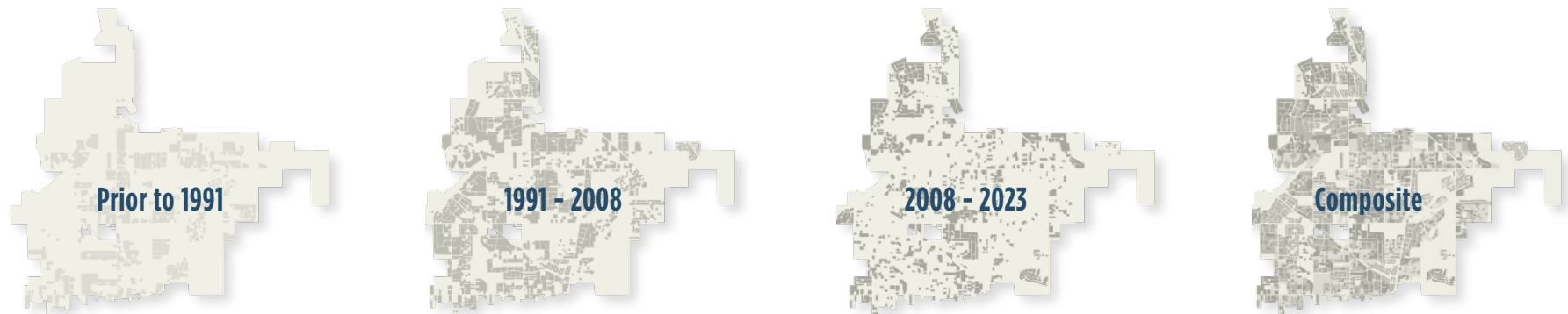


# EXISTING LAND USE

Highland’s existing land use pattern reflects a long-standing commitment to large-lot residential development and the preservation of open spaces. These patterns include both traditional layouts established prior to incorporation and newer development approaches that have emerged since the City’s incorporation in 1977. Based on data from year-built, approximately 22% of Highland was developed prior to 1991, 46% between 1991 and 2008, and 32% between 2008 and 2023 (**Figure 2.1**). Today, Highland remains a predominantly residential “bedroom community,” characterized by low-density housing, limited commercial services, an extensive network of parks, trails, and open spaces, and a modest level of public infrastructure (**Table 2.1** and **Existing Land Use Map**).

USE	ACRES	% OF TOTAL
Low-Density Residential	2,188.49	39.32%
Medium-Density Residential	1,020.97	18.34%
School	105.52	1.90%
Institutional	18.20	0.33%
Religious	72.05	1.29%
Private Recreation	30.34	0.55%
Highland City Public Park	139.01	2.50%
Golf Course	215.11	3.87%
Open Space	440.31	7.91%
Cemetery	16.49	0.30%
Conservation Area	177.69	3.19%
Commercial	52.52	0.94%
Commercial Ag	21.01	0.38%
Office	36.88	0.66%
Utility	33.00	0.59%
Ag/Vacant/Underutilized	244.68	4.40%
Roads/Other	753.22	13.53%

FIGURE 2.1 – HIGHLAND’S EVOLUTION



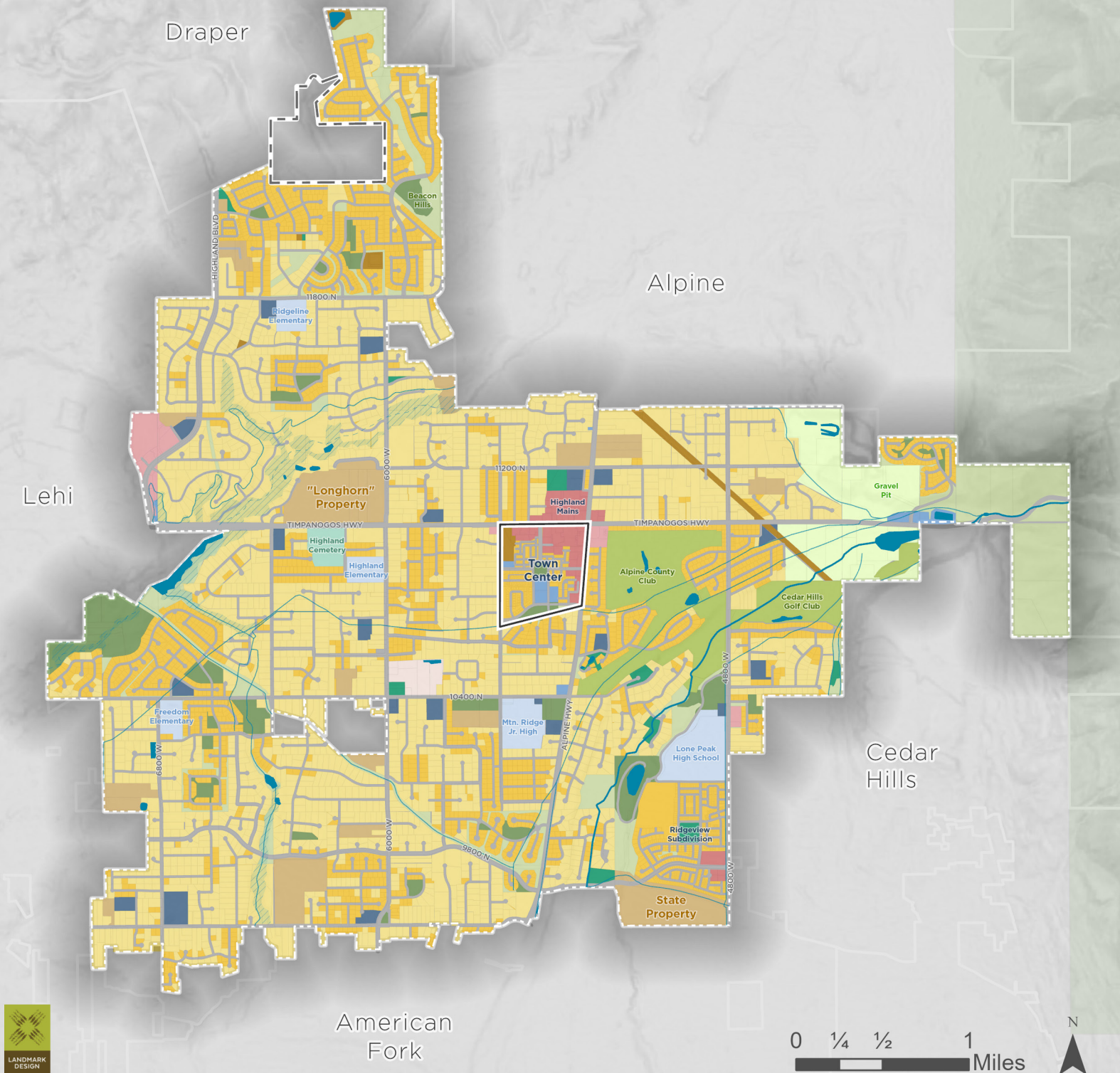




# HIGHLAND CITY

## Existing Land Use

- Annexation Boundary
- Town Center
- Low-Density Residential
- Medium-Density Res. (1/2 acre or less)
- School
- Institutional
- Religious
- Private Recreation
- Highland City Public Park
- Golf Course
- Open Space
- Cemetery
- Conservation Area
- Commercial
- Office
- Commercial Ag
- Utility
- Ag/Vacant/Underutilized
- Forest Service Land
- Riparian/Wetland
- Waterbody
- Canal/Ditch
- Stream/River - Perennial
- Stream/River - Intermittent



## FUTURE LAND USE DESCRIPTIONS

Highland's Future Land Use Vision is guided by the desire to preserve the City's unique character while thoughtfully managing future growth. The following section describes the preferred land uses in Highland, providing guidance as the City approaches buildout. (see also ***Future Land Use Map***).

RESIDENTIAL USES	
<b>Location</b>	Future residential uses are envisioned to account for nearly 60 percent of the total land area, representing the largest land use in the community.
<b>Purpose &amp; Character</b>	Highland's residential neighborhoods are a defining strength, central to the City's identity and a major reason people choose to call Highland home. The community's pattern of low-density, large-lot single-family homes is reflective of the semi-rural, family-oriented character Highland is known for. Residential neighborhoods are closely connected by open spaces, trails, and greenways that weave through the City. While honoring these established patterns, Highland envisions supporting a targeted range of thoughtfully placed housing options. The goal is to ensure that residents can plant roots, raise families, and remain in the community through every stage of life.
<b>Preferred Land Uses</b>	<ul style="list-style-type: none"> <li>■ <b>Low-Density Single-Family Homes:</b> Characterized by large lots and strong neighborhood identity.</li> <li>■ <b>Medium-Density Single-Family Homes:</b> Typically located within residential subdivisions, with lot sizes under half an acre.</li> <li>■ <b>Open Space Residential:</b> Clustered homes with usable shared open space and trail access.</li> <li>■ <b>Senior-Friendly Housing:</b> Options such as small cottages or courtyard homes, ideally situated near trails, parks, and amenities.</li> <li>■ <b>Educational and Civic Uses:</b> Integration of schools, civic buildings, and places of worship as part of the neighborhood fabric.</li> </ul>

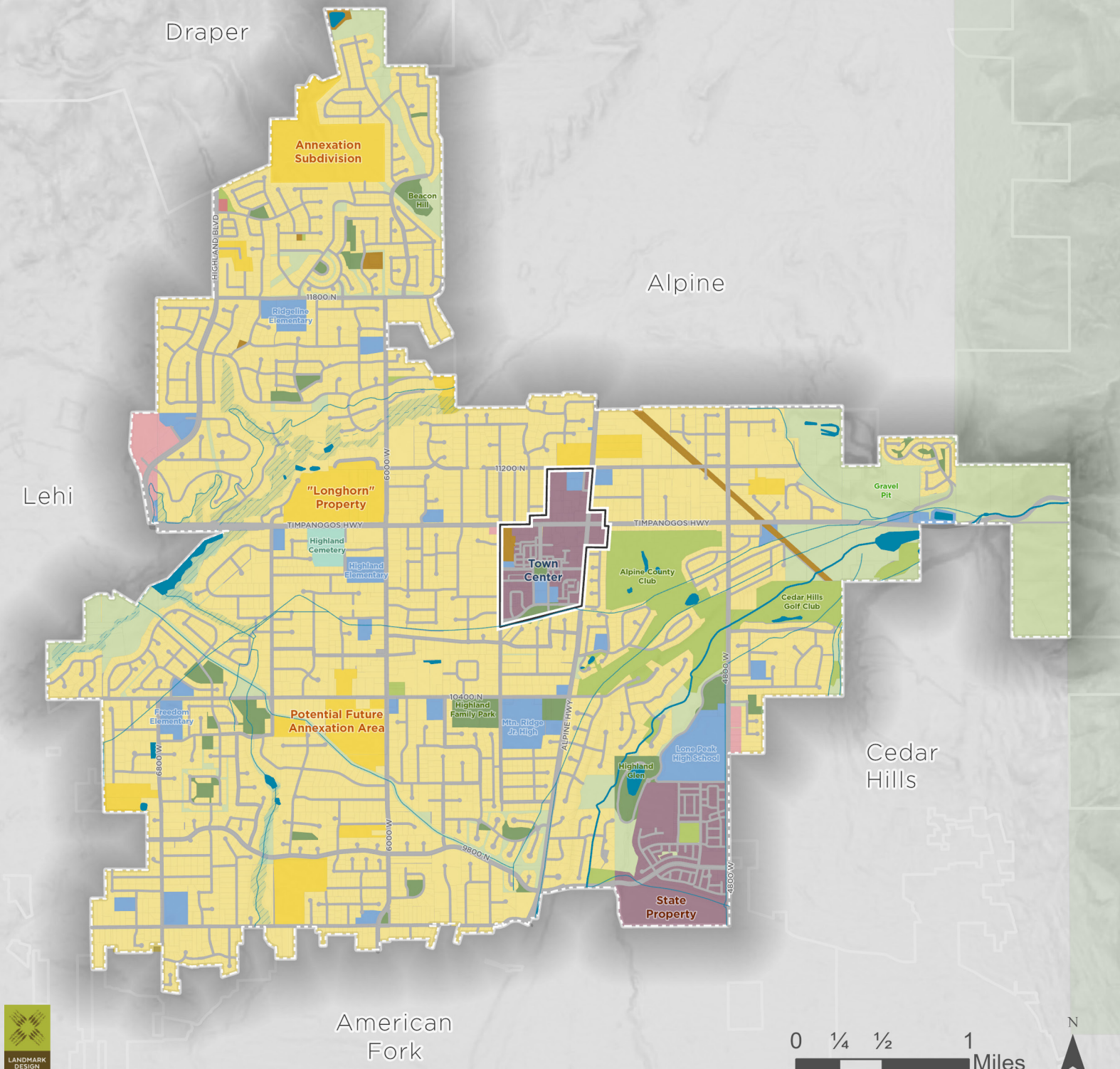




HIGHLAND CITY

## Future Land Use

- Town Center
- Existing Residential to Remain
- Residential Infill
- Commercial
- Mixed Use
- Office
- Civic/Education/Religious
- Public Park
- Private Recreation/Golf Course
- Open Space
- Cemetery
- Utility
- Forest Service Land
- Riparian/Wetland
- Waterbody
- Canal/Ditch
- Stream/River - Perennial
- Stream/River - Intermittent



## MIXED-USE, COMMERCIAL, & OFFICE USES

<b>Location</b>	The vision for future mixed-use, commercial, and office development is to focus on Highland's unified Town Center, with limited new development anticipated at the southern gateway along North County Boulevard. The Town Center is intended to serve as the heart of the community—a central gathering place that brings people together and reflects Highland's identity. As the primary hub for civic life, local businesses, and events, the Town Center is a focal point for community connection and activity.
<b>Purpose &amp; Character</b>	Mixed-use, commercial, and office areas in Highland are envisioned to serve the community's everyday needs while reflecting the city's rural setting and small-town feel. These areas should be walkable, well-landscaped, and human-scaled, blending naturally with nearby residential neighborhoods. The intent is to create vibrant, attractive areas that include locally oriented businesses, professional offices, civic uses, and senior-friendly housing—places that strengthen connection and reflect Highland's distinct sense of place.
<b>Preferred Land Uses</b>	<ul style="list-style-type: none"> <li>■ <b>Mixed Use:</b> Thoughtfully integrated commercial retail, office, and residential uses in a walkable, attractive setting.</li> <li>■ <b>Commercial:</b> Neighborhood-scale retail, food services, and personal services that meet the daily needs of residents, with high-quality architecture and landscaping, generally part of mixed use developments.</li> <li>■ <b>Office:</b> Low-impact professional, medical, and private education uses that are compatible in scale with surrounding uses.</li> <li>■ <b>Senior-Friendly Housing:</b> Small-scale senior living options, including assisted living and age-restricted housing, ideally located near trails, parks, or commercial amenities.</li> <li>■ <b>Civic &amp; Public Gathering Spaces:</b> City Hall, Library, Community Center, and other public spaces designed for community use and interaction.</li> </ul>

## INSTITUTIONAL, SCHOOLS, & RELIGIOUS USES

<b>Location</b>	Institutional, educational, and religious uses are currently integrated throughout Highland and are typically located within or adjacent to residential neighborhoods. Future siting of such uses should consider access, buffering, and compatibility with surrounding development, while supporting the City's goals for connectivity, open space, and neighborhood cohesion.
<b>Purpose &amp; Character</b>	Institutional, school, and religious uses are essential components of Highland's community identity, providing spiritual, educational, and civic services in a manner that supports the City's family-oriented and rural residential character. These uses should be designed to enhance the neighborhoods they serve—offering welcoming, well-maintained facilities that contribute to Highland's sense of place and provide opportunities for gathering, learning, and service.
<b>Preferred Land Uses</b>	<ul style="list-style-type: none"> <li>■ <b>Religious Facilities:</b> Churches, temples, and other places of worship integrated into the neighborhood fabric, with appropriate site and building design to minimize impacts on adjacent residential areas.</li> <li>■ <b>Educational Uses:</b> Public K-12 schools, early childhood education centers, and specialized learning facilities that support Highland families and children.</li> <li>■ <b>Civic and Institutional Uses:</b> Libraries, government buildings, cultural centers, and public safety facilities that provide essential services and community space.</li> <li>■ <b>Open Space Integration:</b> Where appropriate, shared open space, trails, and recreational facilities associated with schools or religious sites to enhance public access and community benefit.</li> </ul>

## PARKS, TRAILS, & OPEN SPACE

<b>Location</b>	Parks and natural open spaces are both woven throughout Highland and integral to the City's character. Existing assets include community and neighborhood parks, a growing trail network, and large areas of natural open space (see also <b>Chapter 7: Parks, Trails, &amp; Open Space</b> ).
<b>Purpose &amp; Character</b>	Highland's open space system defines its identity, offering natural beauty, recreational opportunities, and connection with nature. These spaces support the city's rural, low-density character while promoting health, wellness, and community connection. The City's parks and trails are designed to be accessible, scenic, and compatible with surrounding land uses. As Highland continues to grow, open space preservation will remain a high priority, ensuring that future generations enjoy the same quality of life and access to nature.
<b>Preferred Land Uses</b>	<ul style="list-style-type: none"> <li>■ <b>Mini (or Pocket) Parks:</b> Small parks (&lt;3 acres) that generally serve nearby neighborhoods (¼-mile radius) with limited amenities like small playgrounds and open lawn areas.</li> <li>■ <b>Neighborhood Parks:</b> Form the core of the park system, offering space for unstructured play, limited active use, and passive recreation (3-10 acres).</li> <li>■ <b>Community Parks:</b> Community parks (10-40 acres) support organized sports and recreation, with amenities like fields, trails, and picnic areas. They typically serve residents within a 1-mile radius but can also serve regional needs.</li> <li>■ <b>Private or Quasi-Public Recreation:</b> Facilities that are not publicly owned but provide recreational opportunities. These may be part of a subdivision or HOA, affiliated with a church or religious institution, or operated by a private business such as a golf course.</li> <li>■ <b>Special Use Parks:</b> Single-purpose recreation sites (e.g., campgrounds, community gardens, bike parks, etc.) No standard size; depends on the specific use.</li> <li>■ <b>Natural Open Space:</b> Preserved areas that protect visual character, sensitive lands, and ecological functions while offering opportunities for passive recreation.</li> <li>■ <b>Trails, Pathways, &amp; Greenways:</b> Multi-use trails, trailheads, and linear open spaces that connect neighborhoods, parks, schools, and civic spaces. These corridors may follow creeks, canals, or roadways, providing visual relief, stormwater functions, and opportunities for trail connections.</li> <li>■ <b>Open Space Residential:</b> Clustered housing development that conserves large tracts of usable, publicly accessible open space or natural land.</li> </ul>



## OTHER FUTURE LAND USE CONSIDERATIONS

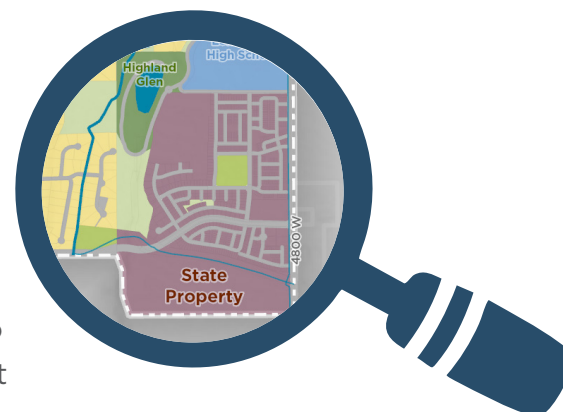
### THE “LONGHORN” PROPERTY (65 ACRES)

The future of the privately owned “Longhorn” property has been a focal point of community discussion for many years, with residents advocating for its role in preserving Highland’s distinctive character. **The overarching desire is to maintain the City’s rural feel, large lot sizes, and abundant open spaces while using thoughtful placemaking to create a welcoming community gateway.** A favored vision for the “Longhorn” property includes significant open space buffering Bull River, with large residential lots “feathering” into future low-density single-family homes. Thoughtfully designed senior housing could also be a good fit for the property. Any approach should actively maintain open spaces, protect scenic viewsheds, and celebrate this area as Highland’s most prominent gateway. Residents strongly desire uses for this property that contribute to the community’s aesthetics and overall quality of life, ensuring it remains a hallmark of Highland’s unique identity.



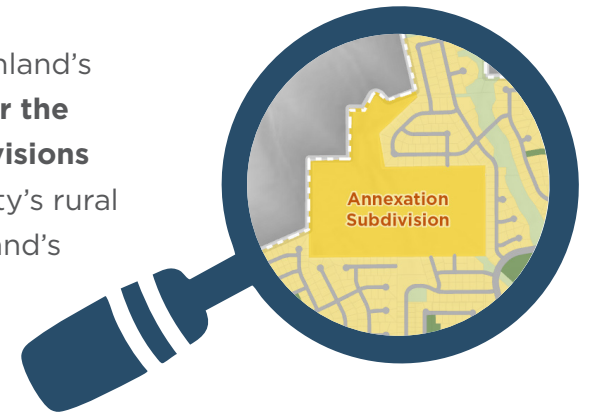
### VACANT STATE OF UTAH PROPERTY (54 ACRES)

With limited vacant land left, the State-owned property south of Ridgeview Subdivision presents **a strategic opportunity to create preferred residential uses that support all phases of life from young families to seniors.** A vision for this location could be low-maintenance homes designed with accessibility and livability in mind. Drawing from the positive example of the Coventry Subdivision, the site could include well-designed townhomes or similar units that offer quality design features, options to downsize, and access to open space and trails. With attention to landscaping, traffic flow, and integration with the surrounding area, the development could add needed housing while respecting Highland’s character and avoiding the issues associated with overly dense development.



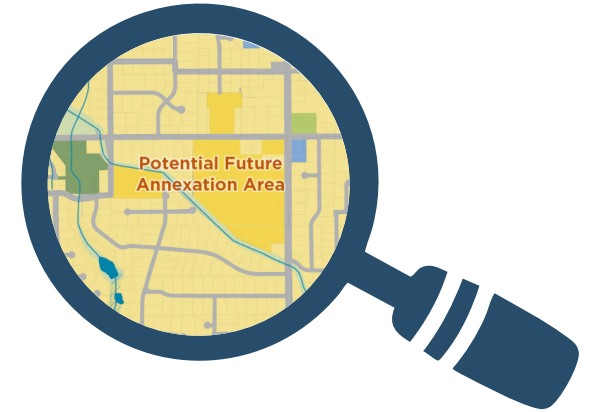
## NORTHERN FUTURE ANNEXATION (98 ACRES)

The declared northern future annexation area should integrate seamlessly with Highland's established land use patterns. **Development within this area is envisioned to mirror the prevailing character of neighboring residential landscapes, featuring small subdivisions connected by generous open spaces.** A core objective is to preserve the community's rural and open feel, ensuring that new growth enhances rather than detracts from Highland's distinctive identity. Other considerations for this area include the provision of essential public facilities, including schools, future neighborhood parks, and a comprehensive trail system.



## POTENTIAL FUTURE ANNEXATION AREA (48 ACRES)

Note that the "Buhler Property" along 10400 N is a potential future annexation area. As an unincorporated island, Utah law provides a process for Highland to annex the area if the conditions in *Utah Code § 10-2-812* are met. Similar considerations as the northern future annexation area would apply.



## PLACEMAKING IDEAS

An important component of Highland's Future Land Use vision is enhancing the City's character and sense of connection. This process, often called placemaking, involves creating high-quality places where people want to live, work, and play. Well-designed places are active, engaging, and visually appealing, incorporating thoughtful design, public art, and creative programming that reflect the community's unique identity. Placemaking is a multi-faceted approach to the planning, design, and management of public spaces. It's a process that focuses on the people who use a space, rather than just the physical infrastructure. It involves a collaborative effort to capitalize on a community's assets and potential to create public spaces that are not only beautiful but also promote people's health, happiness, and well-being.

Essentially, placemaking transforms a “space” into a “place.” A space is just a physical area, like a park or a street. A place, however, has a strong identity and sense of community. It’s somewhere people feel a connection to, a place they are proud of and want to spend time in.

## WHERE TO FOCUS PLACEMAKING EFFORTS?

Placemaking principles can be applied across the community, from major public spaces to small neighborhoods. By focusing on intentional design and connectivity, the City can strengthen the social and physical ties that bring the community together. This chapter highlights two focal points selected for their potential impact and alignment with other land use goals:

1. **The Town Center**
2. **Gateways & Corridors**

### FROM “SPACE” TO “PLACE

Places that exude local community character tend to include well-designed buildings, attractive streetscapes, and are marked by the following attributes:

- **People-First Design:** They are people-friendly with a mix of human-scale uses.
- **Active & Accessible:** They’re walkable, bikeable, and easy to navigate.
- **Thoughtful Connectivity:** They offer a variety of transportation options for getting there.
- **Diverse Offerings:** They include a variety of uses, including housing options that support all stages of life.
- **Honoring Heritage:** They respect community heritage and values.
- **Cultural Vibrancy:** They embrace the creative arts and provide cultural opportunities.
- **Connection to Nature:** They include green space that’s well-connected to Highland’s extensive pathway and trail systems.
- **Safe & Welcoming:** They are safe and welcoming for everyone.
- **Comfort & Ease:** They are accessible and comfortable.
- **Well-Maintained:** They’re well-maintained and exude a sense of local character and pride.
- **Social Connection:** They are sociable, encouraging people to connect with one another.



## 1. THE TOWN CENTER

Achieving the vision for Highland's Town Center has long been a guiding ideal, yet the area has not fully realized its potential as the heart of the community. Moving toward a unified and vibrant center will likely require a combination of targeted programs, clear design standards, business attraction efforts, and incremental improvements. The ideas and strategies shown in **Table 2.2**, while not exhaustive, have proven successful in similar communities.



Inspirational Town Center placemaking imagery.

TABLE 2.2 – TOWN CENTER PLACEMAKING IDEAS &amp; STRATEGIES

IDEA/STRATEGY	DESCRIPTION
<b>Community Events &amp; Programming</b>	Community events play a vital role in energizing a downtown area and increasing foot traffic. By drawing in both residents and visitors, events encourage people to spend more time in the Town Center, frequenting local businesses and other attractions. Highland may consider proactively encouraging more events—such as the Highland Fling and holiday celebrations—to be hosted in the Town Center whenever possible. Additionally, the City can explore hosting new events at other times of the year to encourage year-round visitation.
<b>Local Business Incentive Programs</b>	To generate interest and foot traffic Downtown, the City can implement incentive programs that encourage residents to shop at local businesses. These could include event-based programs like a “Tour of Downtown” or a “Meet the Owner” night. The City could also explore a “Buy Local” reward system to build a stronger connection between the community and its businesses.
<b>Business Incubators</b>	Business Incubators are a useful tool for helping small businesses get started. These spaces offer entrepreneurs a flexible option to begin operations with a short-term, reduced-cost lease, which can significantly lower initial overhead. Highland can explore using these spaces in a few ways. They could be permanent facilities, such as a specialized commercial kitchen for food-based startups. Alternatively, they could be temporary or seasonal, like a street market held during the summer. This approach would support aspiring entrepreneurs and help cultivate the specific types of businesses residents want to see in the Town Center.
<b>Food Trucks</b>	Food trucks have become increasingly popular and have the potential to bring a lot of energy to an area with their variety of local eats. The City can build on the success of food trucks that have already been used at community events by bringing them in more frequently. This could be done by hosting a regular “Food Truck Night” during the summer or even by creating a dedicated food truck park.
<b>Clear, High-Quality Design Standards</b>	Many residents have expressed a strong desire to ensure that both current and new developments are of high quality and reflect Highland’s unique character. A form-based code is an excellent tool for achieving this in the Town Center. Unlike conventional zoning, which focuses on land use, a form-based code prioritizes building form and design. This ensures more predictable, aesthetically pleasing spaces that align with the community’s vision. If the City decides not to pursue a form-based code, a comprehensive update to the existing Commercial Zone Design Standards would also be a viable alternative to achieve similar goals.
<b>Public/Private Partnerships</b>	Successful Town Centers often feature a mix of public and private gathering places, such as small plazas and pocket parks. These spaces offer a place to relax or recreate and can be used for events, street performances, or dining. To create these types of spaces and programming, the City can forge strategic public/private partnerships. For example, the City could collaborate between the Highland Library and local businesses to host joint events in the Town Center—such as a summer reading program at a local shop or a mobile “story time” at a seasonal street market. This approach leverages the Library’s role as a community connector, strengthening the link between the Town Center’s civic and commercial hubs without requiring significant City funds.

## ECONOMIC CONSIDERATIONS BEYOND THE TOWN CENTER

While Highland’s vision emphasizes a vibrant Town Center, a broader view of the City’s economy highlights key considerations for long-term fiscal health. The following insights are drawn from an analysis (see [Appendix C](#)) and help illustrate how thoughtful placemaking strategies and business activity could support the generation of revenue to offset community costs by supporting essential City services.

- **Sales Leakage:** An estimated \$709 million in taxable sales “leaks” from Highland to neighboring communities, representing a potential loss of nearly \$5 million in sales tax revenue for the City.
- **Existing Strengths:** Local taxable sales are concentrated in non-store retail and food and beverage services. The vast majority of the City’s property value is tied to single-family homes, highlighting its residential focus.
- **Limited Development:** The City’s planned commercial space may already exceed the estimated supportable square footage for the future population, suggesting a focus on strengthening existing areas.
- **Economic Barriers:** High land values and development impact fees are factors that could make it difficult for new, small businesses to open in the City.
- **Location:** Not being on a major interstate limits the City’s potential to attract large industrial or distribution centers.
- **Targeted Growth:** The most viable path for commercial growth could be through infill and small-scale retail. By encouraging this type of development, the City could capture a portion of the sales revenue currently spent elsewhere, which in turn could help fund City services.
- **Fiscal Strategy:** The City’s long-term financial stability could benefit from a strategy that doesn’t rely solely on major commercial expansion. This includes prudent budgeting, targeted tax adjustments as needed, and supporting home-based businesses. This approach could help create a more resilient economic foundation.



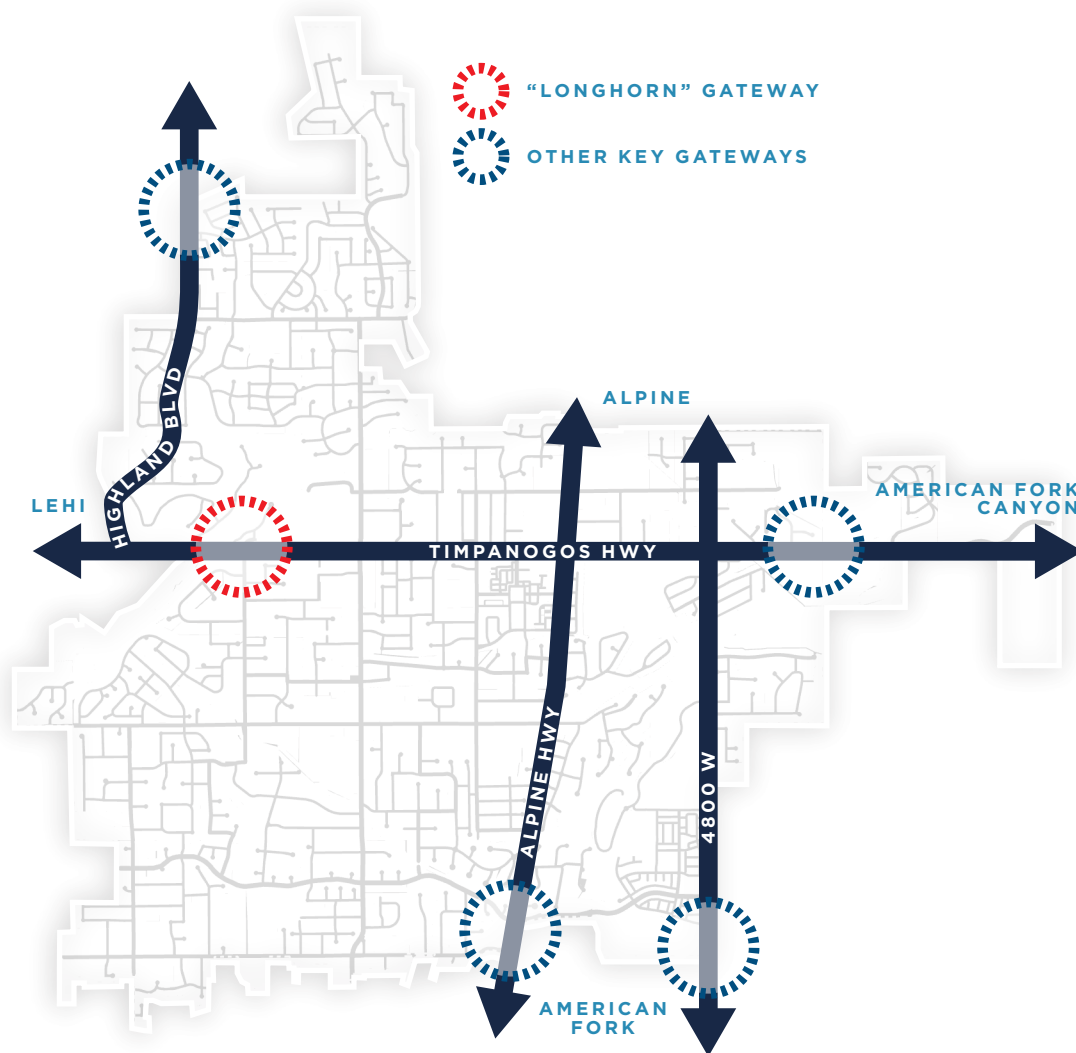
## 2. GATEWAYS & CORRIDORS

Gateways and corridors help define Highland's character, creating a clear sense of arrival and leaving a lasting impression on those who enter or exit the community. The locations identified in **Figure 2.2** provide a starting point, with the opportunity to identify and enhance additional areas as the City evolves.

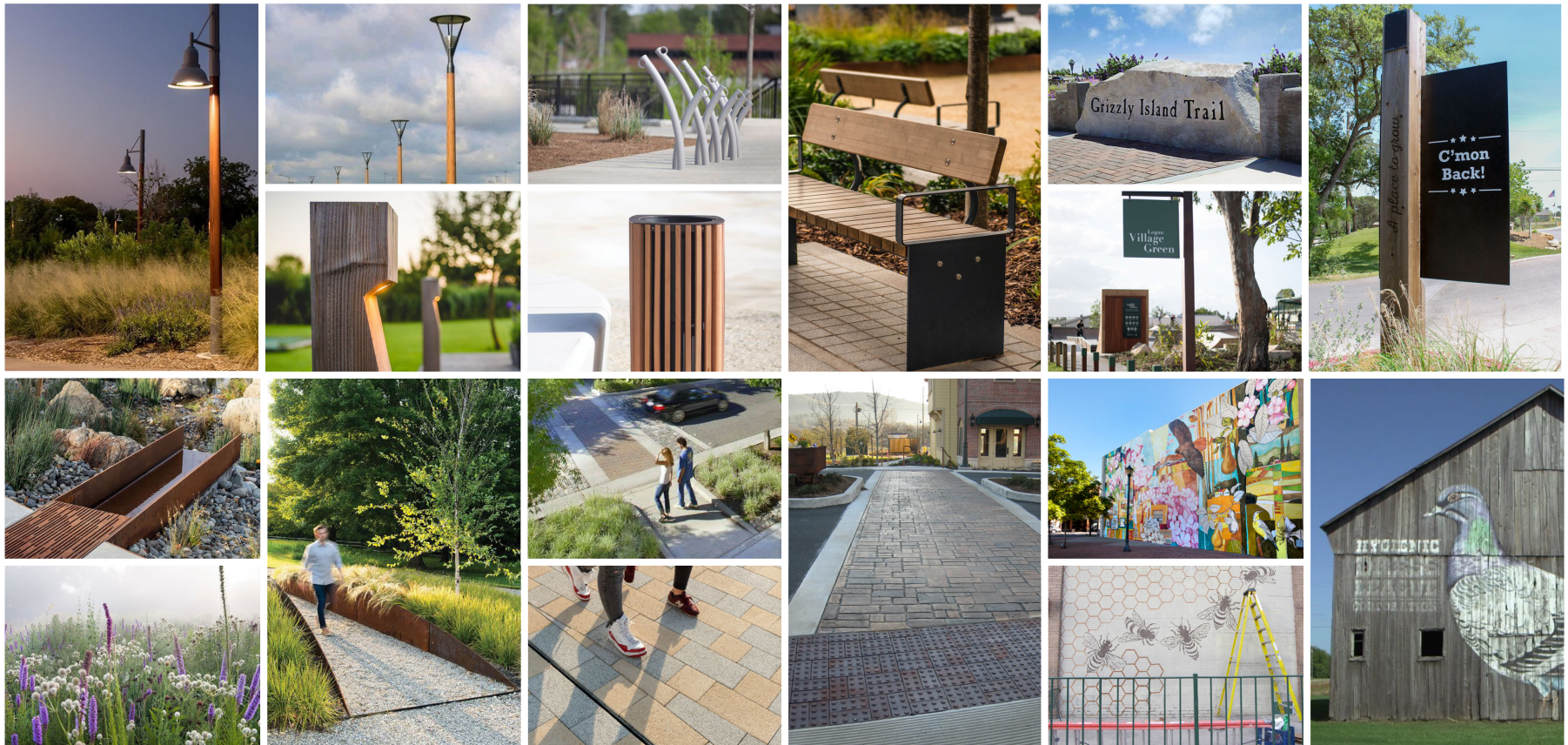
Community **gateways** are the 'front door' to Highland, welcoming residents and visitors and reinforcing the community's unique identity. Intentionally designed gateways create a sense of arrival and leave a lasting first impression through visual cues, such as enhanced water-wise landscaping, coordinated signage, unique landforms, or public art, that aid in wayfinding and highlight scenic views.

**Corridors** play a similar role but function as a continuous system that extends this sense of place along a highway, street, or greenway. A corridor may feature enhanced street or parkway landscaping, medians, roundabouts, lighting, and banner, all designed to unify the experience and reinforce the community's visual identity.

FIGURE 2.2 – HIGHLAND'S GATEWAYS & CORRIDORS



The following ideas and recommendations for gateways and corridors expand on ideas to establish a thematic brand and identity that can apply throughout the City. This approach is intended to guide design decisions, ensuring every element reinforces the community's unique identity. By focusing on a semi-rural, open-space aesthetic, Highland can create a welcoming and authentic experience.



Inspirational thematic community branding imagery.



## SUGGESTED ELEMENTS FOR HIGHLAND'S THEMATIC BRANDING:

- **Decorative Lighting:** Light fixtures could emphasize dark-sky principles to preserve Highland's rural, starry night views. This may include low-level, fully shielded fixtures with warm-toned bulbs. Designs could be simple and rustic, using natural materials such as weathered steel or wood to complement the landscape. Unified decorative lighting could extend throughout the Town Center and potentially to other destinations.
- **Street Furniture:** Durable, timeless materials that fit a rural character, such as reclaimed wood, stone, or recycled composite materials, could be selected. Benches, bike racks, and trash receptacles can be thoughtfully placed in communal areas to encourage gathering without cluttering open spaces.
- **Signage and Banners:** A consistent design language for all signage could be developed. Primary signage may use natural materials like carved wood, stone, or metal with a weathered finish. Banners can be used for special events while maintaining the overall thematic branding.
- **Street Trees and Landscaping:** Prioritizing water-wise, drought-tolerant trees and plants that thrive in the local climate could be a central theme. Large canopy trees can provide shade and help define corridors, while low-maintenance, water-wise grasses and shrubs enhance the natural, open-space feel. Highland's updated Parkway Landscaping Detail provides a strong foundation, requiring a 29-foot-wide landscape strip along collector and arterial roads—including the City's iconic street medians—that incorporates xeriscaping (see also **Chapter 5: Water Use & Preservation**).
- **Crosswalks:** To enhance safety and aesthetics, crosswalks could be upgraded with durable, decorative pavers or textured concrete in natural colors. This may provide clear visual cues for pedestrians and vehicles while harmonizing with the surrounding landscape.
- **Public Art or Landmark Features:** Public art could be installed that celebrates Highland's unique story and semi-rural lifestyle. Consider sculptures made from natural materials, murals depicting local history or landscapes, or artistic landmarks that reflect community values. This offers an opportunity to create memorable features that are distinctly Highland.

## THE “LONGHORN” GATEWAY

Residents have identified the “Longhorn Property” as a critical gateway that signals “Welcome to Highland.” Known for its longhorn cattle and captivating views, this area offers an opportunity to create an idealistic and truly beautiful first impression of the community. While the area may change over time, a thoughtful approach to development can ensure it maintains its unique sense of place, preserving the special rural character that defines it.



Inspirational “Longhorn” Gateway imagery.

## IDEAS & STRATEGIES FOR PRESERVING THE “LONGHORN” GATEWAY

- **Preserve the Open Feel:** Any future development could be clustered to group homes on a portion of the site, ensuring large areas remain as open space or pasture. This approach would maximize retained open space and maintain the area’s distinct agricultural feel. Views to the mountains should be safeguarded to ensure the property’s sweeping, pastoral vistas remain visible from key roads and entry points.
- **Honor the Longhorn Legacy:** A thematic brand could be built around the property’s history and its iconic longhorns. Ideas may include incorporating public art or interpretive features—such as a weathered steel sculpture of a longhorn or a mural depicting the property’s agricultural history—that serve as a unique landmark. Streets, parks, or trails could be named to reflect the Longhorn heritage, tying the development directly to the land’s storied past.
- **Specific Landscape & Design Standards** A naturalistic landscaping plan is a key element for maintaining a rural feel. The landscape design could prioritize the use of grasses and perennials to create a beautiful, meadow-like appearance rather than a manicured subdivision edge. A consistent use of rustic materials, such as split-rail fencing, low-profile stone walls, or weathered timber, could also be encouraged to ensure architecture and lot layouts blend seamlessly with Highland’s open, low-density character.
- **Public Realm Enhancements:** A central objective could be to create a prominent gateway feature at the property’s edge. This might be a unique sign or artistic installation crafted from natural or rustic materials, designed to not only signal “Welcome to Highland” but also to frame a beautiful view of the property. Integrating trail connections or open-space corridors could provide a significant community benefit and ensure the property contributes to the broader trail system.
- **Conservation Options:** The community may explore options for the long-term preservation of a portion of the property’s open space. This could involve exploring a conservation easement, establishing a public-private partnership, or dedicating a portion of the land as community park space, permanently protecting the open land and its rural character for future generations.



# GOALS & IMPLEMENTATION STRATEGIES

## Goal 1: Preserve Highland's unique character and low-density development pattern.

- **Implementation 1.1:** Evaluate existing Development Code provisions, such as those in the R-1-40 and R-1-20 Zones, to identify if additional protections or clarifications are needed to actively preserve the low-density residential environment. This includes assessing whether current definitions and design standards are sufficient to ensure new developments align with the established character of large lots and abundant open spaces.
- **Implementation 1.2:** Identify additional opportunities to integrate open-space-first design principles into the City Code by building on successful projects and lessons learned from past developments. This could involve updating the Planned Development (PD) District or evaluating whether the open space density bonus concept should be revisited as an overlay.
- **Implementation 1.3:** Develop and incorporate clear, high-quality design standards for both new and reconstructed commercial, institutional, and mixed-use projects. This includes exploring a form-based code for the Town Center Overlay or a comprehensive update to existing design standards (see also **Implementation 4.1**).
- **Implementation 1.4:** Explore conservation options for key open spaces, such as the “Longhorn” property, including conservation easements, public-private partnerships, or the dedication of land for community park space and connections.
- **Implementation 1.5:** Where appropriate, continue to encourage development that clusters homes to preserve large areas of open space and protect views and access corridors.
- **Implementation 1.6:** Promote the use of well-designed xeriscaping and similar landscaping and materials inspired by Highland's semi-rural identity to ensure new development blends seamlessly with the surrounding landscape.
- **Implementation 1.7:** Monitor the potential annexation of the Buhler property along 10400 N, recognizing it as an unincorporated island within Highland. If property owners express interest or if future circumstances make annexation appropriate, consider initiating the statutory process in accordance with *Utah Code § 10-2-812*.

## Goal 2: Support a modest range of housing options for all stages of life.

- **Implementation 2.1:** Explore opportunities for “senior-friendly” and other small-scale housing options in strategic locations like the Town Center or the State of Utah property south of Ridgeview. This could include revisiting existing tools, such as the Senior Care Assisted Living Overlay Zone and the Town Center Transitional Housing Overlay, and determining whether the concepts and policies that guided those codes could be refined.
- **Implementation 2.2:** Consider developing clear and thoughtful regulations for detached accessory dwelling units (ADUs) that align with community values, ensuring they serve as a viable housing option without compromising neighborhood character (see also *Chapter 4: Housing*).

## Goal 3: Strengthen the local economy and create a vibrant Town Center.

- **Implementation 3.1:** Explore strategic commercial development and business attraction efforts to increase local revenue, particularly in the Town Center. This requires a careful evaluation of the C-1 Zone and CR Zone regulations to ensure they support the type of businesses residents want.
- **Implementation 3.2:** Develop and implement a strategy to revitalize the Town Center, focusing on creating a vibrant, walkable, and aesthetically pleasing destination that reflects Highland’s identity. The Town Center Overlay is the primary tool for this, and a review of its regulations should be a priority.
- **Implementation 3.3:** Encourage community events and programming, such as food truck nights, seasonal markets, or cultural events, to increase foot traffic and community engagement in the Town Center. The City could review and improve existing code to ensure it supports such uses.

#### Goal 4: Enhance Highland’s character through strategic placemaking efforts.

- **Implementation 4.1:** Develop a comprehensive “thematic branding” guide for gateways and corridors, focusing on elements like decorative lighting, consistent signage, and water-wise landscaping that reinforce Highland’s semi-rural character. This guide can establish a consistent aesthetic across the City, distinguishing it from the specific design standards for individual buildings or zones (see also *Implementation 1.3*).
- **Implementation 4.2:** Continue to prioritize the preservation and enhancement of scenic viewsheds and natural open spaces, particularly in prominent areas like the “Longhorn” property and along natural corridors.
- **Implementation 4.3:** Continue to strengthen connectivity throughout the City by expanding and linking the trail, pathway, and greenway network, ensuring all residents have access to parks, schools, and civic spaces (see also *Chapter 7: Parks, Trails, 7 Open Spaces*).
- **Implementation 4.4:** Explore opportunities to commission or install public art that celebrates Highland’s unique story and semi-rural lifestyle. This may include sculptures, murals, or artistic landmarks made from natural or rustic materials, particularly in the Town Center and at key gateways.
- **Implementation 4.5:** Consider creating a prominent gateway feature at the “Longhorn” property’s edge. This feature could be a unique sign or artistic installation that signals “Welcome to Highland” while framing the property’s scenic views.

## Goal 5: Support locally desired services and modest economic activity to strengthen fiscal resilience.

- **Implementation 5.1:** Explore the feasibility of obtaining a unique Highland ZIP code through the United States Postal Service (USPS) ZIP Code Boundary Review Process, focusing on potential benefits for residents, local businesses, and municipal services.
- **Implementation 5.2:** Support small-scale, neighborhood-oriented retail and home-based businesses that complement the existing Town Center and other mixed-use areas, helping to retain local spending and provide services desired by residents.
- **Implementation 5.3:** Incorporate Highland's identity into community signage, branding, and civic events to strengthen recognition, pride, and awareness of local businesses.

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## CHAPTER 3

# TRANSPORTATION

Provides a snapshot of the new *2025 Transportation Master Plan* (TMP), offering a high-level overview rather than a full technical document. The chapter describes Highland's current transportation conditions, and identifies proposed projects. While this element highlights key improvements and strategies, readers should refer to the TMP for detailed analysis, policies, and implementation steps.

# INTRODUCTION

The Highland City Transportation Element provides a high-level overview of the City's long-range transportation vision. It is intended as a snapshot of the more detailed *Transportation Master Plan (2025)*, which serves as the primary guide for transportation improvements and investments. Rooted in the desire to preserve Highland's unique residential character and scenic beauty, this element highlights the goals, policies, and actions necessary to support a balanced, multimodal network. It addresses the needs of motorists, cyclists, and pedestrians while pointing readers to the TMP for full technical analysis, project lists, and implementation strategies.

“Paving the sidewalk would do a great deal for all the families that live on and north of 9600 N.”

- Social Pinpoint Comment, (2024)



## RESIDENT PERSPECTIVES ON TRANSPORTATION

Highland residents have expressed significant concerns about traffic safety, road maintenance, and the impact of new development on congestion. Feedback highlights a shared desire for better enforcement of traffic laws and improvements to infrastructure in order to handle increased vehicle and pedestrian traffic.

- **Traffic Safety & Enforcement:** Many residents believe that speeding is a major problem on Highland's roadways. Specific concerns were raised about speeding near schools and parks, which creates dangerous conditions for children and pedestrians. There is a demand for increased traffic enforcement, with residents asking for more police patrols to issue tickets. Some comments suggest that the city should install speed bumps or cameras that can issue tickets, particularly on roads like Canal Boulevard and SR-92, to deter speeding.
- **Road Maintenance & Quality:** Residents frequently commented on the poor condition of city roads, citing issues such as potholes, cracks, and deteriorating asphalt. Some residents expressed frustration that roads in older neighborhoods have not been repaved for years, while newer areas seem to get attention. There are specific requests for road repairs on streets like 6800 W, 10050 N, and 10550 N.
- **Impact of Growth:** Residents are actively navigating the challenges that come with a growing community. The increase in traffic on major roads like SR-92 and Highland Boulevard is a primary concern, along with parking challenges near schools and parks. Residents express a desire to ensure infrastructure evolves to support this growth and maintain a high quality of life.
- **Walkability & Connectivity:** Some residents expressed a desire for more sidewalks, trails, and better connectivity to key community areas like parks and the Town Center. However, there is also a parallel concern that the city is not properly maintaining its existing trails and sidewalks. Comments mention overgrown brush on sidewalks and uneven surfaces that pose a tripping hazard.

# TRANSPORTATION MASTER PLAN (2025) SNAPSHOT

## CURRENT CONDITIONS

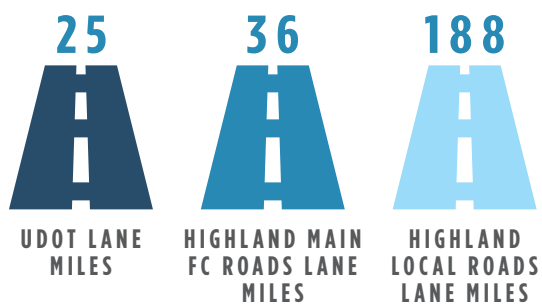
Highland City's transportation system is currently efficient and is generally expected to remain so. The Utah Department of Transportation (UDOT) maintains all primary arterials—North County Boulevard and Timpanogos Highway (SR-92)—as well as one minor arterial, Alpine Highway (SR-74). The City is responsible for the upkeep of all other minor arterials, collector streets, and local roads. Public transit, operated by the Utah Transit Authority (UTA), is limited to peak-hour express bus service, which connects residents to FrontRunner Commuter Rail, the State Street Core Bus route, and Utah Valley University. The City also benefits from an extensive active transportation network, with regional trail and bike lane connections planned. Overall, Highland's transportation infrastructure is in good condition (**Figure 3.1** and **Map 3.1**).

The City's road system follows a functional classification approach: arterial and collector streets are designed to carry higher volumes and provide efficient traffic flow, while local streets prioritize safety and pedestrian comfort. The *Alpine and Highland Active Transportation Plan (2024)* further emphasizes walking and biking, recommending backbone trails and bike lanes on larger corridors to improve safety and connectivity. New street designs should continue to incorporate traffic-calming features to manage vehicle speeds and support neighborhood livability.

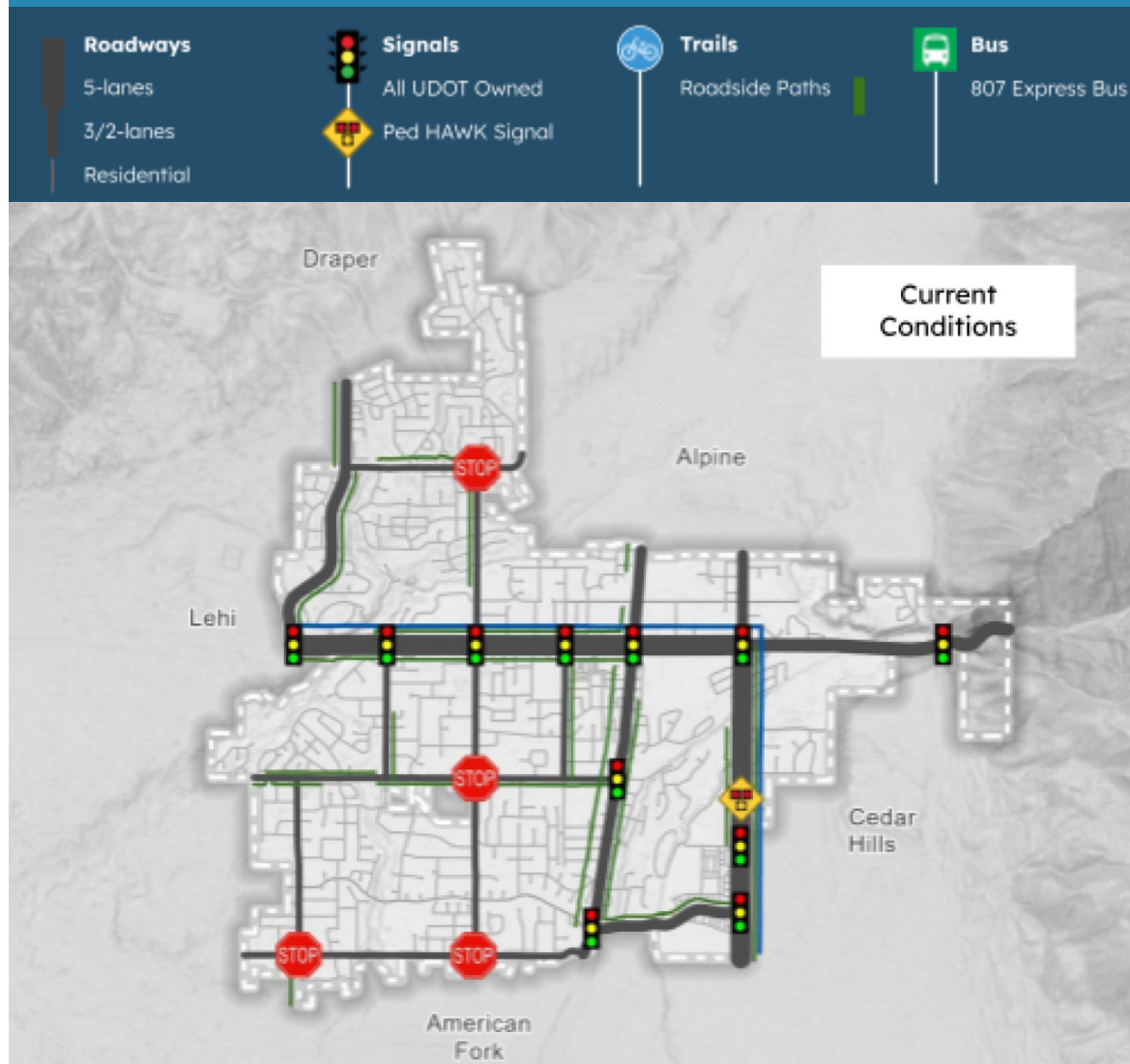
Future improvements are guided by recent traffic counts, socio-economic data (households and employment), and travel demand forecasts from the Mountainland Association of Governments (MAG) through 2050. Proposed projects are described on the following pages (see also **Map 3.2: Recommended Improvements** at the end of the chapter) .

FIGURE 3.1 – CURRENT CONDITIONS SNAPSHOT

Currently on the main functionally classified roads in Highland, there are:



MAP 3.1 – CURRENT CONDITIONS



## PROPOSED PROJECTS: ROAD WIDENING

<b>Location</b>	<b>4800 West (Timpanogos Highway to Alpine)</b>
<b>Proposed Improvement</b>	Add a southbound through lane approaching Timpanogos Highway, improve intersection geometry, and construct an off-street shared-use path.
<b>Additional Info</b>	<ul style="list-style-type: none"> <li>Currently configured as a three-lane minor arterial (two lanes plus center turn lane), 4800 West experiences congestion and restricted intersection capacity at SR-92.</li> <li>A four-lane design is proposed (two southbound, one northbound, plus center turn lane) with upgraded intersection design.</li> <li>While the SR-92 Access &amp; Circulation Study (2022) and MAG Regional Transportation Plan call for a five-lane road, Highland has opted for a four-lane approach due to right-of-way constraints and impacts to adjacent properties.</li> <li>The project will serve as a phased solution, allowing the City to evaluate whether additional widening is necessary in the future.</li> <li>The <i>Alpine &amp; Highland Active Transportation Plan (2023)</i> identifies this corridor for a backbone off-street shared-use path. The City has partnered with Alpine and MAG to provide a multi-use trail along 4800 W into Alpine.</li> </ul>
<b>Location</b>	<b>6800 W</b>
<b>Proposed Improvement</b>	Add a continuous turn lane, shoulders, curb, sidewalk (where needed), and buffered/separated bike lanes.
<b>Additional Info</b>	<ul style="list-style-type: none"> <li>This three-lane major collector connects 10400 North to regional destinations in American Fork.</li> <li>The City anticipates a 74-foot cross-section with two travel lanes and a continuous turn lane.</li> <li>The <i>Alpine &amp; Highland Active Transportation Plan (2023)</i> calls for buffered/separated bike lanes along the corridor.</li> </ul>



## PROPOSED PROJECTS: ROAD IMPROVEMENTS

<b>Location</b>	<b>5600 West</b>
<b>Proposed Improvement</b>	Add curb, sidewalk, storm drain, shoulders, and on-street bike lanes.
<b>Additional Info</b>	<ul style="list-style-type: none"> <li>■ This two-lane minor collector links 11000 North to 10400 North.</li> <li>■ The City intends to standardize the corridor at 42 feet of pavement within a 66-foot right-of-way.</li> <li>■ The <i>Active Transportation Plan (2023, Project 77H)</i> recommends on-street bike lanes with traffic-calming benefits.</li> </ul>
<b>Location</b>	<b>6000 W</b>
<b>Proposed Improvement</b>	Add curb, sidewalk, storm drain, shoulders, and either on- or off-street shared-use path, plus buffered/ separated bike lanes.
<b>Additional Info</b>	<ul style="list-style-type: none"> <li>■ This two-lane major collector connects Alpine, Highland, and American Fork.</li> <li>■ Improvements vary along the corridor due to mixed development history.</li> <li>■ <i>Active Transportation Plan (2023, Project 11H)</i> prioritizes a shared-use path and buffered/ separated bike lanes.</li> </ul>
<b>Location</b>	<b>6400 W</b>
<b>Proposed Improvement</b>	Add curb, sidewalk, storm drain, shoulders, and on-street bike lanes.
<b>Additional Info</b>	<ul style="list-style-type: none"> <li>■ Similar to 5600 West, this two-lane minor collector connects 11000 North to 10400 North.</li> <li>■ The City intends to build the corridor to a 66-foot right-of-way.</li> <li>■ <i>Active Transportation Plan (2023, Project 25H)</i> identifies on-street bike lanes to enhance safety and manage speeds.</li> </ul>



## PROPOSED PROJECTS: ROAD IMPROVEMENTS (CONTINUED)

<b>Location</b>	<b>9600 North</b>
<b>Proposed Improvement</b>	Add curb, sidewalk, storm drain, shoulders, and on-street bike lanes.
<b>Additional Info</b>	<ul style="list-style-type: none"> <li>■ This two-lane minor collector connects Lehi on the west to SR-74.</li> <li>■ Current conditions reflect a rural cross-section with multiple driveways.</li> <li>■ The City plans for a 66-foot right-of-way with urban improvements.</li> <li>■ <i>Active Transportation Plan (2023, Project 33H)</i> calls for on-street bike lanes.</li> </ul>
<b>Location</b>	<b>10400 North</b>
<b>Proposed Improvement</b>	Add curb, sidewalk, storm drain, shoulders, and an off-street shared-use path.
<b>Additional Info</b>	<ul style="list-style-type: none"> <li>■ This major collector provides east-west access to City offices and Mountain Ridge Junior High.</li> <li>■ Improvements are inconsistent, with full curb and sidewalks on the west but gaps in the center.</li> <li>■ The City intends to standardize the corridor and add left-turn lanes at key intersections.</li> <li>■ <i>Active Transportation Plan (2023, Project 17H)</i> recommends an off-street backbone shared-use path.</li> </ul>

## PROPOSED PROJECTS: ROAD IMPROVEMENTS (CONTINUED)

<b>Location</b>	<b>1800 North</b>
<b>Proposed Improvement</b>	Add curb, sidewalk, storm drain, and off-street shared-use path.
<b>Additional Info</b>	<ul style="list-style-type: none"> <li>■ This two-lane major collector connects Alpine to the east and will link to Lehi on the west.</li> <li>■ Planned improvements include sidewalks east of 6000 West, a roundabout at Highland Boulevard, and a new westward extension into Lehi.</li> <li>■ <i>Active Transportation Plan (2023, Project 3AH)</i> identifies this corridor as a priority backbone shared-use path.</li> </ul>
<b>Location</b>	<b>Canal Boulevard (SR-74 to 6800 West)</b>
<b>Proposed Improvement</b>	Add curb, sidewalk, storm drain, and off-street shared-use path.
<b>Additional Info</b>	<ul style="list-style-type: none"> <li>■ This two-lane minor collector provides an alternative east-west connection and is intended to channel traffic away from 9600 South.</li> <li>■ <i>Active Transportation Plan (2023, Project 21H)</i> identifies a backbone shared-use path along this corridor.</li> </ul>

## PROPOSED PROJECTS: INTERSECTION IMPROVEMENTS

### Location/ Proposed Improvement

- **Canal Boulevard at Alpine Highway and North County Boulevard:** Add double-left turn lanes with receiving lanes while preserving trail access. Hybrid widening will taper to one lane mid-block due to right-of-way limitations.
- **Highland Boulevard / 11800 North:** Add a roundabout for traffic control.
- **6000 West / 10400 North:** Add a roundabout to improve flow and provide traffic calming.
- **6000 West / Canal Boulevard:** Add a roundabout to improve flow and provide traffic calming.

## PROPOSED PROJECTS: UDOT ROAD WIDENING

### Location/ Proposed Improvement

- **North County Boulevard (SR-129):** MAG projects a need for seven lanes by 2050 from Canal Boulevard into American Fork, with an off-street shared-use path also identified. Coordination with MAG and UDOT will be required, as this project is not yet in the Regional Transportation Plan.
- **Timpanogos Highway (SR-92):** UDOT projects seven lanes between I-15 and SR-74, tapering eastward. Future widening may include commuter lanes or a combination of lane types. Pedestrian connectivity across SR-92 remains a concern; options such as a pedestrian hybrid beacon (HAWK) or grade-separated crossing near Town Center Boulevard should be studied.

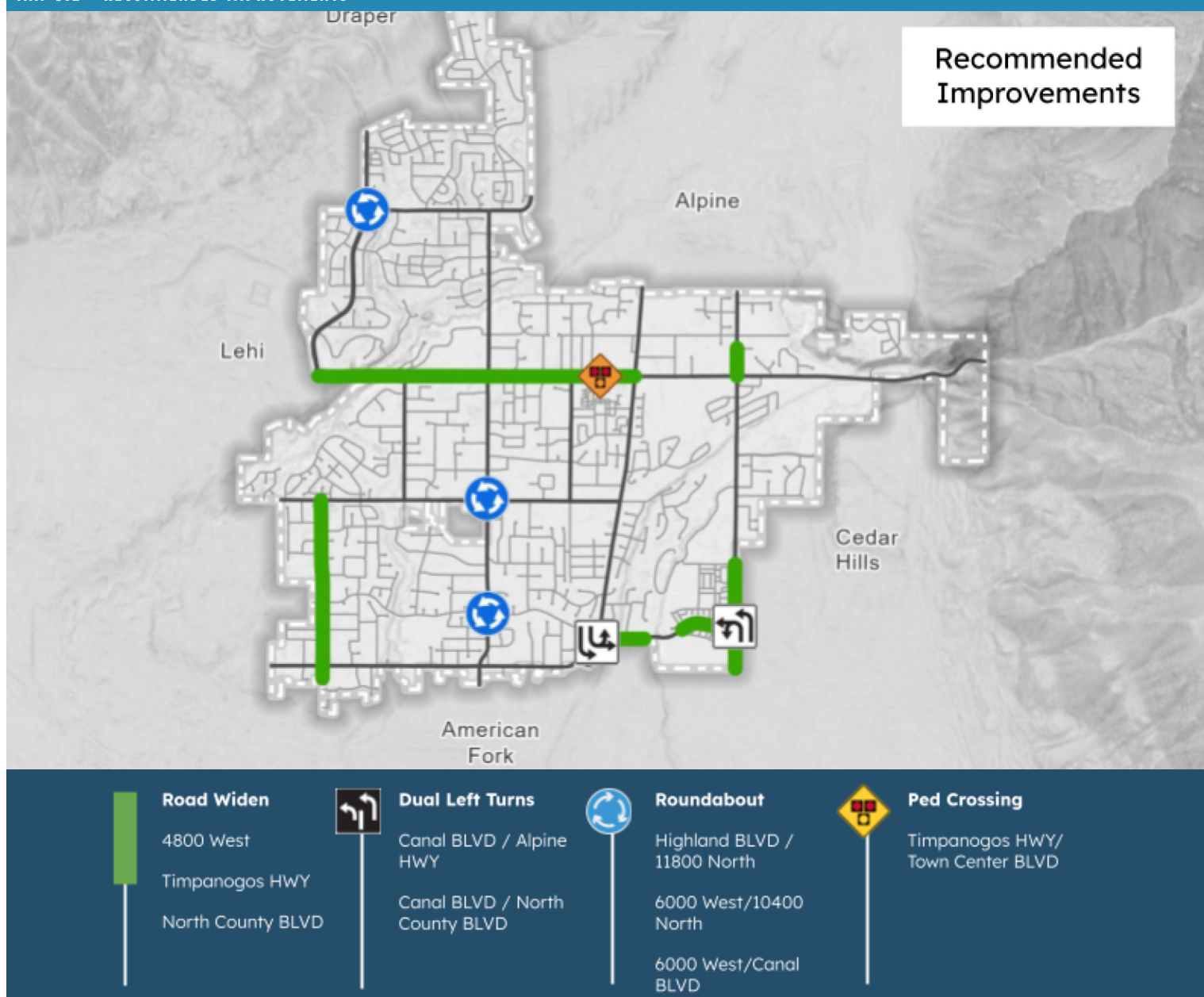
## TRANSIT

No new transit projects are currently planned by UTA or MAG. While major investments in FrontRunner and light rail are anticipated elsewhere in Utah County, Highland will continue to be served only by limited express bus service.


## ACTIVE TRANSPORTATION

Active transportation planning will continue to build on the *Alpine & Highland Active Transportation Plan (2023)*, which prioritizes trails, bike lanes, and regional connections.

MAP 3.2 – RECOMMENDED IMPROVEMENTS



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## CHAPTER 4

# HOUSING

The moderate-income housing element presents a targeted vision for facilitating a variety of housing options for residents of all life stages. The plan builds on existing strategies, including the creation of new opportunities for detached accessory dwelling units (ADUs), targeted residential zoning in commercial and mixed-use areas, and the development of housing projects for seniors.



## INTRODUCTION

Housing is the foundation of community life. In Highland, residential neighborhoods define the City's identity, and ensuring that there are housing options for residents in different stages of life is critical to maintaining the City's character while welcoming future generations. Highland's Housing Element is guided by *Utah Code 10-9a-403*, which requires municipalities to include a Moderate-Income Housing Plan as part of the General Plan. The goal is to facilitate affordable housing options, which are based on 80% of the area median income (AMI). This chapter provides an overview of the City's housing profile, identifies emerging needs, and outlines current strategies to meet those needs. Additional resources to facilitate housing strategies can be found at the end of the chapter.

“Many of Highland's citizens in neighborhoods near me are aging and do not want such a large lot, but they want to stay in Highland. Allow lovely developments that could accommodate them.”

- Highland Resident Survey, (2024)



## RESIDENT PERSPECTIVES ON HOUSING

Based on public feedback, residents hold a range of perspectives on housing. The key themes heard from the community are summarized below.

- **Concern for Future Generations:** Many residents are satisfied with their current housing but are concerned about whether future generations, particularly their children and grandchildren, will be able to find affordable homes. Residents acknowledge the need for more diverse housing options to support both an aging population and young people who wish to remain in Highland. Many are open to thoughtfully regulated solutions, such as detached accessory dwelling units (ADUs) and senior-specific housing, as long as these options are part of a strategic infill plan that preserves Highland’s low-density character.
- **Desire to Preserve Community Character:** Residents strongly desire to maintain Highland’s small-town feel. They voice concerns that “multi-dwelling units” and “small lots” could increase traffic and cause the community to lose its unique charm. At the same time, they want any new housing and business developments to be visually appealing and of high-quality design, enhancing the community’s identity rather than detracting from it (see also *Chapter 2: Land Use & Placemaking*).
- **Desire for Clear & Consistent Policies:** A common frustration among residents is the perceived inconsistency in development decisions. They express a desire for clear and transparent housing and land use policies. Residents want predictable policies that align with the community’s vision, ensuring that future growth is well-managed and understandable to everyone.

## HOUSING ELEMENT BACKGROUND INFORMATION

Highland adopted its first General Plan in 2008, which included a Moderate Income Housing (MIH) element. In 2018, the Utah State Legislature passed *HB 259*, establishing specific strategies that cities must consider when developing or updating their MIH plans. In response, Highland City updated its General Plan in 2019 to align with these state requirements.

In 2022, *HB 462* further revised the strategies outlined in *HB 259* and added implementation requirements, including timelines with specific benchmarks for each chosen strategy. This legislation provided municipalities flexibility to make adjustments but required general plan updates by October 1, 2022. Highland City updated its plan to meet these requirements. Following State review, the City worked to ensure that the Moderate Income Housing element fully aligned with State standards, including adopting a five-year timeline with defined benchmarks.

### For reference, the State defines the following terms:

- **Moderate income housing:** Housing occupied or reserved for households with a gross income equal to or less than 80% of the median household income for households of the same size in the county.
- **Housing affordability:** The ability of a household to occupy a housing unit while paying no more than 30% of its income for gross housing costs, including utilities.
- **Moderate income housing unit:** A unit affordable to a household earning no more than 80% of the area median income, with gross housing costs (including utilities) not exceeding 30% of household income.

According to the US Census, the median household income in 2023 for Utah County was \$100,895. 80% of the median household income is \$80,716. To determine what is considered affordable housing, the State takes 30% of this household income, which comes out to \$24,214. When this amount is divided by the 12 months of the year, to be considered affordable, a housing payment including utilities could be no more than approximately \$2,017 a month.

## EXISTING CONDITIONS

Highland's housing landscape is predominantly single-family, reflecting the City's low-density, family-oriented character (**Figure 4.1**). As of 2022, the City had 4,925 housing units, 4,606 of which were occupied (**Table 4.1**). Owner-occupied housing is most prevalent, applying to 91% of units, while rental housing makes up less than 9% (**Figure 4.2**). This ratio **reflects the limited multi-family options and fewer affordable rental choices, affordable or otherwise, in the community**. Household sizes are relatively large compared with national averages, with owner-occupied households averaging 4.3 residents and renter households averaging 2.9 residents. From 2012 to 2022, occupied housing grew at an average annual rate of 2.9%, with rental units growing slightly faster (4.2%) than owner-occupied units (2.8%).

FIGURE 4.1 – HOUSING STOCK BREAKDOWN



FIGURE 4.2 – TOTAL OWNER VS. RENTER-OCCUPIED UNITS (2022)

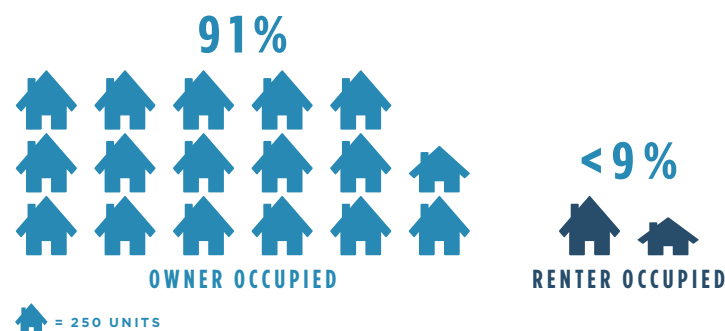


TABLE 4.1 – HIGHLAND EXISTING HOUSING UNITS

	2012	2022	AAGR
<b>Total Housing Units</b>	<b>3,581</b>	<b>4,925</b>	<b>3.24%</b>
Occupied Housing Units	3,446	4,606	2.94%
Owner-occupied Units	3,175	4,196	2.83%
Renter-occupied Units	271	410	4.23%

Sources: US Census Bureau, American Community Survey 5-Year Estimates (B25001, B25032)

Moderate-income housing is defined under *Utah Code 10-9a-403(40)* and *17-27a-403(43)* as housing “occupied or reserved for occupancy by households with a gross household income equal to or less than 80 percent of the median gross income for households of the same size in the county in which the housing is located.” Using Census data, the area median income (AMI) for Utah County is \$100,895, which sets a moderate-income threshold of \$80,716.

By contrast, Highland’s own median household income is \$178,662, and if an AMI-based target were calculated solely from Highland’s local income, the corresponding “affordable” housing threshold would be around \$142,929 (**Figure 4.3**). This figure provides context for affordability within Highland and highlights the discrepancy between moderate income housing, as defined by the state, and realistic benchmarks for developing affordable housing. This reality combined with Highland’s high home values—with a median near \$965,000 and rising annually—makes achieving truly affordable housing particularly challenging.

FIGURE 4.3 – AREA MEDIAN INCOME (AMI) COMPARISON



For current homeowners, housing is generally affordable: the median monthly cost for those with a mortgage is \$2,798, with a mortgage-to-income ratio of 20.2%, comfortably below the 30% threshold typically considered a financial burden. For prospective buyers, however, Highland’s high home values make entering the market a significant financial challenge.

Rental affordability is more nuanced. The median rent is \$2,122, with a rent-to-income ratio of 15.2 percent, currently indicating no widespread cost burden today. However, limited rental availability, rising costs statewide, and changing demographics suggest that **affordability may increasingly become a concern, particularly for younger families, moderate-income households, aging residents on fixed or limited incomes, and residents seeking smaller or rental homes.**

# MODERATE INCOME HOUSING STRATEGIES

With Highland's zoning pattern already well established and new growth expected to occur primarily through infill, providing opportunities for alternative housing types is a difficult goal to achieve. However, the City can still find creative ways to make reasonable allowances for housing options that meet state requirements while aligning with community values.

Under current State requirements, this housing element is expected to be updated regularly, selecting new strategies periodically as needed to meet the demands of a changing community. When considering strategies, it can be helpful to think about them in terms of both impact and effort. Some strategies are quick wins—relatively simple actions with meaningful results. Others are major projects that require more resources but can deliver lasting benefits. Strategies with low impact, whether easy or difficult, tend to be less effective in meeting housing goals and are generally avoided. This framework may be a useful tool for evaluating the effectiveness of current and future strategies (**Figure 4.4**).

The goals, policies, and implementation measures that follow reflect Highland's chosen strategies, balancing feasibility with impact and ensuring that housing opportunities are addressed in a way that preserves what makes Highland, Highland.

**FIGURE 4.4 – HOUSING STRATEGY EVALUATION MATRIX**





## STRATEGIES & IMPLEMENTATION MEASURES

**Strategy E: Create or allow for, and reduce regulations related to, internal or detached accessory dwelling units in residential zones.**

- **2023:** Include in the City's annual survey a question to gauge support for detached accessory dwelling units in residential zones.
- **2025:** Review the results of the annual survey. If there is significant support for detached accessory dwelling units, work with the Planning Commission and City Council to update the Development Code to allow for them.
- **2026:** Begin the process of drafting an ADU ordinance that aligns with Highland's community goals, housing needs, and neighborhood character (consider owner-occupied requirements, rental license requirements, consistent enforcement, etc). Adopt the ordinance by the end of 2026.
- **2027-2028:** Monitor development of detached ADUs under new ordinance to determine the impact of the regulations in terms of effectiveness, new housing opportunities, and impact to city infrastructure and services. Consider revisions to ADU ordinance as necessary to encourage ADUs or mitigate undesired impacts.

**HIGH IMPACT,  
LOW EFFORT**

**(QUICK WINS)**

**Strategy F: Zone or rezone for higher density or moderate income residential development in commercial or mixed-use zones near major transit investment corridors, commercial centers, or employment centers.**

- **2023-2025:** Permit the remaining 425 lots for the townhomes, carriage lots, and cottage lots that have yet to apply for building permits in the Ridgeview Planned Development.

**HIGH IMPACT,  
HIGH EFFORT**

**(MAJOR PROJECTS)**

- **2024:** Remove the requirement to include a commercial aspect in Planned Development (PD) Districts.
- **2026:** Work with the Planning Commission and City Council to update the Land Use Plan in the General Plan to allow for mixed-use moderate income development in the Town Center and higher density housing adjacent to Commercial Retail, Commercial-1, and appropriate Planned Development zones.
- **2027:** Work with the Planning Commission and City Council to research and draft an ordinance creating a residential zone with higher density such as a senior housing zone.

**Strategy T: develop a moderate income housing project for residents who are disabled or 55 years old or older.**

- **2024:** Work with the Planning Commission and City Council to draft an age-restricted senior housing residential zone that requires a density higher than the City's typical residential zoning. Work with the Planning Commission and City Council to determine areas in the City where this zoning could be approved.
- **2025-2026:** Adopt the new senior housing zone and work with the State on application of that zone to State owned property adjacent to North County Blvd.
- **2026-2027:** Explore a Planned Development (PD) strategy tailored for senior and disabled housing. This could include zoning key locations with an age-restricted PD overlay that allows higher densities and requires integrated amenities, accessibility features, and supportive design standards. Consider initiating a City-led PD project on publicly owned or high-priority sites to catalyze development.
- **2028:** If no property owners have requested to rezone in appropriate areas, rezone areas determined to be appropriate by the Planning Commission and City Council.

**HIGH IMPACT,  
HIGH EFFORT**  
**(MAJOR PROJECTS)**

## HOUSING DEVELOPMENT & ANALYSIS RESOURCES

There are resources available to the City to facilitate housing strategies, evaluate housing initiatives, and develop new perspectives on housing affordability. Below is a brief description of applicable resources available to the City. Some tools may require the City to identify funding sources to support local programs.

### Mountainland Association of Governments (MAG)

- **Technical Assistance to Governments Program (TAG):** Technical assistance is available to local governments throughout Utah, Summit, and Wasatch Counties for plans and studies that proactively address growth related challenges. Competitive projects integrate transportation and land use in a meaningful way and align with the region's long-range plans.
- **Available Funding:** MAG appropriates up to \$1,000,000 annually depending on the number and quality of applications received. Assistance is provided in the form of consultant services procured by MAG on behalf of the local government. There is a local funding match requirement of 6.77%.

### Land Use Academy of Utah (LUAU)


- **Missing Middle Housing Toolkit:** The Land Use Academy of Utah (LUAU), is a statewide uniform and comprehensive online land use website resource to train, inform, and educate elected and appointed officials in statutory land issues and best planning practices. LUAU provides the Missing Middle Housing (MMH) Toolkit, where all communities in Utah can learn about, consider, plan for, and implement more housing options tailored to their city or town. The Toolkit is continually updated with new and enhanced resources.

## HOUSING DEVELOPMENT & ANALYSIS RESOURCES CONTINUED

### State/Federal Programs

- **Olene Walker Housing Loan Fund:** The Olene Walker Housing Loan Fund (OWHLF) is Utah's state affordable-housing fund, administered by the Department of Workforce Services' Housing & Community Development Division and overseen by a 14-member board representing diverse housing interests. OWHLF provides grants or below-market loans for acquisition, new construction, rehabilitation, land purchase, preservation of affordable units, predevelopment grants, eviction-prevention programs, and certain pilot projects (e.g., low-income ADU loans). Example programs include:
  - **Multifamily Program:** gap financing for 5+ unit rental projects (plus predevelopment grants).
  - **Rural Single-Family Home Land Revolving Loan:** 0% subordinated land/lot-dev loans up to \$25k per home for households  $\leq 80\%$  AMI in rural Utah.
  - **Rural Single-Family Housing Programs:** Utah state-funded programs offering financial assistance to low- and moderate-income rural homeowners, including Rural Single-Family Rehabilitation Assistance Grants (forgivable home repair grants), SFRRP (rehabilitation or replacement of owner-occupied homes), and HomeChoice (help for eligible disabled homebuyers via partner nonprofits).
- **Housing Choice Voucher Program:** The Housing Choice Voucher (HCV) program (often called "Section 8") is HUD's primary rental assistance for low-income households, administered locally by Public Housing Agencies (PHAs) such as the Housing Authority of Utah County and Provo City Housing Authority. Eligible households rent privately, with the PHA paying a subsidy and tenants typically paying ~30% of adjusted income (up to 40% at initial lease-up if needed). Payment standards are generally 90%-110% of HUD Fair Market Rents. Eligibility is based on income, family size, and citizenship/immigration status, with at least 75% of new admissions required to be extremely low-income ( $\leq 30\%$  of area median). Waitlists are common; multiple PHA applications are allowed.

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## CHAPTER 5

# **WATER USE & PRESERVATION**

Integrates Highland water use and land use planning with the goal to ensure that water is used and conserved wisely and sustainably for today's residents and future generations.



## INTRODUCTION

Water is a renewable, yet finite natural resource. This reality, coupled with years of severe drought, has made the use and preservation of water a priority for local governments, state leaders, water providers, and the public. Recognizing planning's critical role in water management, the state adopted *S.B. 110: Water as Part of the General Plan* in 2022. This new mandate requires most municipalities and all counties to amend their general plans to address how land use planning impacts water use.

This chapter describes Highland's water system and provides a snapshot of current and future municipal water use. It covers the relationship between land and water use in Highland and highlights the City's efforts to reduce and eliminate wasteful water practices. The chapter concludes with recommendations for additional goals and policies that will reduce water demand as part of current and future developments.

“Water-wise” refers to practices and strategies that emphasize the efficient and sustainable use of water.



## RESIDENT PERSPECTIVES ON WATER USE & PRESERVATION

A 2022 survey, conducted by Utah State University under the Utah Wellbeing Project, revealed that **88% of Highland residents share a moderate to major concern for the future of the City's water supply** (*Figure 5.1*). The *2024 Highland Resident Survey* provided additional insight into how residents view water use and preservation, summarized below.

- **Water Metering:** Residents have mixed opinions on secondary water metering, with some viewing it as necessary for encouraging conservation, while others express frustration over higher costs.
- **Water Conservation Programs:** Many residents would like the option to participate in state-sponsored water-saving programs—especially landscape conversion rebates for removing turf.
- **Clearer Expectations:** Residents want to understand the effectiveness of conservation measures and express a desire for clearer policies, water use data, and more consistent reminders about watering days/times, etc.
- **System Efficiency & Maintenance:** Some residents are dissatisfied with the efficiency of the irrigation system, citing unreliable pressurized irrigation in certain areas leading to damaged sprinkler systems. Others express concerns about aging water lines and the need for improvements to the City's water infrastructure to ensure a clean and reliable water supply.
- **Lead by Example:** Residents want Highland City to set a clear example of water conservation, suggesting xeriscaping City-owned park strips and adjusting water-wasting sprinklers to demonstrate a commitment to water conservation.

**FIGURE 5.1 – RESIDENT CONCERN FOR THE FUTURE WATER SUPPLY**



8 out of 10 Highland residents are concerned for the future of the City's water supply.  
Source: 2022 Utah Wellbeing Project Highland Survey Report.

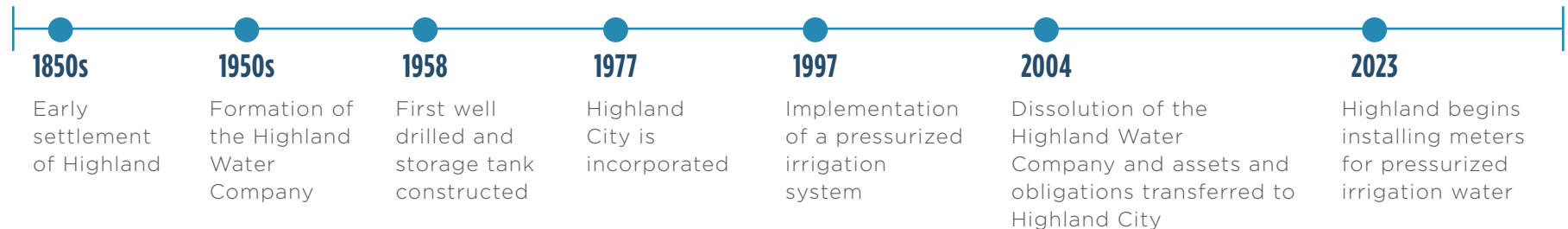
# HIGHLAND WATER SYSTEM SNAPSHOT

By law, water of the state belongs to the public and the right to divert water and decide how it is used is determined by the state. Annually, over five million acre-feet of water are diverted from Utah's natural water systems and supplied to agricultural, residential, commercial, institutional, and industrial customers. Approximately 82% of this water is utilized for agricultural purposes, with the remaining portion allocated to other uses through water delivery systems.<sup>1</sup>

A community water delivery system typically comprises one or more water sources, storage facilities, and a distribution system within a service area. To operate efficiently and effectively, each system component must be planned and designed to operate under the wide range of demands placed on the system by users. Water source capacity determines the system's ability to meet peak demand on the busiest days while also sustaining a consistent supply throughout the year. Typically, one water system delivers drinking water while another system delivers irrigation (secondary) water. Water system connections are the points where a water supply line connects to a building or home. To provide additional context, a historic snapshot of Highland's Water System is shown in **Figure 5.2**.

<sup>1</sup> Prepare60 Securing Utah's Economic Future. (2018). Understanding Utah's Water Municipal Manual 1st Edition. Retrieved from <http://prepare60.com/>.

**FIGURE 5.2 – HISTORIC SNAPSHOT OF HIGHLAND CITY'S WATER SYSTEM**



## DRINKING WATER

Highland City provides drinking (culinary) water to approximately 5,164 connections. Of those existing connections, 5,081 (98.4%) are residential, 48 (0.93%) are commercial, 1 (0.02%) is industrial, and 34 (0.66%) are institutional (**Figure 5.3**). The culinary water system comprises a network of pipes, four water storage tanks, and five groundwater wells (**Figure 5.4**). Existing culinary water demand can be met with two or three of the five wells at any given time, all of which are used on a rotating basis.



Highland City provides drinking (culinary) water to approximately 5,164 connections.

FIGURE 5.3 – DRINKING WATER SYSTEM CONNECTIONS BREAKDOWN

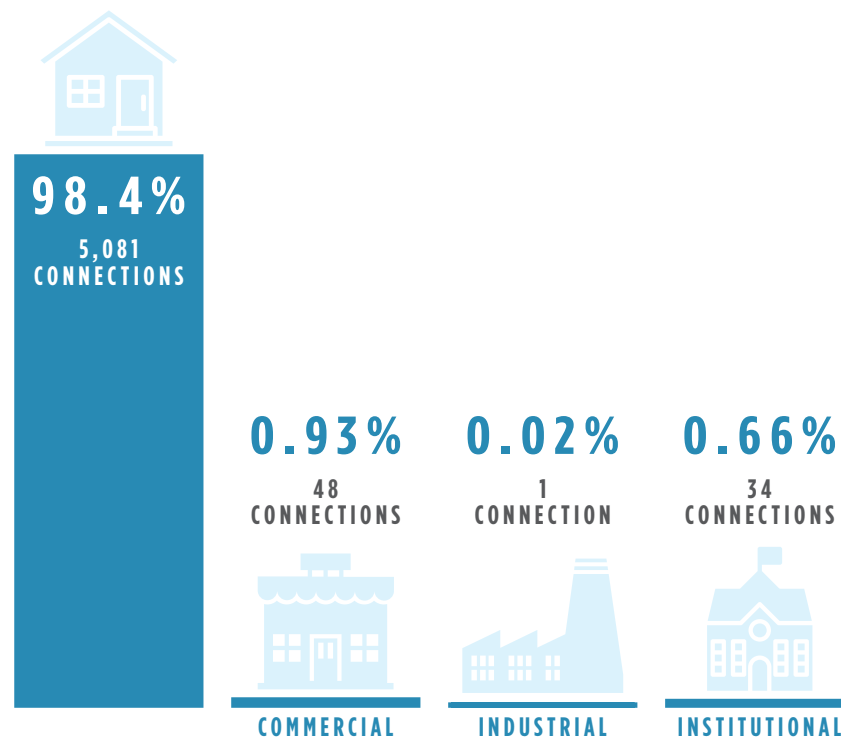


FIGURE 5.4 – DRINKING WATER SYSTEM COMPONENTS



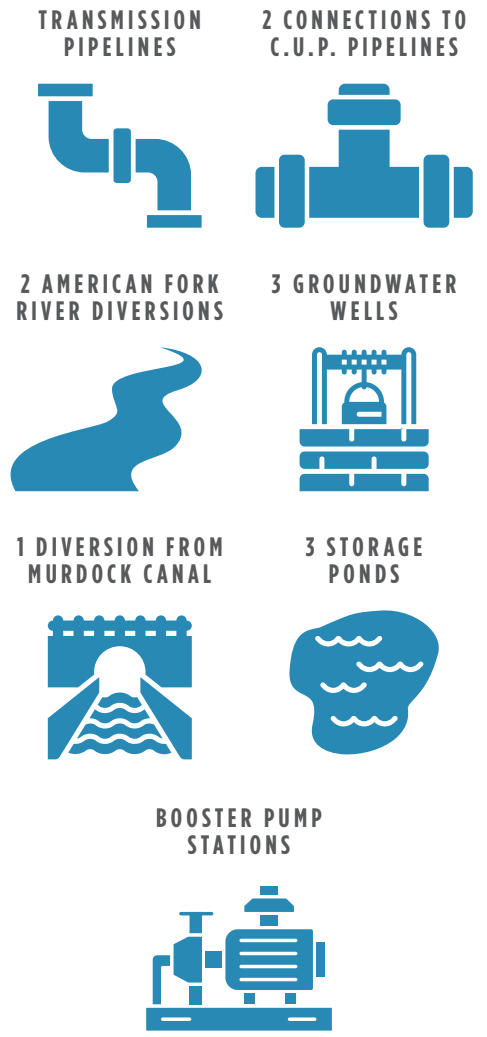
# IRRIGATION WATER

Between 1997-1998, Highland City installed a pressurized irrigation system that provides irrigation (secondary) water for residents. The system is comprised of transmission pipe lines, three storage ponds, three groundwater wells, two diversions from the American Fork River, two connections to Central Utah Project (CUP) pipelines, a diversion from the Murdock Canal, and booster pump stations (**Figure 5.5**). The three wells are pumped to supplement the surface water sources during late season demand periods, peak demand periods, and other periods when surface water sources are unable to meet demands. There are currently 4,800 connections on the pressurized irrigation system.

## SECONDARY METERING

In 2023, Highland City began the process of installing meters for pressurized irrigation water to comply with legislative requirements. Metering eases the data collection process and helps to identify opportunities to optimize water usage, policies, rates, and fees. Following the scheduled completion in 2025, the project will begin data gathering for a comprehensive rate study (2025-2026). The goal of the study will be to establish water rates that promote reasonable water usage, ensuring that rates align with the amount of water allocated to each property. This approach will help the City balance water conservation goals with fair and sustainable pricing. In the long term, consistency in water tracking will ensure that data-driven decisions shape future policies.

FIGURE 5.5 – PRESSURIZED IRRIGATION SYSTEM COMPONENTS







Pressurized irrigation meter installation began in Summer 2023.

## WATER RIGHTS & WATER SHARES

Highland City utilizes both water rights and water shares to supply water to residents and businesses. The City's acquired rights and shares include surface water, reservoir water, and groundwater. As the City has grown, developers have been and continue to be required to dedicate water to the City, typically in the form of water shares from irrigation companies. Efforts have been made to convert water rights into municipal use, granting Highland the flexibility to use water for either drinking or pressurized irrigation purposes (see **Tables A-1 & A-2** in the *Highland City Water Conservation Plan (2022)* for a full summary of City water rights).

### A NOTE ON IRRIGATION COMPANIES

Utah irrigation companies manage water resources by distributing water shares, maintaining canals and pipelines, and supporting efficient irrigation. Shareholders collectively decide water allocation and finances, making strong relationships with local irrigation companies essential for effective water management. Highland holds shares in the following companies:

- Highland Conservation
- Lehi Irrigation Company
- American Fork Irrigation Company
- Provo Reservoir Water Users Association:
- Winn Ditch Irrigation Company
- Central Utah Project
- Pleasant Grove Irrigation Company
- South Jordan Canal company
- East Jordan Irrigation Company
- Fort Field Little Creek Water Users Association



# WATER & LAND USE

This section examines the link between land use and water conservation in Highland, outlining water-saving practices from *Utah Regional Municipal and Industrial (M&I) Water Conservation Goals Report (2019)*. While these strategies are detailed in the Residential section, they apply to all land use types. This section also highlights the City's efforts to reduce water waste and explores potential future conservation strategies. An inventory of Highland's current and developing water conservation strategies can be found at the end of the Chapter (see **Table 5.5**).

## RESIDENTIAL USES

Typically, the largest consumption of municipal water comes from large-lot, single-family homes. This is the reality in Highland, where low to medium-density residential uses make up over 57% of the City's land use and account for 98% of existing drinking water system connections. As Highland approaches build-out, residential uses are envisioned to remain the dominate use, accounting for over 60% of the City's future land use.

Residential water use is often the primary focus of water conservation policies, as it accounts for the majority of municipal water consumption and provides the most comprehensive dataset for estimating conservation potential.<sup>2</sup> Strategies that reduce wasteful residential water use can correspondingly be applied to all municipal and industrial user types.

<sup>2</sup> Utah's Regional M&I Water Conservation Goals. Retrieved from <https://conservewater.utah.gov/wp-content/uploads/2021/05/Regional-Water-Conservation-Goals-Report-Final.pdf>



Large-lot, single-family homes are the dominate land use type in Highland and will continue to be in the future.



### WATER-CONSERVING PRACTICES & STRATEGIES

The following water-conserving practices and strategies apply across all water and land use types.

1. Appliance Upgrades & Leak Repairs
2. Increased Irrigation Efficiency
3. Landscaping Changes
4. Water-Efficient Land Use Patterns
5. Water Conservation Pricing
6. Water Conservation Education & Outreach

## 1. APPLIANCE UPGRADES & LEAK REPAIRS

Newer appliances and plumbing fixtures are more efficient than older ones. Upgrading toilets, faucets, and shower heads to high-efficiency options has proven to be among the most cost-effective conservation measures. Apart from decreasing water usage per use, modern fixtures also minimize leaks. Appliance upgrades and leak repairs will not be a major focus for Highland, however the City does share relevant appliance information and recommendations on their website.

## 2. INCREASED IRRIGATION EFFICIENCY

Inefficient irrigation practices result in a significant waste of water due to leaks, overwatering, watering outside of planting beds, and irrigating in the rain. Highland is increasing citywide irrigation efficiency through the installation of secondary meters and by collecting meter data to inform a comprehensive water rate study (see also ***Secondary Metering on pg. 55***). Highland is also installing smart irrigation controls in new City parks.

### 3. LANDSCAPING CHANGES

In Utah, approximately 65% of our culinary water is applied, often inefficiently, to landscapes.<sup>3</sup> The types of plants we grow, the density at which they are planted, and the type of system used to irrigate them have a major effect on the amount of water needed outdoors. For this reason, many communities are focused on promoting principles of water-wise landscaping—including Highland City (**Table 5.1**).

A water-wise landscape is functional, attractive, easily maintained in its natural surroundings, and helps to conserve water. Efficient use of water in community landscapes reduces water waste and enhances the community's environmental, economic, recreational, and aesthetic resources. Other benefits include better functionality, less maintenance, enhanced curb appeal, lower water bills, simpler irrigation, and the option for phased installation.







<sup>3</sup> Principles of Water Wise Landscaping. Utah State University. Retrieved from: <https://extension.usu.edu/cwel/principles>

#### WATER-WISE PARK STRIPS

In Highland, all park strip areas are required to be landscaped using xeriscape or water-wise methods without the use of lawn. The City defines xeriscape as landscaping in a manner that reduces the need for supplemental irrigation, conserves water, and enhances the beauty of the property. A xeriscape typically consists of an attractive mix of plantings, rocks, and other landscaping materials. Other best practices include:

- Adding pathways so guests who park in front of your home or business can easily access the sidewalk.
- Using plants, trees, and shrubs appropriate to the climate to minimize water loss from evaporation and runoff.
- Choosing trees from the City-approved Tree List.
- Keeping vegetation such as grasses, flowers, ground covers, and shrubs under 22 inches in height.

TABLE 5.1 – PRINCIPLES OF WATER-WISE LANDSCAPING

PRINCIPLE	DESCRIPTION
<b>Start with a plan</b> 	For a landscape design to be water-conserving, it needs to use water efficiently. The planning stage is the optimal time to decide which water efficiency strategies will be used.
<b>Practical turf-areas reduce over-irrigation</b> 	Water-efficient landscaping does not require the elimination of all turfgrass. In fact, turfgrass can be a practical and beneficial component of a water-wise landscape if best practices are followed. The use of turfgrass becomes problematic when it is over-irrigated, used in areas that are challenging to irrigate such as steep slopes or odd-shaped and narrow spaces, and when it is placed in areas where it isn't useful.
<b>Soil preparation is the foundation of a quality landscape</b> 	Soil is the most basic component of a quality landscape and will have an impact on the growth rate, health, and appearance of plants.
<b>Thoughtful plant selection &amp; placement</b> 	Selecting the right plant for the right space is critical to creating a water efficient landscape. Proper placement provides shade, privacy, beauty, efficiency, and can even decrease yard maintenance.
<b>Retain moisture with mulch</b> 	Mulch covers the soil and prevents crusting, compaction, and moisture loss. Mulching around trees, shrubs, and flower beds can result in a ten-fold reduction in evaporative water loss from soil.
<b>Efficient irrigation is critical for conserving water</b> 	Grouping plants with similar water needs (hydrozoning) is the first step in developing an efficient irrigation plan. Once plants are properly zoned, develop an irrigation schedule that will apply the appropriate amount of water based on the unique needs of each zone.
<b>Proper landscape maintenance keeps plants healthy and helps to conserve water</b> 	Landscape maintenance is one of the most important components of a beautiful and lasting landscape. The main activities required to maintain a water-wise landscape are irrigation and irrigation system maintenance, weed control, fertilization, pruning, and pest and disease control.



## 4. WATER-EFFICIENT LAND USE PATTERNS

Water-efficient land use patterns save water while supporting the effective use of existing infrastructure, protecting natural resources, promoting walkability, controlling flooding, and enhancing neighborhood vibrancy. Research shows that even small adjustments to development density can yield significant water savings.

Allowing some smaller homes, reducing parking and setback requirements, and focusing development where infrastructure already exists are all optional strategies that support water-wise land use. Ultimately, the most effective development policy is one that makes water-wise practices the easiest and most incentivized way to build.

### INFILL & WATER-EFFICIENT DEVELOPMENT

Infill and cluster development, particularly where infrastructure already exists, can help preserve green space, reduce water demand, and improve water quality. In Highland, which is largely built out, opportunities for clustering are limited and likely to occur only in areas where preserving natural areas, wildlife habitat, or wetlands is a community priority. Future infill should be guided by regulations that maintain the character of low-density neighborhoods.



Well-regulated ADUs can take advantage of existing infrastructure and consume less water than a traditional home.

### EXTERNAL ADU CONSIDERATIONS

Smaller lot sizes can reduce the size and water needs of lawns, as smaller homes support the reduction of indoor water use. In Highland, smaller homes on smaller lots will be limited and likely take the form of regulated detached ADUs or senior-specific housing (see also **Chapter 4: Housing**). The City may consider the benefits of water-efficient land use patterns and practices while evaluating policies and regulatory mechanisms for future residential growth.

## 5. CONSERVATION PRICING

Water conservation pricing encourages reduced water use by applying financial incentives, such as tiered rates that increase with consumption. Highland's drinking water rate structure is designed to promote conservation of high-quality groundwater. The ongoing secondary water metering project will also be used to inform a future water rate study.

Providing water users with access to their meter data in the future will empower property owners to better understand their water usage, allowing them to compare the amount applied to their landscapes with the actual water requirements of those landscapes.



Access to secondary metering data can empower property owners to make more informed decisions when it comes to watering their landscapes.

## 6. WATER CONSERVATION EDUCATION & OUTREACH

The support of community members and organizations is a critical component of any water conservation strategy. Below are education and outreach strategies that Highland has implemented and may continue to use and refine:

- **Watering Requirements in Mailers:** Regular updates on watering schedules are included in monthly water bills.
- **Multi-Faceted Public Outreach:** Social media, emails, texts, flyers, videos, website updates, and billing inserts are used to promote conservation awareness.
- **Advertisement of Water Conservation Programs:** Links to programs, such as those offered by the *Central Utah Water Conservancy District*, can be found on the City website.
- **Time-of-Day & Watering Day Restrictions:** Highland educates residents on efficient watering by enforcing restrictions and communicating watering guidelines.



## OTHER LAND USE CONSIDERATIONS

### COMMERCIAL & OFFICE USES

Municipal development standards statewide typically impose stricter water efficiency requirements on commercial developments, which have more resources to invest in such measures. In Highland, commercial and office uses make up only 2% of land use and less than 1% of drinking water connections. While commercial development will remain minimal, Highland can enhance water conservation by applying the same water-saving strategies described in the residential section, including establishing water efficient landscaping standards for future commercial and office developments.

### INSTITUTIONAL USES

Institutional land uses, such as schools and religious facilities, make up about 3.5% of land and less than 1% of the City's drinking water connections. While small, they play a key role in water conservation. Much institutional water use occurs outdoors—parks, school fields, and government properties—which can serve as examples for the wider community. These spaces offer opportunities to showcase water-wise landscapes. One significant step Highland City has taken is requiring smart irrigation systems for all new public facilities.



City-owned park-strips and properties are opportunities to showcase water-wise landscapes, providing tangible and inspiring examples for the public



## PARKS & OPEN SPACE

Public parks account for approximately 2.5% of Highland's existing land use while open space contributes an additional 7.9%. Managing these areas requires a significant number of sprinkler controllers distributed across the City. Highland is in the process of upgrading the current park irrigation systems to smart systems.

In addition to the smart system upgrades, Highland's parkway landscape guidelines have been updated to require a 29-foot wide strip of land along the City's collector and arterial roadways to incorporate xeriscaping instead of turf. In the future, the City may also consider adopting official Park Standards or a Parks, Trails, and Recreation Plan with guidelines and recommendations for converting some underutilized park lawns to water-wise landscapes, selecting water-efficient plantings and features, and enhancing on-site stormwater management through green infrastructure and other low-impact design (see also **Chapters 6 & 7**).

## MIXED USES

Mixed-use spaces in Highland, particularly in areas like the Town Center, could support water-efficient growth by focusing development where infrastructure already exists, reducing the need for water-intensive landscaping, and encouraging shared water systems. Adjusting development standards such as parking requirements, lot sizes, and setbacks could help promote water-wise building practices and more efficient water use.

## GRAVEL PIT/CONSERVATION AREA

It should be noted that the Highland Gravel Pit area, now owned by the Central Utah Water Conservancy District, is one of two potential sites being considered for a future aquifer recharge project. Aquifer recharge refers to the process of replenishing underground water sources in order to provide stable, long-term water storage. More than a decade in the making, the project may soon come to fruition. As an important regional water resource, Highland may work with partner entities to determine big picture management strategies for the Gravel Pit/Conservation Area should it become an aquifer recharge site including future parks and open space.

## REVISITING LANDSCAPE STANDARDS

Highland has taken steps to provide landscaping options within a public street for current and future development that do not require the use of lawn or turf in a parkstrip. However, current landscaping standards for new commercial, industrial, institutional, and multifamily housing projects lack substantial low water use requirements. The City could consider adopting community-wide water efficiency standards that align with state recommendations and empower residents to participate in rebate programs, such as those administered by the Central Utah Water Conservancy District (**Figure 5.6**). In general, water-efficient landscaping standards include the following:

- Limitations on the use of turf
- Promotion of green infrastructure and Low Impact Development (LID) principles (see also **Chapter 7: Environment & Sustainability**)
- Limitations on ponds, pools, and other features that promote unnecessary water evaporation
- Restrictions on “zero-scapes” and artificial turf
- Recommendations for water-conserving landscape design
- Requirements for drip irrigation

**FIGURE 5.6 – CUWCD LANDSCAPING STANDARDS**

Municipalities within the Central Utah Water Conservancy District (CUWCD) service area that have adopted specific water efficiency standards are able to access landscape rebate programs. Based on resident interest, Highland may choose to participate in the future. Standards required to participate in the CUWCD rebate programs include:

- Drip irrigation or bubblers everywhere except for lawn
- WaterSense labeled smart irrigation
- 3-4 inches of mulch in planting beds
- 50% living plant cover at maturity
- Lawn shall not be installed in park strips, paths, slopes greater than 25% (4:1 grade), or areas less than 8 feet wide.
- For commercial, institutional, and multi-family uses, lawn areas should not exceed 20% of the total landscape area, outside of active recreation areas.

## MEETING CURRENT & FUTURE WATER NEEDS

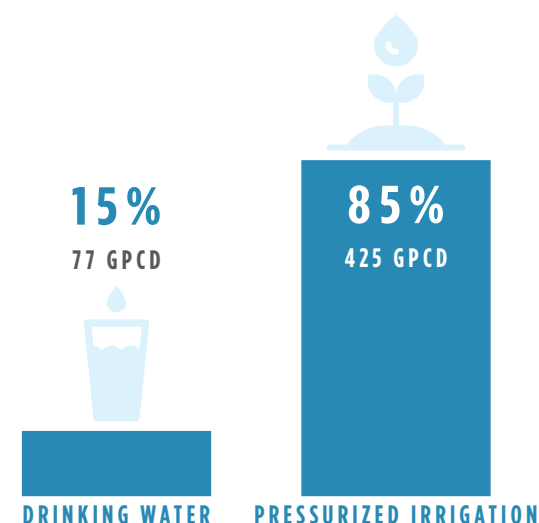
Tracking water use is essential for planning. Water professionals typically use gallons per capita per day (gpcd), calculated by dividing total annual water use by the population, to represent water use for an area. It should be noted that while gpcd is a common metric, it can be calculated in different ways, making meaningful comparisons between cities difficult. Water demand can also be projected in terms of Equivalent Residential Connections (ERCs). An ERC represents the demand that a typical single family residential unit places on the water system. Water supply and use numbers are often reported in Acre Feet Per Year (ACFT) where an acre foot is approximately 326,000 gallons—enough water to cover an acre of land in one-foot of water.

### FORECASTING THE FUTURE

Between 2016-2020, the average gpcd was 502. Of this, 15% (77 gpcd) can be attributed to drinking water use and 85% (425 gpcd) to pressurized irrigation use (**Figure 5.7**). The high per capita use of the pressurized irrigation system can be attributed to Highland's larger than average lot sizes. For comparison, typical Utah cities have average lot size closer to 1/4 acre, whereas Highland lots are greater than 1/2 acre.

With build-out conditions expected within the next 20 years, it is estimated that the drinking water system will eventually serve 7,326 Equivalent Residential Connections (ERCs). The estimated build-out irrigated acreage is projected to be 1,865 acres of land and if trends continue, total built out water use could exceed 15,000 acre-feet per year.

FIGURE 5.7 – AVERAGE 2016-2020 GPCD



By 2030, Highland City aims to reduce per capita water use by 20% compared to the 2016–2020 average of 502 gallons per capita per day (gpcd).<sup>1</sup> Using this average, along with Transit Area Zone (TAZ) population estimates, a preliminary water budget was developed to estimate future demand and evaluate the potential impact of conservation efforts. These figures are approximate and should be updated as more recent data becomes available. Two build-out scenarios were considered (*Table 5.2*):

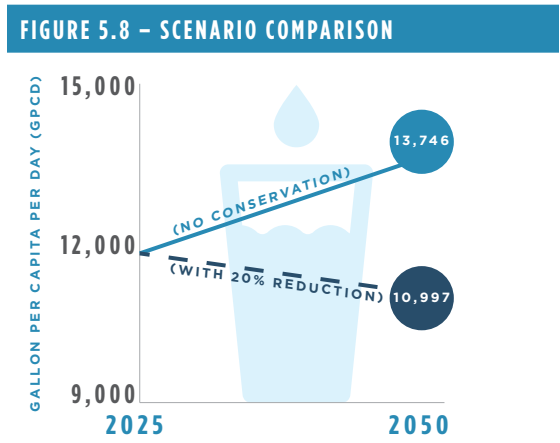
- **No change in current usage patterns**, which would result in an increase in demand due to population growth.
- **A conservation scenario** applying the current 20% per capita reduction goal to build-out conditions projected around 2050.

The analysis shows that a 20% reduction goal could significantly offset the anticipated rise in demand, supporting a more sustainable water future for Highland (*Figure 5.8*).

1 Highland City Water Conservation Plan Update Drinking Water and Pressurized Irrigation Systems (2022).

TABLE 5.2 – FUTURE DEMAND SCENARIOS			
	CURRENT DEMAND	FUTURE DEMAND (no conservation)	FUTURE DEMAND (with 20% reduction)
Population Estimate*	21,000	24,446 (TAZ)	24,446 (TAZ)
Per Capita Use	502 gpcd	502 gpcd	401.6 gpcd
Total Annual Use	11,808 acft	13,746 acft	10,997 acft
Difference		+1,938 acft	-811 acft

Achieving the 20% per capita water use reduction goal can be supported by keeping water-related plans current and aligned, with coordinated policies for supply and demand, conservation, recharge, and reuse across documents such as the Water Conservation Plan, Storm Water Management Plan, Wastewater Collection Master Plan, Impact Fee Facilities Plan, Pressurized Irrigation System Master Plan, Drinking Water Master Plan, and Storm Drainage Master Plan.



# REGIONAL CONSERVATION

In 2019, the Utah Division of Water Resources released the *Utah Regional Municipal and Industrial (M&I) Water Conservation Goals Report*, outlining regional targets and best practices for residential, commercial, institutional, and industrial water use. While not a detailed conservation plan for every region, the report serves as a framework for future infrastructure, policies, and programs that align with Utah's semiarid climate and growing water demands. Utah is divided into nine water conservation regions, with the Provo River Region—including Highland—targeting a 20% reduction in outdoor water use by 2030, which as noted, is a goal Highland is currently pursuing (**Table 5.3 & Figure 5.9**). The City may consider adopting the reduction goals suggested for 2040 and 2065.

**TABLE 5.3 – REGIONAL M&I 2030 WATER CONSERVATION GOALS & FUTURE GOAL PROJECTIONS**

REGION	REDUCTION FROM BASELINE		
	2030	2040	2065
Bear River	18%	24%	28%
Green River	18%	21%	21%
Lower Colorado River North	19%	24%	28%
Lower Colorado River South	14%	19%	22%
<b>Provo River</b>	<b>20%</b>	<b>27%</b>	<b>32%</b>
Salt Lake	11%	15%	19%
Sevier River	20%	25%	25%
Upper Colorado River	20%	25%	25%
Weber River	20%	26%	30%
Statewide	16%	22%	26%

**FIGURE 5.9 – WATER CONSERVATION REGIONS**



## WATERSHED RESILIENCE

A healthy watershed is essential for maintaining quality of life, public health, water quality, and economic sustainability. Watershed planning for resilience focuses on minimizing the negative impacts of new development through strategies such as mapping sensitive areas, adopting stormwater management plans, establishing development standards for stream buffers, and participating in collaborative efforts. These actions help protect natural and man-made environments and support outdoor recreation opportunities.

As part of the Utah Lake Watershed (Provo River Region), Highland plays a key role in enhancing watershed health and resilience. The City has adopted a sensitive lands ordinance to protect and mitigate sensitive areas, safeguarding residents from natural hazards and minimizing the degradation of resources. Additionally, Highland's Stormwater Management Program (SWMP) addresses runoff pollution, such as soil, animal waste, and oil, by implementing pollution reduction measures to protect water quality and support overall watershed resilience by implementing pollution reduction programs.<sup>4</sup>

<sup>4</sup> Stormwater. Highland City. Retrieved from: <https://www.highlandut.gov/185/Stormwater>

## THE GREAT SALT LAKE

The Utah Lake Watershed, one of five watersheds draining into the Great Salt Lake, plays a crucial role in maintaining the lake's ecosystem, air quality, and economy, which are threatened by declining water levels. Highland's water conservation efforts are part of a broader regional strategy that helps save water for the lake.



The Utah Lake Watershed is one of five watershed draining into the Great Salt Lake





## WATERSHED NEIGHBORS & PARTNERS

While some conservation goals can be achieved locally, others require collaboration across jurisdictions, including regional neighbors, partners, agencies, the private sector, and non-profits. By working together, these collective efforts can align shared interests, expand resources, and enhance the overall success of protecting and preserving the watershed — including the Great Salt Lake

Building and maintaining lasting relationships with the following entities is recommended:

- Department of Agriculture and Food
- Utah Division of Water Resources
- Central Utah Water Conservancy District
- Timpanogos Special Service District
- Utah Lake Watershed Council
- The Great Salt Lake Watershed Council
- Local Irrigation Companies (see **pg. 70**)
- Utah County
- Neighboring Communities
- See also Gravel Pit/Conservation Area Aquifer Recharge Project on **pg. 78**







# LOOKING FORWARD

Communities are increasingly prioritizing demand-side water management to reduce pressure on water resources and promote sustainable usage for the future. A key aspect of this strategy is integrating water conservation, efficiency, and reuse into land use planning.<sup>5</sup> **Table 5.4** outlines potential points of intervention to enhance land-water integration. Deciding how and where to intervene will depend on a community's local values and needs, political motivations, staff capacity, the demand-side management initiatives already implemented, and the community's water-saving goals.

<sup>5</sup> Utah Growing Water Smart. The Water-Land Use Integration Guidebook for Northern Utah. May 2024. Retrieved from: <https://extension.usu.edu/cwel/utah-growing-water-smart/files/GWS-SWUT-Guidebook-Jan2024.pdf>

**TABLE 5.4 – INTERVENTION POINTS, TOOLS, AND PURPOSE FOR STRENGTHENING WATER & LAND USE INTEGRATION**

POINT OF INTERVENTION	TOOL/MEASURE	PURPOSE
<b>Planning &amp; Goal Setting</b> 	General Plans	Evaluates local water supplies, current and future demands, and related community economic values. Establishes goals and objectives for managing the intersection of natural resources and the built environment.
	Conservation Plans	
	Stormwater Management Plans	
	Capital Improvement Plans	
	Hazard Mitigation, Response, and Recovery Plans	
<b>Water Smart Land Use &amp; Development Policies</b> 	Zoning Ordinances, Subdivision Regulations, and Planned Development Policies	Links new development to water supply planning. Determines the requirements applied to new development for water resource management, conservation, and efficiency.
	Water Budgets	
	Demand Offset Programs	
	Building and Design Codes	
	Water Efficient Landscaping Ordinances	
<b>Watershed Resilience &amp; Water Smart Infrastructure</b> 	Watershed Planning for Resilience	An integrated water resource management approach helps mitigate the factors that can degrade ground and surface water quality and quantity. Green infrastructure can support these efforts.
	Green Infrastructure and Low Impact Development	
<b>Water Conservation &amp; Efficiency Tools</b> 	Conservation Rate Structuring	Empowers and incentives landowners and renters to reduce water consumption. Links community-wide programs to water supply planning.
	Post-Occupancy Incentives and Educational Programs	

Source: Utah Growing Water Smart. The Water-Land Use Integration Guidebook for Northern Utah. May 2024.

## IN CONCLUSION

By continuing to adopt and refine water-wise practices—such as appliance upgrades, efficient irrigation systems, xeriscaping, and water-conscious development patterns—Highland is taking meaningful steps toward sustainable water management. The City’s policies, incentives, and collaborations with regional partners will further strengthen Highland’s ability to address water challenges while preparing for future growth.

As Highland continues to balance growth with water-wise practices, it is essential to prioritize strategies that reduce water waste, promote efficient land use, and ensure the long-term health of local and regional water resources. By integrating water-saving measures across all land use types, Highland is not only safeguarding its water supply but also setting an example for responsible water management in Utah’s semiarid climate.



## GOALS & IMPLEMENTATION STRATEGIES

**Goal 1: Explore opportunities to develop and implement citywide policies and ordinances that encourage water conservation and efficient use in new and existing developments.**

- **Implementation 1.1:** Enhance the definition of xeriscaping specifically in the Development Code by clearly distinguishing it from zeroscaping. Provide detailed recommendations for xeriscape design, emphasizing water-efficient, aesthetically pleasing, and environmentally beneficial landscaping practices. Incorporate inspiring examples, images, and guidelines where appropriate.
- **Implementation 1.2:** Explore further opportunities to integrate water-wise principles and language into City Ordinances, Standards, and Development Policies (e.g. Highland City Design Standards).
- **Implementation 1.3:** Consider developing and incorporating appropriate water efficient landscaping standards into the City Code for new and reconstructed commercial, industrial, institutional, and master-planned housing projects (see also *Implementation 4.1*).
- **Implementation 1.4:** Consider developing and incorporating appropriate water efficient landscaping standards into the City Code for new residential projects.

**Goal 2: Explore opportunities to provide the community with inspiring, actionable, and useful educational resources and programs that promote a culture of water conservation and efficient use.**

- **Implementation 2.1:** Explore funding opportunities, including partnerships with entities such as the Central Utah Water Conservancy District, to transition the existing parkway details and other city-maintained park strips from turfgrass to xeriscape.
- **Implementation 2.2:** Provide new Highland residents and/or homeowners with recommendations and resources for using both indoor and outdoor water more efficiently.
- **Implementation 2.3:** Consider opportunities to support youth education about water conservation at local schools.

**Goal 3: Explore opportunities to maintain a coordinated planning process that aligns water supply, conservation, and demand across all City policies and plans.**

- **Implementation 3.1:** Consider developing a drought response or water shortage plan to help protect public health, safety, and welfare during periods of drought, temporary water shortage, and supply interruption.
- **Implementation 3.2:** As City plans and policies are updated or amended, incorporate clear connections between water supply and demand, conservation, recharge, and reuse priorities, ensuring alignment in both policy and language.

**Goal 4: Explore opportunities to support water conservation by promoting or offering accessible and effective rebate, incentive, and reward programs that encourage the adoption of water-efficient practices.**

- **Implementation 4.1:** Revisit the water efficiency standards required by the Central Utah Water Conservancy District (CUWCD) for participation in sponsored rebate programs and evaluate whether the City should adopt them. (see also *Implementation 1.3*).
- **Implementation 4.2:** Explore potential incentives from Highland City to encourage water conservation, such as rebates linked to the Pressurized Irrigation System, incentives for water-efficient appliances and fixtures in new construction, and reduced impact fees for developments that meet high-efficiency water use standards.

**Goal 5: Strengthen the City's water conservation efforts through dedicated leadership, support, and collaboration.**

- **Implementation 5.1:** Explore the formation of a Water Conservation Team to support the Conservation Coordinator in coordinating public education campaigns, developing water conservation incentives, developing regional relationships, and addressing other related water use and preservation goals.

**Goal 6: Regularly review and evaluate current and developing strategies to meet the community's needs.**

- **Implementation 6.1:** Regularly review the list of current and developing strategies to ensure they remain relevant and effective over time (*Table 5.5*).

TABLE 5.5 – INVENTORY OF CURRENT &amp; DEVELOPING WATER USE &amp; PRESERVATION STRATEGIES

STRATEGY		DESCRIPTION	STATUS
A.	Continue to require all new developments to connect to the pressurized irrigation system.	Highland City requires all new developments to provide pressurized irrigation pipelines and to connect into the pressurized irrigation system.	CURRENT
B.	Continue to require developers to provide water rights to the City.	Highland City requires all new developments to provide irrigation water shares and rights, which must include reservoir/stored water or ground water, to adequately serve the development.	CURRENT
C.	Continue enforcing the time-of-day watering requirement.	Highland City currently requires residents to refrain from outdoor watering between the hours of 10 a.m. to 6 p.m.	CURRENT
D.	Continue enforcing maximum number of watering days.	Highland City currently requires its residents to water a maximum of three days a week.	CURRENT
E.	Continue to require all park strips to be landscaped using xeriscape or water-wise methods.	The City adopted this policy in 2020.	CURRENT
F.	Continue to permit the use of xeriscaping in all zones.	In 2020, the City's "Landscaping" definition was updated to mean the use and integration of traditional landscape design methods including xeriscape. The definition for "xeriscape" was also added.	CURRENT
G.	Continue to apply the City's sensitive lands ordinance to protect environmentally sensitive areas including watershed recharge zones, wetlands, streams, river corridors, etc.	The ordinance aims to identify and manage the protection and mitigation of such areas.	CURRENT
H.	Continue to require all new parkway details to be xeriscaped	The City adopted this policy in 2023. The City also worked with developers to provide at least partial xeriscaping between 2019-2023.	CURRENT
I.	Continue to mail water requirements to residents	Watering requirements are periodically provided to residents through mailers included in monthly water bills.	CURRENT
J.	Continue to maintain a webpage dedicated to water conservation information and resources.	Highland City maintains a webpage dedicated to water conservation information and resources.	CURRENT
K.	Continue to utilize of a multi-faceted public outreach program.	The City utilizes social media, emails, texts, flyers, website and mailers to provide conservation awareness.	CURRENT
L.	Continue to maintain, repair, and upgrade the pressurized irrigation system	In 1997-1998, Highland City installed a pressurized irrigation system that provides outdoor water for most residents.	CURRENT



TABLE 5.5 – INVENTORY OF CURRENT & DEVELOPING WATER USE & PRESERVATION STRATEGIES		
STRATEGY	DESCRIPTION	STATUS
<b>M.</b> Continue to Install smart irrigation systems at new public parks and facilities	Highland City has implemented a policy that landscaped areas for all new public parks and facilities will be irrigated using a smart irrigation system.	CURRENT
<b>N.</b> Continue to maintain the weir near the mouth of the Canyon.	A Weir helps to control the flow of water for outlets of lakes, ponds, and reservoirs.	CURRENT
<b>O.</b> Continue to update the Highland Water Conservation Plan every 5 years.	The State requires communities with a certain number of water connections to create a Water Conservation Plan and update it every 5 years.	CURRENT
<b>P.</b> Continue supporting the Assistant Public Works Director in their role as Water Conservation Coordinator by providing clear direction, necessary training, and essential resources.	The Assistant Public Works Director is the designated Conservation Coordinator.	CURRENT
<b>Q.</b> Continue to task the Conservation Coordinator to conduct an annual water conservation review at the end of each year.	The Conservation Coordinator evaluates water use and conservation programs each year to ensure goals are being met and to identify opportunities for improvement.	CURRENT
<b>R.</b> Continue to decentivize high culinary water use.	City ordinances define penalties for water waste and are paired with tiered rate structures that charge higher rates as usage increases.	CURRENT
<b>S.</b> Continue utilizing a tiered rate structure to bill for drinking water usage. Regularly assess and adjust the drinking water rate structure to encourage efficient water use as needed.	Highland's drinking water rate structure is designed to promote conservation of high-quality groundwater for future growth.	CURRENT
<b>T.</b> Continue utilizing hydrant meters to meter and charge contractors for water use.	Hydrant meters allow the City to accurately track water used by contractors, ensuring fair billing and promoting responsible water use during construction and other temporary activities.	CURRENT
<b>U.</b> Trade reused water with American Fork through the Timpanogos Special Service District (TSSD) Water Reuse Agreement.	There is an agreement which will allow Highland City to trade reused water with American Fork.	DEVELOPING
<b>V.</b> Adopt an aquifer recharge program (gravel pit area)	ASR injects an aquifer with culinary water during low-demand winter months in order to extract water during higher demand months of June through September.	DEVELOPING
<b>W.</b> Continue the City's Secondary Metering project to install meters all private pressurized irrigation connections.	The City is in the process of installing pressurized irrigation meters on all connections.	DEVELOPING
<b>X.</b> Conduct a future water rate study based on secondary water system metering data.	Data collected from the pressurized irrigation meters will be used to conduct a comprehensive water rate study.	DEVELOPING



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## CHAPTER 6

# PARKS, OPEN SPACE, TRAILS & RECREATION

Highland’s vision for parks, open space, trails and recreation prioritizes a high-quality system for its residents. The chapter highlights the importance of enhancing trail connectivity and safety, protecting valued open spaces, and focusing on maintenance-first strategies. It also emphasizes the role of expanded partnerships and low-cost strategies for strengthening community life and recreational opportunities.

## INTRODUCTION

Parks, trails, and open spaces are vital assets that shape Highland's identity and enhance residents' quality of life. For many residents, they are a key feature of why they choose to live here, as they provide places for gathering, recreation, exercise, social interaction, and connection to nature. Highland's scenic setting between Salt Lake City and Provo, and its proximity to American Fork Canyon, create unique opportunities to preserve natural landscapes while improving pedestrian and cycling connections. This chapter prioritizes maintaining and enhancing Highland's existing parks and open space with a renewed focus on quality—providing safe, well-maintained, connected, and thoughtfully designed recreation opportunities.

“ LOVE the new park by Mountain Ridge!!!  
Love the trails. We need fewer little  
parks that are challenging to maintain...  
instead, channel resources into fewer  
larger parks when creating new spaces.”

- Highland Resident Survey, (2024)



## RESIDENT PERSPECTIVES ON PARKS, OPEN SPACE, TRAILS & RECREATION

Highland residents value parks, open space, trails and recreation with a strong focus on preserving the City's open, natural character. Surveys highlight the importance of amenities that are **well-maintained, high-quality, and purposeful**, linking them directly to community well-being. Satisfaction with City parks rose from 74% in 2022 to 87% in 2024, reflecting support for the 2021 sales and use tax approved by voters to fund maintenance. While only 41% would support a property tax increase for new trails, this reflects a preference for fiscal responsibility and upkeep over major new expenditures.

- **Maintenance First:** The top priority for residents is maintaining and upgrading existing parks and trails before considering new ones. Residents noted a need for improved maintenance of current amenities, citing issues with overgrown weeds, dead trees, and uneven sidewalks and trails that pose safety hazards. As one resident noted, “all parks eventually become old parks,” highlighting the importance of ongoing care.
- **Quality over Quantity:** There is a clear preference for investing in a few, larger, well-maintained parks rather than creating many small, difficult-to-maintain ones. This principle of “quality over quantity” is a recurring theme in resident feedback.
- **Amenities:** Residents hold conflicting opinions on the types of parks and facilities that should be developed. While some are excited about new, large parks and all-abilities playgrounds, others question the budget allocation, suggesting that some parks are “money pits” and go “unused the vast majority of the year.” There are requests for more specific amenities, such as a community swimming pool, additional pickleball courts, and tennis courts.
- **Enhanced Connectivity & Safety:** Many residents express a desire for more trails, sidewalks, and stronger connections to key community destinations, including parks, the Town Center, and nearby neighborhoods. Proximity is valued, with well-connected parks and trails close to home seen as particularly important. Suggested improvements include enhanced trail lighting, wider sidewalks with planted buffers, and grade-separated crossings to improve safety for pedestrians and cyclists.

TABLE 6.1 – EXISTING PARKS INVENTORY (SEE CORRESPONDING MAP)

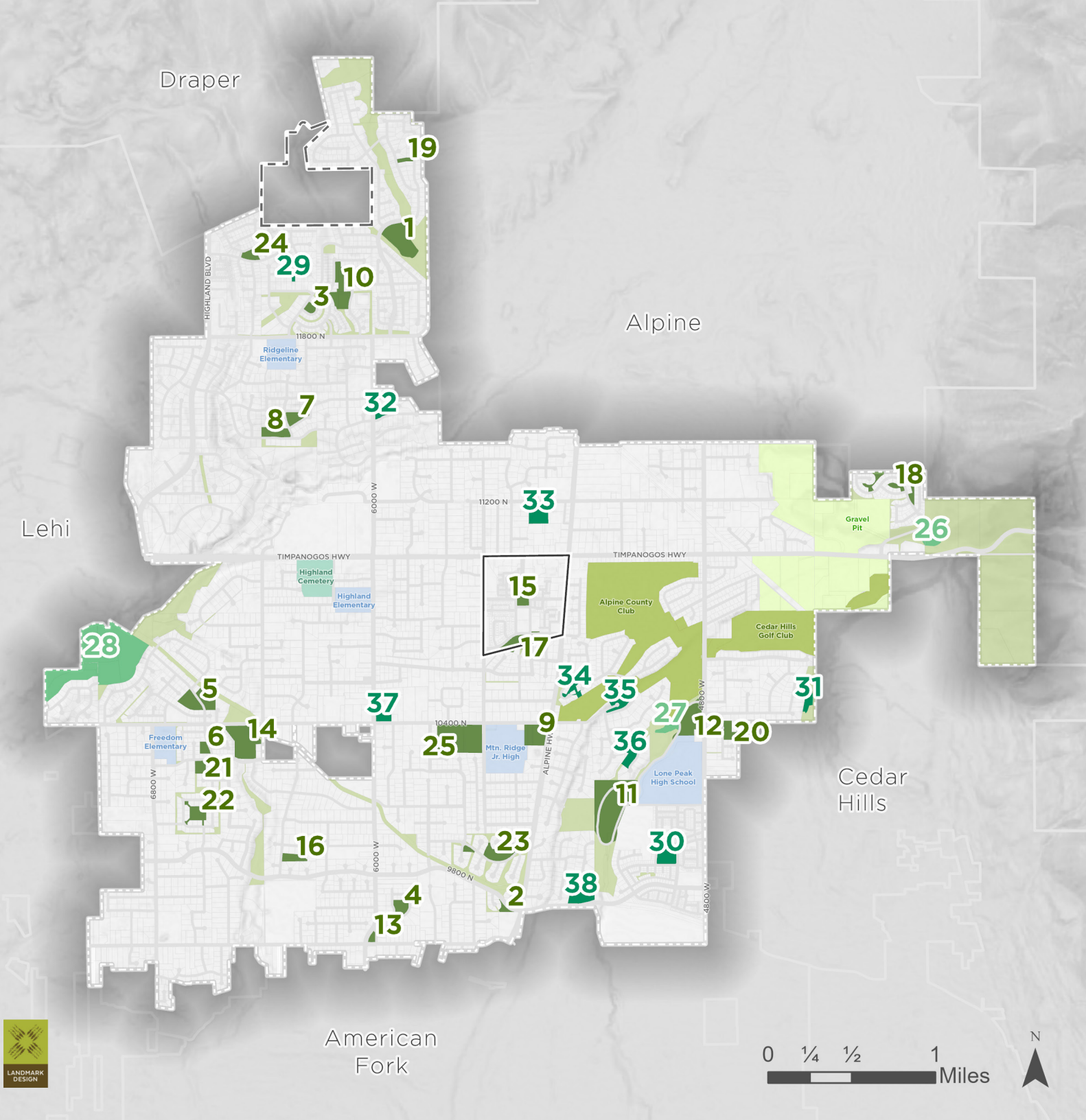
PARK NAME			CLASSIFICATION		
PARK NAME			CLASSIFICATION		
1	Beacon Hills	Neighborhood Park	20	Wild Rose	Mini Park
2	Apple Blossom	Mini Park	21	Wimbledon North	Mini Park
3	Argo Circle	Mini Park	22	Wimbledon South	Neighborhood Park
4	Canterbury Circle	Mini Park	23	Windsor Meadows	Neighborhood Park
5	Canterbury North	Neighborhood Park	24	Skye Estates	Mini Park
6	Canterbury South	Mini Park	25	Highland Family Park	Community Park
7	Dry Creek East	Mini Park	26	Canyon Oaks Campground	Special Use
8	Dry Creek West	Neighborhood Park	27	Highland Glen Bike Park	Special Use
9	Heritage	Neighborhood Park	28	Highland Hollow Trails Park	Special Use
10	Highland Hills North	Neighborhood Park	29	Hanover Way Common Area	Private Park
11	Highland Glen	Community Park	30	Ridgeview Private Park	Private Park
12	Lone Peak Fields	Neighborhood Park	31	The Highlands Common Area	Private Park
13	Merlin B. Larson	Mini Park	32	Oakview HOA Park	Private Park
14	Mitchell Hollow	Community Park	33	11200 N Park (LDS Owned)	Private Park
15	Town Center Splash Pad	Mini Park	34	Cottages on the Green Private Park	Private Park
16	Spring Creek	Mini Park	35	Hidden Oaks Private Park 1	Private Park
17	Town Center Meadows	Neighborhood Park	36	Hidden Oaks Private Park 2	Private Park
18	View Pointe (3 smaller park segments)	Mini Park	37	Strasburg Park (LDS Owned)	Private Park
19	Twin Bridges	Mini Park	38	Pheasant Hollow Common Area	Private Park





## Existing Parks

- Town Center
- Annexation Boundary
- Highland City Public Park
- Special Use Park
- Private Park
- School
- Golf Course
- Open Space
- Cemetery
- Conservation Area
- CityParks\_Adju\_FeatureToPoin





## PARK SYSTEM AT A GLANCE

With nearly **140 acres** of public park land distributed across **25 parks**, the City offers a range of recreational opportunities that complement Highland's lifestyle while promoting health, wellness, and a strong connection to nature. These spaces are meant to be intentionally designed as both scenic and functional, ensuring that current and future generations can enjoy the same quality of life and access to the outdoors. A full inventory of existing parks can be found in **Table 6.1** accompanied by an **Existing Parks Map** on the preceding pages. A breakdown of existing park amenities can be found at the end of the chapter in **Table 6.2**.

### PARK CLASSIFICATIONS

Note that park classifications have been updated from the 2008 plan **to better reflect Highland's current character and contemporary classification standards**. This document indicates the classification changes. Notably, the "Athletic Complexes" category has been removed. Since City code still references the previous park standards, it is recommended that the relevant ordinances be revised to align with the updated classifications.

### UPDATED PARK CLASSIFICATIONS

The City's parks are organized by size and function to meet a range of community needs (see also **Chapter 2: Land Use & Placemaking**). Highland's updated park categories include:

- **Mini (or Pocket) Parks:** Small parks (under 3 acres) that primarily serve as local amenities for nearby neighborhoods, offering basic features like a playground or open lawn.
- **Neighborhood Parks:** The backbone of the park system (3-10 acres), these parks provide space for passive recreation and unstructured play within a neighborhood.
- **Community Parks:** Larger parks (10-40 acres) that are equipped to host organized sports and recreational activities. These parks, which typically include fields, trails, and picnic areas, serve the broader community and can also meet regional needs.
- **Special Use Parks:** These are single-purpose recreational areas, such as arenas or community gardens, with a size that is determined by their specific function.

## EXISTING PARKS

### MINI (OR POCKET) PARKS

Highland's **Mini Parks** are small (typically less than three acres) and provide limited amenities such as small playgrounds and open grass areas with minimal furnishings. They usually do not include restrooms and mainly serve nearby neighborhoods within about a quarter-mile. While these parks can be valuable in areas without other options, **community feedback shows a stronger preference for larger, well-maintained parks over smaller ones.**



Residents enjoying the Town Center Splash Pad.

### EXISTING MINI PARKS

- View Pointe – 3.53 acres (composed of 3 smaller segments)
- Dry Creek East – 2.73 acres (formerly classified as a Neighborhood Park)
- Wild Rose – 2.72 acres
- Canterbury Circle – 2.67 acres
- Spring Creek – 2.24 acres
- Splash Pad – 2.02 acres
- Skye Estates – 1.94 acres
- Merlin B. Larson – 1.89 acres
- Wimbledon North – 1.83 acres
- Canterbury South – 1.35 acres
- Argo Circle – 1.15 acres
- Apple Blossom – 0.99 acres
- Twin Bridges – 0.79 acres

**Total Acreage: 25.85 acres**

## NEIGHBORHOOD PARKS

**Neighborhood Parks** (3–10 acres) are the core of Highland’s park system, providing opportunities for recreation and play close to home. They support a mix of unstructured play, limited active recreation, and passive uses, serving nearby residential areas within a half-mile radius. Typical amenities include trees and landscaping, playgrounds, picnic tables or benches, drinking fountains, open lawns, small to medium pavilions, sport courts, and informal sports fields. Pedestrian and bike paths or trails are generally part of neighborhood parks and often connect them to other parks, open spaces, and key community destinations.



Beacon Hills Park offers scenic views, a disc golf course, and large multi-use fields.

### EXISTING NEIGHBORHOOD PARKS

- Beacon Hills – 9.28 acres (formerly classified as an Athletic Complex)
- Lone Peak Fields – 9.22 acres (formerly classified as a School Facility)
- Canterbury North – 7.42 acres
- Highland Hills North – 6.79 acres
- Town Center Meadows – 6.41 acres
- Heritage Park – 6.21 acres
- Windsor Meadows – 4.85 acres
- Wimbledon South – 4.19 acres
- Dry Creek West – 3.44 acres (formerly classified as a Mini Park)

**Total Acreage: 57.81 acres**

## COMMUNITY PARKS

**Community Parks** (10+ acres) are large sites designed to support organized sports, recreation, and community activities, with amenities such as athletic fields, trails, and picnic areas. They include complementary passive features like pathways, open spaces, and natural areas, creating opportunities for a variety of recreational experiences. In addition to serving nearby neighborhoods, community parks can also meet regional needs. These parks generally serve residents within approximately a one-mile radius, providing accessible spaces for both active and passive recreation.



Highland Family Park is a new Community Park with numerous amenities including a 27-court tournament level pickleball complex.

### EXISTING COMMUNITY PARKS

- Highland Glen – 26.88 acres
- Highland Family Park – 17.02 acres (formerly classified as an Athletic Complex)
- Mitchell Hollow – 11.26 acres (formerly classified as an Athletic Complex)

**Total Acreage: 55.16 acres**



Mitchell Hollow offers access to trails, soccer, and baseball fields, as well as a playground, and picnic areas.



## SPECIAL USE PARKS

A **Special Use Park** is typically a single-purpose site designed for specific recreational, cultural, or environmental activities, such as arenas, community gardens, or bike parks. They may stand alone or be part of another park type, with size varying by use. These parks often include distinctive features—like water amenities, amphitheaters, or wooded areas for group gatherings—and provide opportunities for active recreation, interpretive walks, or even educational experiences tailored to specific user groups.

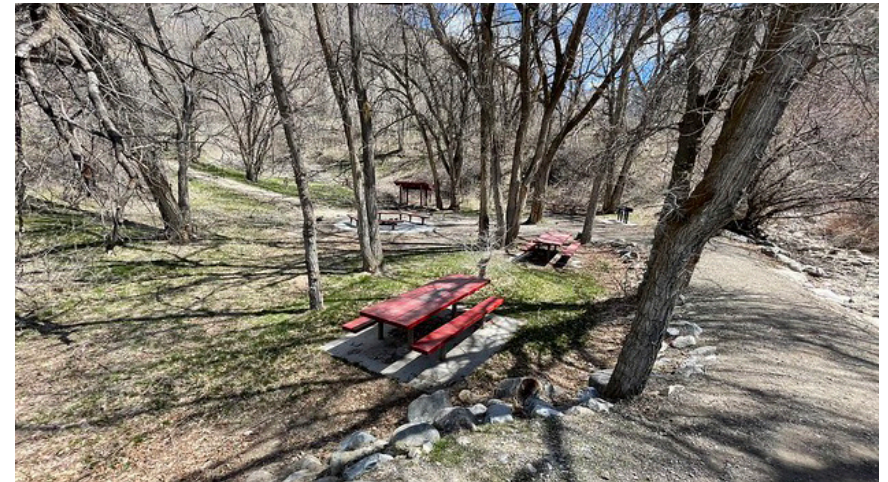


Highland Glen Bike Park provides a range of trails and features that cater to both families and more experienced riders of all skill levels.

### EXISTING SPECIAL USE PARKS

- Highland Hollow Trails Park - 50.3 acres (formerly classified as a Community Park)
- Highland Glen Bike Park - 2.9 acres
- Canyon Oaks Campground - 1.7 acres

**Total Acreage: 54.9 acres**



Canyon Oaks Campground offers a one-acre site with tent areas, a picnic area, seasonal restrooms, a campfire pit, parking, and overnight camping for up to seven nights.

## PRIVATE OR QUASI-PUBLIC PARKS

**Private or Quasi-Public Parks** are parks typically located within subdivisions or managed by homeowners' associations (HOAs). They are designed primarily to serve the residents of the community in which they are located and are generally not open to the public. These parks often include amenities such as open lawn areas, playgrounds, sports courts, and small pavilions, but usually do not provide the larger facilities or active sports fields found in public parks intended to meet broader community needs.



Strasburg Park is a notable example of a Quasi-Public Park with large multi-use fields.

### EXISTING PRIVATE OR QUASI-PUBLIC PARKS

- 11200 N Park (LDS Owned) – 5.38 acres
- Ridgeview Private Park – 4.80 acres
- Pheasant Hollow Common Area – 4.38 acres
- Hidden Oaks Private Park 1 – 3.68 acres
- Strasburg Park (LDS Owned) – 3.47 acres
- Hidden Oaks Private Park 2 – 3.31 acres
- The Highlands Common Area – 2.13 acres
- Cottages on the Green Private Park – 2.12 acres
- Oakview HOA Park – 0.84 acres
- Hanover Way Common Area – 0.28 acres

**Total Acreage: 30.39 acres**



## GUIDANCE FOR FUTURE PARKS & OPEN SPACE

The Level of Service (LOS) analysis, a tool developed by the National Parks and Recreation Association (NRPA), helps communities determine if they have enough parkland to serve their residents. It works by calculating the ratio of park acres per 1,000 people. While LOS was once a national standard, its use has evolved. Now, it's primarily a reference point for communities to set their own goals, make informed decisions about park acquisition, and compare their unique situations with others.

This is especially true for Highland, where the City leads the Wasatch Front in LOS as a result of its expansive park system. Looking forward, **Highland's primary focus isn't on increasing its overall park acreage, but rather on ensuring the quality and proper maintenance of its existing parks.** The following section examines Highland's current and future LOS as well as geographic park distribution, providing context and guidance for future park planning.



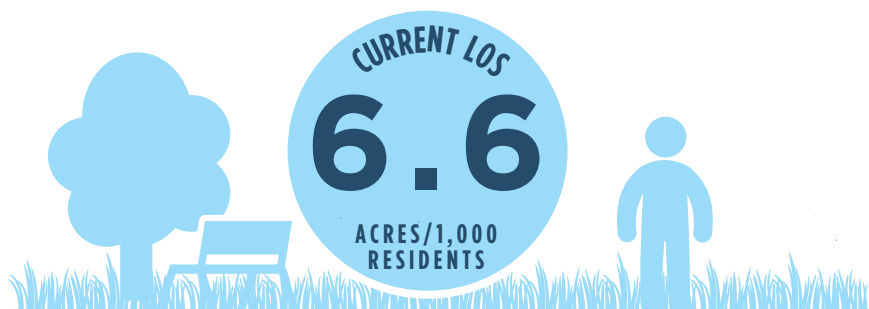
### CITY LOS COMPARISON (PARK ACRES/1,000 PEOPLE)

<b>Highland</b>	<b>6.6</b>
Springville City	5.1
Mapleton City	4.9
Provo	4.8
Bluffdale City	4.5
Spanish Fork	4.7
Salem	4.3
Farmington	4.2
Sandy	3.8
Draper	3.7
Saratoga Springs	3.7
Lehi	3.6
West Jordan	2.9
Orem	2.8

## CURRENT LOS

Highland's current Level of Service (LOS) (ratio of park acres per 1,000 residents) is **6.6** (*Figure 6.1*). This was calculated by dividing the acreage of existing public parks that contribute to the park system (138.82 acres) by the 2025 population (21,000) and multiplying by 1,000 ( $138.82 / 21,000 \times 1,000 = 6.6$ ). Benchmarking against neighboring communities in the region, **this LOS is a key indicator that Highland may have a more than sufficient amount of parkland to serve its current population.** While Special Use Parks and Private Parks also help meet the recreational needs of residents, they are excluded from LOS calculations. This is because they fill non-traditional park needs, require a fee, or are not owned and managed by Highland City.

FIGURE 6.1 – CURRENT LEVEL OF SERVICE (LOS)



## FUTURE LOS

Based on the TAZ population estimate of 24,446 for 2050, Highland's Level of Service (LOS) for parks **would still maintain 5.7 acres per 1,000 residents, even if the City doesn't add any new parkland** (*Figure 6.2*). This projected LOS is significantly higher than that of many surrounding communities, further indicating that Highland's existing park acreage will continue to meet the recreational needs of future residents. For reference, an additional 19 acres of parkland would be needed to maintain the current LOS of 6.6, which is generally unfeasible given that the City is nearly built-out. While Highland will continue to prioritize maintaining and enhancing the quality of its existing parks and trails, there may be select opportunities to add new facilities in response to community needs or strategic opportunities.

FIGURE 6.2 – 2050 ESTIMATED LEVEL OF SERVICE (LOS)



## PARK DISTRIBUTION ANALYSIS

In addition to assessing needs through level-of-service (LOS) standards, analyzing the spatial distribution of parks offers another perspective. Highland residents have emphasized that having parks and trails within walking distance of home is a top priority. To examine this, a park distribution analysis was conducted using 1-mile, 0.5-mile, and 0.25-mile buffers along existing roads, accounting for access barriers and planned walking and biking projects. The results provide guidance for future decisions, **helping to ensure equitable access to parks and reinforcing the focus on connectivity.**

The map on the following page indicates that Highland generally provides excellent park access throughout the City, with gaps (areas without purple) mostly located in places with little or no current population. When private parks and parks in neighboring communities are included, even fewer gaps are apparent (***All Parks: Service Area Gaps Map***). Areas that could be strong candidates for future parks or community open space include the northern Annexation Area, the Longhorn Property, and the Gravel Pit area. Note that a small dog park or other Special Use Park (1 acre) has been discussed for a site near the Town Center.

## THE ROLE OF SUPPORTIVE PLANS

To support Highland's focus on quality over quantity and the ongoing maintenance of its park system, the City could adopt official Park Standards or a more detailed Parks, Trails, and Recreation Plan. Such a framework would guide the design, development, and enhancement of existing and future parks, ensuring that each space meets community needs. Minimum standards would provide guidance without making parks uniform or limited to basic requirements, allowing for site-specific design and unique features that enhance Highland's character.

Supportive plans—such as the existing *Alpine & Highland Active Transportation Plan*—and other guiding documents can help Highland maintain a high-quality, well-connected, and sustainable park system that balances residents' expectations for maintenance, accessibility, and enjoyable recreational experiences with long-term cost efficiency.



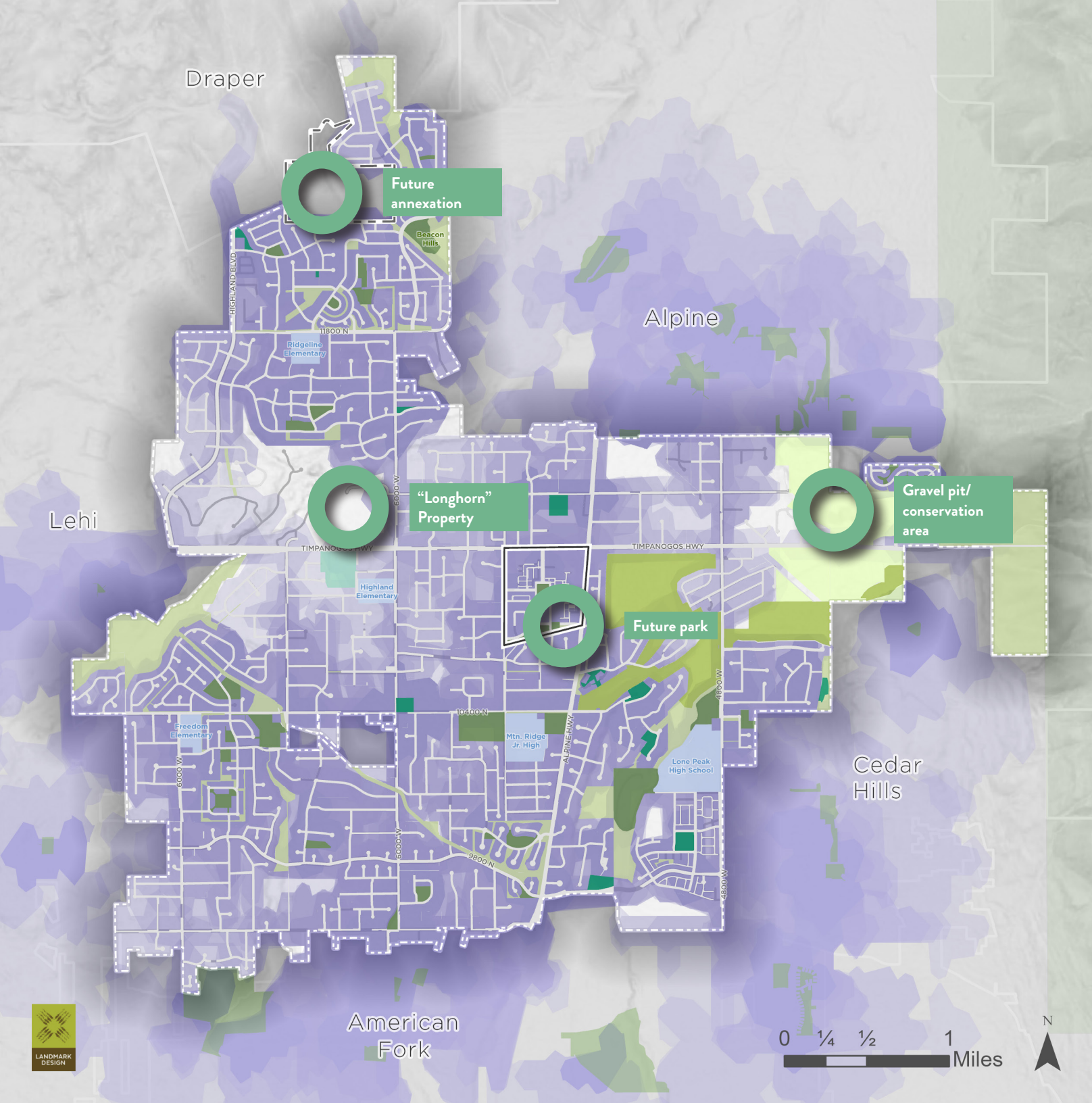


## HIGHLAND CITY

### All Parks: Service Area Gaps

- Annexation Boundary
- Town Center
- School
- Private Recreation
- Highland City Public Park
- Golf Course
- Open Space
- Cemetery
- Conservation Area
- Neighboring Parks
- 0.25 mile
- 0.5 mile
- 1 mile

Areas that could be good candidates for future parks or open space



### A NOTE ABOUT LOS AND IMPACT FEES

The LOS discussion in this document relates specifically to planning for future parks in Highland. Its purpose is to understand the level of service currently provided in the community and to determine how to maintain that service or establish an appropriate standard for the future. It is important to distinguish LOS for planning purposes from LOS used in determining impact fees.

The Parks Element provides a foundation for developing a Capital Improvements Plan, Impact Fee Facilities Plan (IFFP), and Impact Fee Analysis (IFA). The IFFP identifies the demands that future development will place on existing facilities and evaluates the improvements needed to maintain the current LOS. The IFA proportionately allocates the cost of new facilities and any excess capacity to new development, while considering all possible financing methods. While the IFFP and IFA serve as companions to this document, their content may differ due to the specific requirements for calculating impact fees under *Utah Code 11-36a*, the *Impact Fee Act*.

## OPEN SPACE

Open space, whether publicly or privately owned, provides physical and visual relief from more developed areas. Highland benefits from its location along the Wasatch Mountains and foothills to the east, as well as Dry Creek, which connects the mountains to Utah Lake through the heart of the community. Encompassing over 436 acres, Highland's undeveloped natural areas include drainage corridors, foothills, hillsides, and canals. While not formally part of the City's park system, these spaces offer significant visual and physical benefits, helping to preserve Highland's rural, low-density character while promoting health, wellness, and a strong connection to nature. **Natural open spaces will continue to be among the community's most cherished features, and protecting and enhancing these areas remains a top priority** (see also ***Chapter 2: Land Use & Placemaking***).

# TRAILS

Trails are a vital component of Highland's recreational and transportation system. They provide opportunities for walking, running, and cycling while connecting homes, parks, open spaces, and key community destinations. Trails support active lifestyles, safe non-motorized travel, and everyday recreation, enhancing connectivity and community well-being (see ***Existing & Proposed Trails Map***).

## A VISION FOR TRAILS

The City's long-term vision for trails focuses on completing a continuous network that links neighborhoods, parks, and open spaces, creating loops and corridors for both recreation and commuting. Trails should be designed with safety, privacy, and accessibility in mind, including ADA-compliant and use-specific routes where appropriate.

Any future trail development should follow established design standards while responding to the unique conditions of each segment. Opportunities to integrate trails with green infrastructure, water-wise landscaping, and low-impact design should be pursued where feasible. Some trails will be built opportunistically, while others will be strategically aligned with roadway or development projects.

### TRAIL CLASSIFICATIONS

Highland's trail system includes a variety of trail types, each serving distinct purposes:

- **Unpaved Trails:** Natural surface trails, primarily located in Highland Hollow and the Wasatch foothills, supporting hiking, mountain biking, and equestrian use.
- **Neighborhood Trails:** Paved trails that connect residential areas to parks, schools, or local open spaces, usually contained within a specific neighborhood development.
- **Regional Trails:** Long-distance trails such as the Bonneville Shoreline Trail and Murdock Canal Trail, linking Highland with neighboring communities and providing extensive recreational opportunities.
- **Local Multi-Use Paths:** Paved paths designed for both pedestrians and cyclists to link residential areas to parks, schools, public facilities, and other community destinations.
- **Major Road Trails:** Trails aligned along or adjacent to significant roadways to ensure citywide connectivity and safe crossings.



## RECOMMENDATIONS FOR TRAILS

To strengthen Highland's trail system and address resident priorities, the following considerations are recommended:

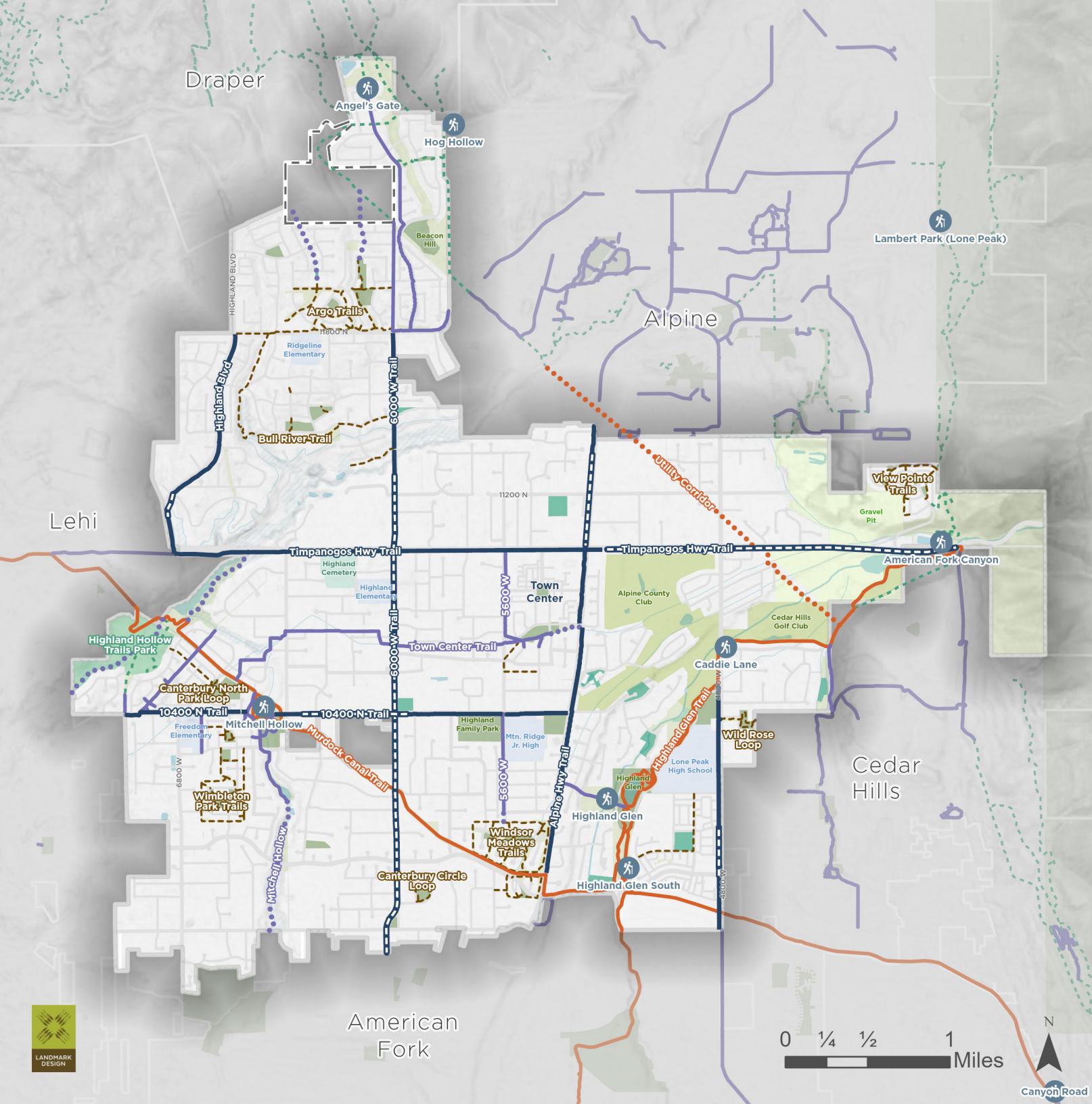
- **Expand Connectivity & Fill Gaps:** Focus on completing connections between neighborhoods, parks, open spaces, and key destinations, including the Town Center. Completing continuous trail loops may support both recreation and commuting, and new trails can be developed strategically in under-served areas.
- **Diverse Trail Experiences:** Ensure that each trail type appropriately serves the intended variety of trail users. For example, unpaved trails should support hiking and mountain biking, while paved neighborhood and multi-use paths should support walking, jogging, and cycling. The City should also consider ADA-compliant or beginner-friendly routes as part of trail design in open space areas.
- **Safety & Accessibility:** Trail crossings at major roads could be improved, with curb extensions, improved signals and crosswalks, planted buffers, or grade-separated crossings added where feasible.
- **Amenities & Wayfinding:** Trailheads can provide parking, restrooms, bike racks, and drinking fountains. Signage and wayfinding helps guide users, promote safety, and encourage trail etiquette.
- **Maintenance & Stewardship:** Ongoing maintenance keeps trails safe, accessible, and enjoyable. Programs like “adopt a trail” or “service days” may engage volunteers, build community pride, and enhance upkeep without extra funding.
- **Long-Term Planning & Partnerships:** Trail planning should follow the adopted *Alpine & Highland Active Transportation Master Plan* and possibly a broader Parks, Trails, and Recreation Plan. Partnerships may help secure easements and crossings while phased and opportunistic development is explored along the way.



## HIGHLAND CITY

### Existing & Proposed Trails

- Existing Trailheads
- Unpaved Trail
- Neighborhood Trail, Existing
- Regional Trail, Existing
- Regional Trail, Future
- Local Multi Use Path, Existing
- Local Multi Use Path, Future
- Major Road Trail, Existing
- Major Road Trail, Future
- Highland City Public Park
- Special Use Park
- Private Park
- Neighboring Parks





### TRAIL CROSSING CONSIDERATIONS

Highland is divided by major roads, including Timpanogos Highway (SR-92) and Alpine Highway (5300 West), creating a separation between the north/east and south/west sides of the City. Trails that cross these corridors should be designed to prioritize safety and ease of access. Safety improvements are also recommended for crossings along the Murdock Canal Trail.

The *Alpine & Highland Active Transportation Master Plan* provides guidance on crossing design and improvements. These recommendations can be used to ensure safe, accessible passage for all trail users.

## RECREATION

Highland provides a limited number of city-owned recreation facilities, but residents have access to a wider range of recreational opportunities through partnerships with neighboring municipalities, schools, and private providers. By building on these relationships, the City could expand program offerings, improve access to active recreation, and provide more diverse options for residents.

### EXISTING FACILITIES & PROGRAMING

#### RECREATIONAL PROGRAMMING

Highland offers some recreation programming, including the popular Hooked on Fishing event. Additionally, residents can participate in Cedar Hills City recreation programs—such as youth sports, skiing, and adult fitness classes—without paying non-resident fees. Arts programming in Highland includes after-school art clubs, theater, watercolor, choir, bell choir, sewing, and senior-focused programs. The limited local options for active recreation, particularly for adults, often lead residents to rely on neighboring communities.



## GOLF COURSES

Portions of three golf courses—one private (Alpine Country Club) and two public (Cedar Hills Golf Course and Tri-City Golf Course)—cover approximately 217 acres within the City. While none are owned by Highland City, these courses serve as valuable recreational amenities that contribute to the City’s perceived open space character and should be maintained. No new golf courses are anticipated.

## PRIVATE & SCHOOL DISTRICT RECREATION FACILITIES

Highland partners with Alpine School District to share indoor gyms, outdoor fields, and other facilities. While these agreements are currently in place, they may be impacted as the district splits into three separate districts in the coming years. Partnerships with schools remain an important strategy for maximizing recreational opportunities and reducing duplication of facilities. Highland should continue to prioritize these relationships and ensure that its recreational programming does not adversely burden school partners.



### UNIQUE RECREATION OPPORTUNITIES

Highland’s location at the entrance to American Fork Canyon and near Timpanogos Cave National Monument offers unique recreation and learning opportunities (see also **Chapter 2: Land Use & Placemaking**). The City could explore:

- Partnering with the National Park Service to explore the development of a visitor or interpretive center at the canyon entrance.
- Developing outdoor classrooms and programs that connect residents and visitors to nature or astronomy.
- Activate parks with seasonal or temporary experiences, like festivals, adventure courses, or outdoor exhibits that relate to canyon recreation

## COMMUNITY EVENTS

Highland hosts a variety of community events throughout the year that bring residents together. Seasonal favorites include the Easter Egg Hunt in April, Hooked on Fishing programs in May and June, a Senior Dinner in September, Trick-or-Treat Street in October, and annual holiday events in November and December. **A community highlight is the annual Highland Fling, a multi-day summer celebration featuring parades, fireworks, concerts, contests, and family activities.** The Fling draws residents and visitors serving as a signature community tradition and reinforcing Highland's unique identity.



The Highland Fling brings the community together through summer festivities and traditions.

## RECOMMENDATIONS FOR RECREATION

- **Expand Programming Beyond Facilities:** The City could broaden recreational offerings by using a variety of existing spaces, including the Library, City Hall, and local parks, to reach more residents and diversify programming.
- **Strengthen Partnerships & Leverage Existing Facilities:** The City could build on relationships with the Alpine School District, neighboring cities such as Cedar Hills, and private providers to expand recreational opportunities. Shared facilities and cooperative agreements allow Highland to offer more programs—especially active recreation—without new construction. These partnerships will be particularly important as the school district undergoes restructuring.
- **Partner with HOAs and Private Entities:** Ridgeview, which will add nearly 2,000 residents through 691 units, includes HOA amenities such as a park, pool, and clubhouse. Partnering with the Ridgeview Owners Association—and other private entities—could allow the City to host programs within these spaces, creating targeted opportunities for residents while reducing the need for new public facilities.

# GOALS & IMPLEMENTATION STRATEGIES

The following goals and strategies are intended to guide Highland's parks, trails, and recreation system. Their success will be greatest when informed by a comprehensive Parks, Trails, and Recreation Plan or similar framework (*see Implementation 1.1*).

## **Goal 1: Prioritize the quality and maintenance of existing parks and trails to ensure safe, well-designed, and enjoyable recreational opportunities.**

- **Implementation 1.1:** Consider adopting a comprehensive Parks, Trails, and Recreation Plan or similar framework to guide the design, development, and maintenance of all city-owned parks and trails. This plan could include official standards for park amenities, a hierarchy for park maintenance, and alignment of City ordinances with updated park classifications.
- **Implementation 1.2:** Consider options for a maintenance-first or “fix-it-first” funding strategy that allocates resources to the upkeep and upgrading of existing amenities before considering new park or trail construction.
- **Implementation 1.3:** Consider conducting a feasibility study to evaluate opportunities for new parkland in strategic locations such as the northern Annexation Area, the Longhorn Property, or the Gravel Pit, pursuing them only when fiscally and operationally feasible.
- **Implementation 1.4:** Explore the creation of a system for residents to easily report park or trail maintenance issues using tools such as ESRI's Crowdsourcing Reporter or a dedicated city app, and establish a clear timeline to respond and resolve reported issues.
- **Implementation 1.5:** Explore partnerships and programs, such as an “Adopt-a-Park” or “Adopt-a-Trail” initiative, to engage volunteers and encourage community stewardship in the upkeep of these spaces.



**Goal 2: Enhance the connectivity of the City’s trail system and improve safety for pedestrians and cyclists.**

- **Implementation 2.1:** Fill critical gaps in the trail network, focusing on connecting neighborhoods, parks, the Town Center, and other key community destinations to create continuous loops and corridors for both recreation and commuting.
- **Implementation 2.2:** Implement enhanced safety measures at major road crossings, including wider sidewalks, planted buffers, grade-separated crossings where feasible, and pedestrian-activated HAWK beacons, especially along Timpanogos Highway and Alpine Highway (see also **Chapter 3: Transportation**).
- **Implementation 2.3:** Strategically install enhanced lighting, wayfinding signage, and trail amenities—such as benches, drinking fountains, and bike racks—to guide users, increase safety, and improve the overall trail experience. This process could be guided by design standards to ensure consistency.
- **Implementation 2.4:** Prioritize trail segments identified in the *Alpine & Highland Active Transportation Master Plan*, aligning new trail development with roadway and development projects to reduce costs.

**Goal 3: Explore options to diversify park amenities and recreational opportunities to meet the varied needs and interests of residents.**

- **Implementation 3.1:** Consider conducting a comprehensive recreation needs assessment to identify the most desired amenities (e.g., pickleball courts, tennis courts, or an all-abilities playground). This assessment could inform decisions about upgrades or new features.
- **Implementation 3.2:** Explore opportunities to expand program offerings by using existing City facilities—such as parks, the Library, and City Hall—and by partnering with neighboring cities, the Alpine School District, and private providers. Partnerships will be especially important as the school district undergoes restructuring.

**Goal 4: Continue to protect Highland’s natural open spaces and integrate them with the park and trail system where appropriate.**

- **Implementation 4.1:** Explore additional opportunities to extend trails through natural open spaces, providing safe, low-impact recreation and connections to existing parks and neighborhoods.
- **Implementation 4.2:** Collaborate with the National Park Service and other partners on opportunities that highlight Highland’s natural setting, including exploring the feasibility of a potential Timpanogos Cave Visitor Center at the community’s eastern edge, and considering outdoor classrooms, interpretive programs, and educational signage—particularly at gateway locations such as the entrance to American Fork Canyon (see also **Chapter 2: Land Use & Placemaking**).
- **Implementation 4.3:** Continue to assess and pursue tools such as property acquisition, conservation easements, or cooperative agreements to protect key open space areas. The Gravel Pit, owned by the Water Conservancy District, offers a unique long-term opportunity for a park or open space with potential trail connections, passive recreation, and expanded natural access (see also **Chapter 2 & 5**).
- **Implementation 4.4:** Continue to protect public spaces by ensuring that use of the City parks, open space areas, and trails is consistent with their purposes. Limit private use and encroachment into these spaces that restricts the public’s ability to access, use, and enjoy the property.

TABLE 6.2 – HIGHLAND PARK AMENITIES SNAPSHOT









Park Name	Address	Park Total Acres	 Restrooms	 Pavilion	 Multipurpose Filed	 Picnic Areas	 Soccer Fields	 Baseball/Softball	 Tennis	 Pickleball
MINI PARKS										
Apple Blossom	5520 West Canal Boulevard	0.99								
Argo Circle	6190 Argo Circle	1.15			Y					
Canterbury Circle	5920 West 9740 North	2.67		Y	Y					
Canterbury South	9721 N 5920 W	1.35			Y					
Dry Creek East	11590 Lone Rock Road	2.73			Y					
Merlin B. Larson	9600 North 6000 West	1.89		Y		Y				
Skye Estates	6479 W Carrick Way	1.94		Y	Y					
Spring Creek	9900 North Mountain View Drive	2.24		Y	Y					
Twin Bridges	12440 Wildflower Lane	0.79								
View Pointe	4040 N View Pointe Drive	3.53								
Wild Rose	10340 North 4370 West	2.72			Y					
Wimbledon North	6615 West 10250 North	1.83			Y					
Subtotal Mini Parks		23.83								
CONTINUED ON NEXT PAGE										

TABLE 6.2 – HIGHLAND PARK AMENITIES SNAPSHOT CONTINUED











Volleyball 	Basketball 	Multi-Use Sports Courts 	Playgrounds 	Water Access 	Dog Park 	Splash Pad 	Skate Park/Bike Park 	Disc Golf 	Paths/trails 	Other/Notes
MINI PARKS (CONTINUED)										
			Y						Y	
			Y							
		Y	Y						Y	
									Y	
			Y						Y	
Y										
			Y							Swingset separate from playground
			Y						Y	
	Y		Y						Y	
	Y		Y						Y	3 park segments
									Y	
			Y						Y	
CONTINUED ON NEXT PAGE										

TABLE 6.2 –HIGHLAND PARK AMENITIES SNAPSHOT CONTINUED









Park Name	Address	Park Total Acres	 Restrooms	 Pavilion	 Multipurpose Filed	 Picnic Areas	 Soccer Fields	 Baseball/Softball	 Tennis	 Pickleball
NEIGHBORHOOD PARKS										
Beacon Hills	5959 W Beacon Hill Boulevard	9.28	Y				Y			
Canterbury North	10500 Canterbury Lane	7.42		Y	Y					
Dry Creek West	6380 Bull River Road	3.44			Y					
Heritage Park	10400 Alpine Hwy	6.21	Y	Y			Y	Y		
Highland Hills North	12020 N Ithica Drive	6.79			Y					
Lone Peak Fields	10189 North 4800 West	9.22	Y				Y			
Town Center Meadows	5400 West 10700 North	6.41		Y	Y					
Wimbleton South	10120 North 6580 West	4.19			Y					
Windsor Meadows	5600 West 9970 North	4.85		Y						
Subtotal Neighborhood Parks		57.81								
COMMUNITY PARKS										
Highland Family Park	5525 W 104000 N	17.02	Y	Y			Y	Y		Y
Highland Glen	4800 West Knight Avenue	26.88	Y	Y		Y				
Mitchell Hollow	6400 West 10250 North	11.26	Y	Y		Y	Y	Y		
Subtotal Community Parks		55.16								
CONTINUED ON NEXT PAGE										

TABLE 6.2 –HIGHLAND PARK AMENITIES SNAPSHOT CONTINUED


















Volleyball 	Basketball 	Multi-Use Sports Courts 	Playgrounds 	Water Access 	Dog Park 	Splash Pad 	Skate Park/Bike Park 	Disc Golf 	Paths/trails 	Other/Notes
NEIGHBORHOOD PARKS (CONTINUED)										
								Y	Y	
			Y						Y	
									Y	
Y	Y		Y							Horseshoe pit
			Y						Y	
										Soccer specific
			Y						Y	
									Y	Sandbox
	Y		Y						Y	1 large segment and 1 small
COMMUNITY PARKS (CONTINUED)										
	Y		Y							
Y			Y	Y			Y		Y	
Y			Y						Y	
CONTINUED ON NEXT PAGE										













TABLE 7.1 –HIGHLAND PARK AMENITIES SNAPSHOT CONTINUED

Park Name	Address	Park Total Acres	Restrooms 	Pavilion 	Multipurpose Fields 	Picnic Areas 	Soccer Fields 	Baseball/Softball 	Tennis 	Pickleball 
<b>SPECIAL USE PARKS</b>										
Canyon Oaks Campground	4000 W 11000 N	1.7	Y			Y				
Highland Glen Bike Park	4800 Knight Ave	2.9								
Highland Hollow Trails Park	10527 Canterbury Dr	50.25								
<b>Subtotal Special Use Parks</b>		<b>54.9</b>								
<b>TOTAL CITY PARKS (EXCLUDES PRIVATE)</b>		<b>193.67</b>								
<b>TOTAL ACRES FOR LOS (EXCLUDES SPECIAL USE &amp; PRIVATE)</b>		<b>138.82</b>								
<b>PRIVATE PARKS</b>										
<b>11200 N Park (LDS Owned)</b>	5335 W 11200 N	5.38								
<b>Cottages on the Green Private Park</b>		2.12								
<b>Hanover Way Common Area</b>		0.28								
<b>Hidden Oaks Private Park 1</b>		3.68								
<b>Hidden Oaks Private Park 2</b>		3.31								
<b>Oakview HOA Park</b>	5943 W Oakview Dr	0.84								
<b>Pheasant Hollow Common Area</b>	9822 N Pheasant Dr	4.38								
<b>Ridgeview Private Park</b>	4642 Elmfield Wy	4.8								
<b>Strasburg Park (LDS Owned)</b>	5998 W 10400 N	3.47								
<b>The Highlands Common Area</b>		2.13								
<b>Subtotal Private Parks</b>		<b>30.39</b>								

CONTINUED ON NEXT PAGE

TABLE 7.1 –HIGHLAND PARK AMENITIES SNAPSHOT CONTINUED

Volleyball 	Basketball 	Multi-Use Sports Courts 	Playgrounds 	Water Access 	Dog Park 	Splash Pad 	Skate Park/Bike Park 	Disc Golf 	Paths/trails 	Other/Notes
SPECIAL USE PARKS (CONTINUED)										
									Y	
							Y			
							Y			
PRIVATE PARKS (CONTINUED)										
										Baseball fields/ church softball and football
										Detention basin
										Baseball fields

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## CHAPTER 7

# ENVIRONMENT & SUSTAINABILITY

Addresses Highland's environmental setting and natural hazards, emphasizing practical strategies for sustainable development. The chapter highlights the importance of protecting sensitive lands, water resources, and wildlife while offering optional, locally appropriate approaches to increasing community resilience.

# INTRODUCTION

Highland is a unique and scenic community, valued for its mountain views, gentle slopes, waterways, and convenient access to outdoor recreation. These natural features provide both benefits and challenges, including potential hazards such as earthquakes, flooding, landslides, and rockfalls. Thoughtful planning and responsible development protect these areas while prioritizing public health, safety, and property. By managing land wisely, Highland can maintain the qualities that make it special while minimizing risks from natural hazards.

This chapter summarizes Highland's environmental conditions and natural hazards. It highlights the City's commitment to sustainable practices in development and operations, supporting community resilience and ensuring the preservation of Highland's natural beauty while safeguarding residents and their property.

“Sensitive lands” are areas, such as steep slopes, wetlands, and flood zones, protected to safeguard people and property while enhancing quality of life.



# ENVIRONMENTAL CONSIDERATIONS

## GEOLOGIC CONDITIONS

Areas prone to erosion, landslides, earthquakes, or other geologic events are influenced by slope, soil type, geologic material, and hydrologic conditions. These hazards can affect life, property, and infrastructure through movement, settling, or shifting of the earth. Highland's risks include unstable slopes, faulting, landslides, rockfall, liquefaction, debris flows, and areas affected by excavation or mining (see ***Geologic Conditions Map***).

## SOILS

Highland's soils consist of gravelly and silty loams, generally well-drained and suitable for agriculture and development when properly managed. More challenging conditions exist north of Dry Creek in the critical runoff zone and near canyon mouths, where limestone (karst) formations present engineering challenges. Addressing these conditions requires geotechnical techniques to ensure safe, stable development.



### HIGHLAND'S SENSITIVE LANDS ORDINANCE

Highland's sensitive lands ordinance, adopted in 2023, aims to protect and mitigate sensitive lands, safeguard the health and safety of residents from geologic and other hazards, and minimize potential resource degradation. The ordinance applies to all property and development within Highland City, adds regulations to existing zoning requirements and defines important terms such as environmentally sensitive area, flood hazards, geologic hazards, steep slopes, and wetlands.

The ordinance requires applicants to provide a sensitive lands analysis for proposed developments and sets regulations for environmentally sensitive areas, including prohibited activities, boundary delineations, setbacks, runoff control, and protection of wildlife and persons.



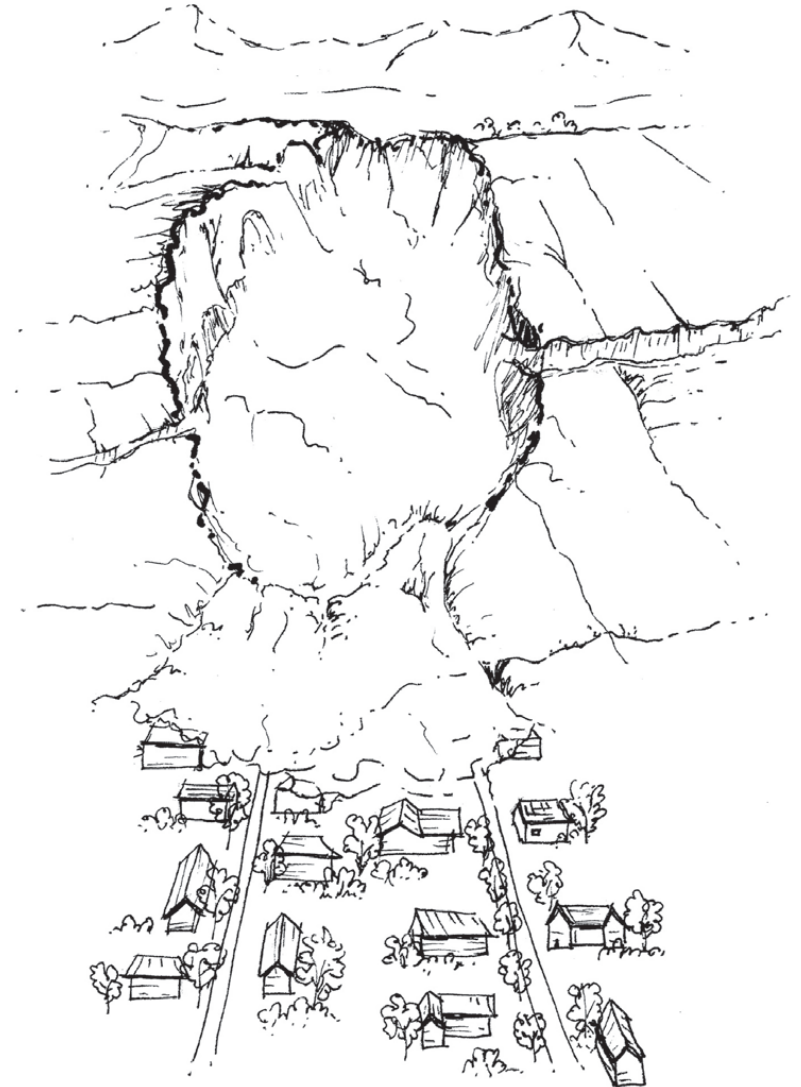
## STEEP SLOPES

Steep slopes, defined as greater than 15% with development prohibited above 25%, are concentrated in foothills at canyon mouths and along stream corridors. These areas are prone to debris flows, rockfall, landslides, and soil slumping, which increase property and construction risk (**Figure 7.1**). Highland prohibits development in areas prone to landslides and other geologic hazards. However, a developer may submit a sensitive lands analysis, along with professional recommendations, to demonstrate that the proposed development will not pose a risk to health, safety, or property, and that identified hazards can be permanently mitigated or avoided.

## SEISMIC ACTIVITY

Faults are breaks in the earth's crust where movement triggers earthquakes. Highland lies near the Wasatch Fault, Utah's most active fault, which can cause ground shaking, liquefaction, and infrastructure damage. Homes built before 1985 are especially vulnerable due to older building codes. Avoiding construction directly on faults and conducting site-specific investigations with appropriate setbacks reduces earthquake risk. The **Geologic Conditions Map** illustrates a general buffer of 250 feet on either side of known faults.

FIGURE 7.1 – LANDSLIDE ILLUSTRATION



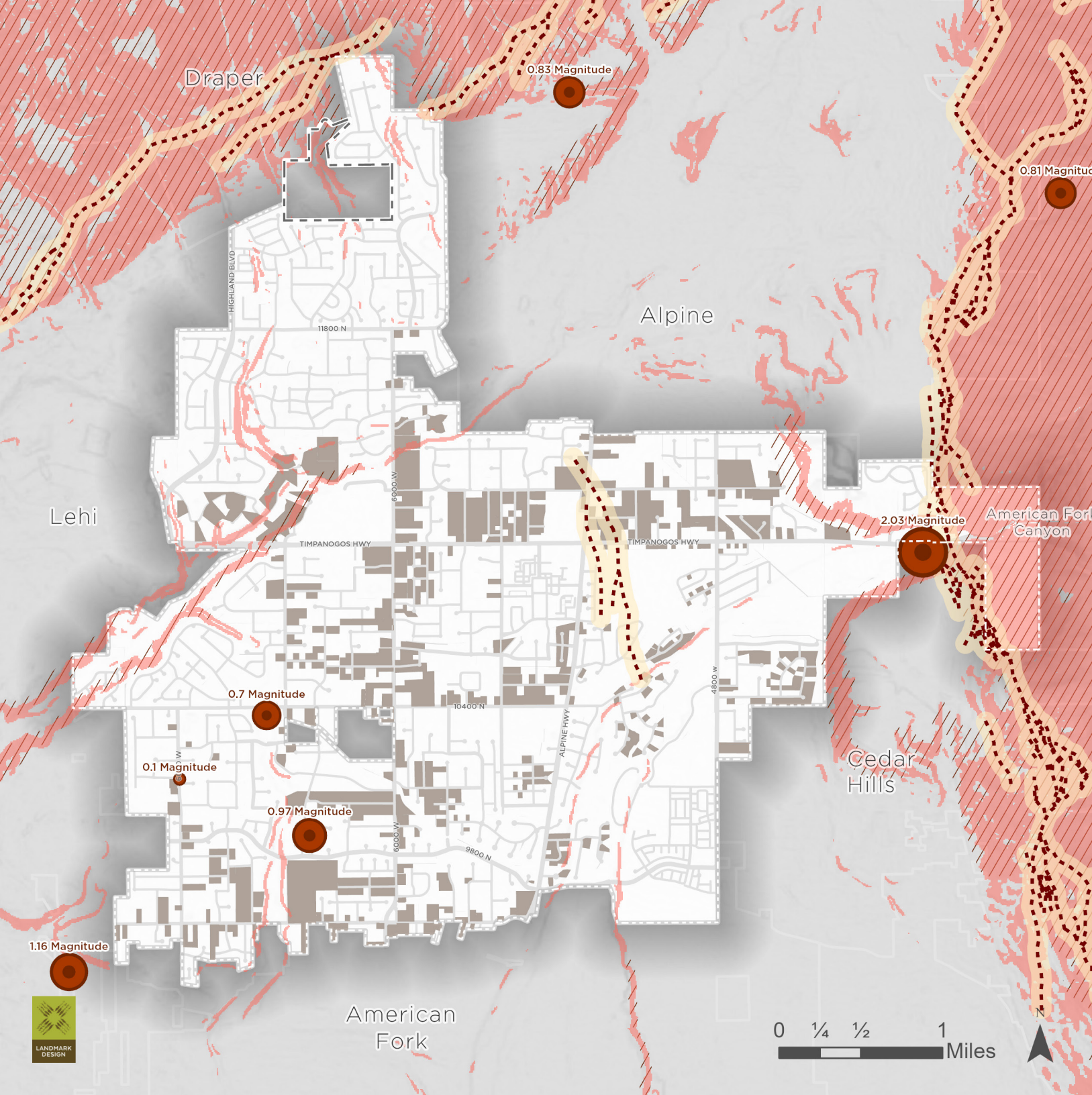
Steep slopes are especially vulnerable to material movement, including debris flow, rockfalls, slumping, collapsible soils, and landslides.



HIGHLAND CITY

## Geologic Conditions

- Annexation Boundary
- Steep Slopes (<15%)
- Landslide Potential
- Earthquake Epicenters (1850 - 2016)
- Fault Line
- Fault 250' Buffer
- Likely Older Structures (built before 1985)



0 1/4 1/2 1 Miles



## HYDROLOGIC CONDITIONS

A land area that drains into a common water source is a watershed. Healthy watersheds provide valuable services to communities including the supply and purification of clean water (see also **Chapter 5: Water Use & Preservation**). Hydrologically sensitive areas protect water quality and may include critical aquifer recharge areas, riparian and wetland vegetation, and streams and canals. Development can disrupt natural drainage patterns, increasing runoff, flooding, and property risk, especially near waterways such as Dry Creek and the American Fork River (see **Hydrologic Conditions Map**).

### RIPARIAN ZONES & WETLANDS

Riparian zones and wetlands play a crucial role in water quality and biodiversity by filtering pollutants and recharging groundwater. These ecosystems serve as floodwater catchments and wildlife habitats, making their preservation essential due to their sensitivity to human disturbances. Wetlands, covering just 1% of Utah's landscape, are among the most productive ecosystems in the world, comparable to rainforests. Due to the scarcity of these critically productive systems, special emphasis is necessary for their management.

### GROUNDWATER

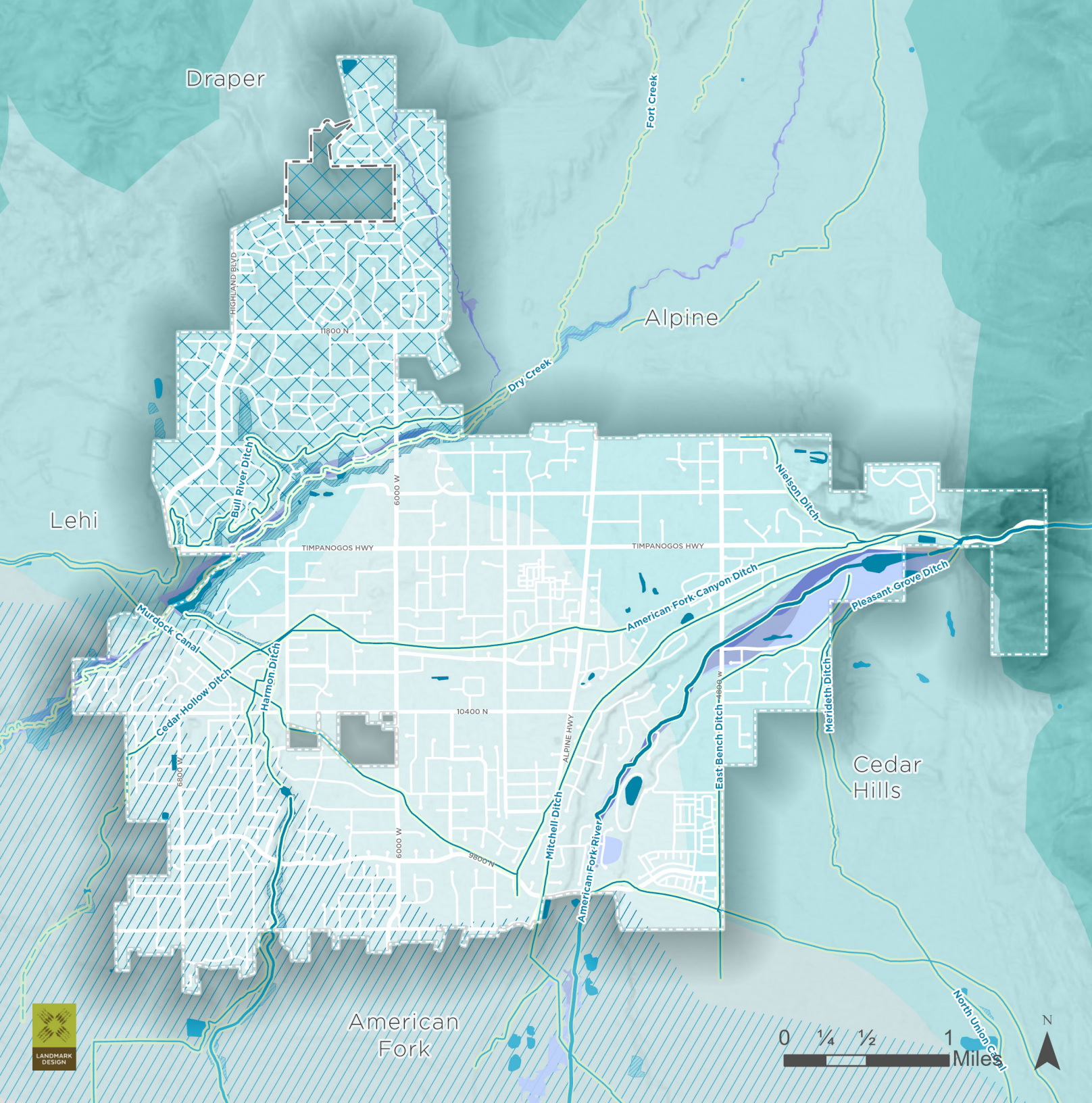
Highland City depends on groundwater for a significant portion of its water supply, making its protection critical. The City sits above a relatively shallow water table, which limits the feasibility of constructing basements and contributes to liquefaction potential during earthquakes. City wells draw from the local aquifer, which is recharged through precipitation and surface water. Protecting and sustainably managing these groundwater resources is essential to ensure a reliable water supply. To reduce contamination risks, Highland has implemented ordinances that balance water demand with responsible management, including safeguarding wellhead areas and promoting sustainable practices such as xeriscaping.





## Hydrologic Conditions

- Annexation Boundary
- Stream/River - Perennial
- Stream/River - Intermittent
- Canal/Ditch
- Stream/River/Canal 100' Buffer
- Riparian/Wetland
- Waterbody
- 0.2% Annual Chance Flood Hazard
- 1% Annual Chance Flood Hazard
- Regulatory Floodway
- Groundwater Within 30'
- Critical Runoff Area
- Bedrock Aquifer Recharge
- Primary Aquifer Recharge
- Secondary Aquifer Recharge





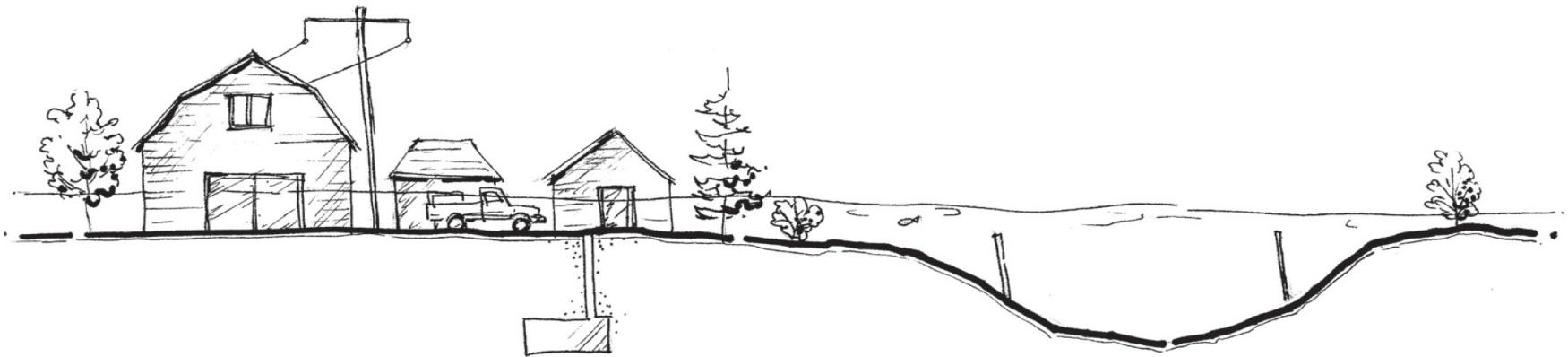
## FLOODING, URBAN RUNOFF, & STORMWATER MANAGEMENT

Floods can damage property and infrastructure, particularly in steep or clay-rich areas. The northern portion of Highland is a Critical Runoff Area, where soil conditions can increase flood and pollution risks during storms. FEMA flood maps guide development in flood-prone zones (**Figure 7.2**). Highland's Stormwater Management Program, supported by Low-Impact Development (LID) and green infrastructure, reduces downstream pollution and erosion. LID approaches may include bioretention cells, pervious paving, bioswales, infiltration basins, and constructed wetlands. These strategies can be evaluated on a project-by-project basis to protect water quality and property.



A bulb-out incorporating green infrastructure to manage stormwater and enhance the streetscape.

FIGURE 7.2 – FLOOD ZONE ILLUSTRATION



The appeal of natural waterways can drive development near riparian zones, often leading to construction in areas ill-suited for such activity.

## OTHER ENVIRONMENTAL CONDITIONS

### WILDFIRE RISK

Fire management involves strategies to control or influence wildland fires for resource protection and includes ecosystem restoration, community preparedness, and wildfire response. In Utah County's rural, fuel-heavy areas, wildfires are a natural ecological event but increasingly pose a threat to life and property as development expands into fire-prone regions. This challenge, especially in areas near canyons and foothills, necessitates coordinated efforts involving both ground and air firefighting resources, along with "firewise" practices such as defensible space, fire-resistant construction, and annual restrictions on fireworks in sensitive areas (see **Wildfire Risk Map**).

### MICROCLIMATE WINDS

Strong canyon winds and occasional "microburst" events have caused considerable damage in the City, particularly to power infrastructure along SR-92. Likewise, snowstorms and harsh winter weather are endemic, particularly considering the unique setting of Highland. These challenging climate conditions must be considered in the design and review process, especially since climate change has intensified the frequency and severity of microburst events.

### CRITICAL HABITAT

The *Utah Division of Wildlife Resources* has identified critical habitat for rare and high-interest species in Utah. In Highland City, eight species are noted: band-tailed pigeon, California quail, chukar partridge, mule deer, Rocky Mountain bighorn sheep, Rocky Mountain elk, ring-necked pheasant, and ruffed grouse. California quail and ring-necked pheasant habitat covers much of the city, while the others are mainly in the foothills near Traverse Ridge and American Fork Canyon. Key drainages, including rivers, streams, and wetlands, support migratory and wetland birds. Development should avoid encroaching on these areas. Important corridors to protect for wildlife, water quality, and recreation include Dry Creek, American Fork River, Mitchell Hollow, and Murdock Canal.

### VEGETATION

The nearby Wasatch Mountain foothills provide a unique plant community in Highland City, supporting wildlife and contrasting with more urban areas. Natural and human changes can degrade this resource over time. Protecting it is important, as noxious non-native plants destroy native grasses and ground cover, causing erosion and the loss of wildlife food and habitat.



## AIR QUALITY

The mountains and lakes in the area moderate the climate and contribute to frequent winter temperature inversions in Utah County. These inversions trap stagnant air and pollutants, causing cold, fog, icy roads, and prolonged air pollution. The haze is mainly from vehicle emissions and commercial and industrial activities linked to population growth. Sunlight struggles to penetrate the haze, worsening the inversions, which only break when a weather front brings fresh air and sunlight.

Highland has adopted an air pollution and fugitive dust ordinance that incorporates state regulations for open burns, providing an important foundation for local air quality management. However, the ordinance could be updated to reflect current best practices and allow for stronger enforcement. At the same time, Utah County and state agencies promote prescribed burns, forest improvement techniques, and other methods to reduce fire hazards while protecting air quality. These practices, guided by Utah Division of Environmental Quality permits, help minimize smoke impacts and reduce pollutant emissions through more efficient land management.



### A NOTE ON DARK SKIES

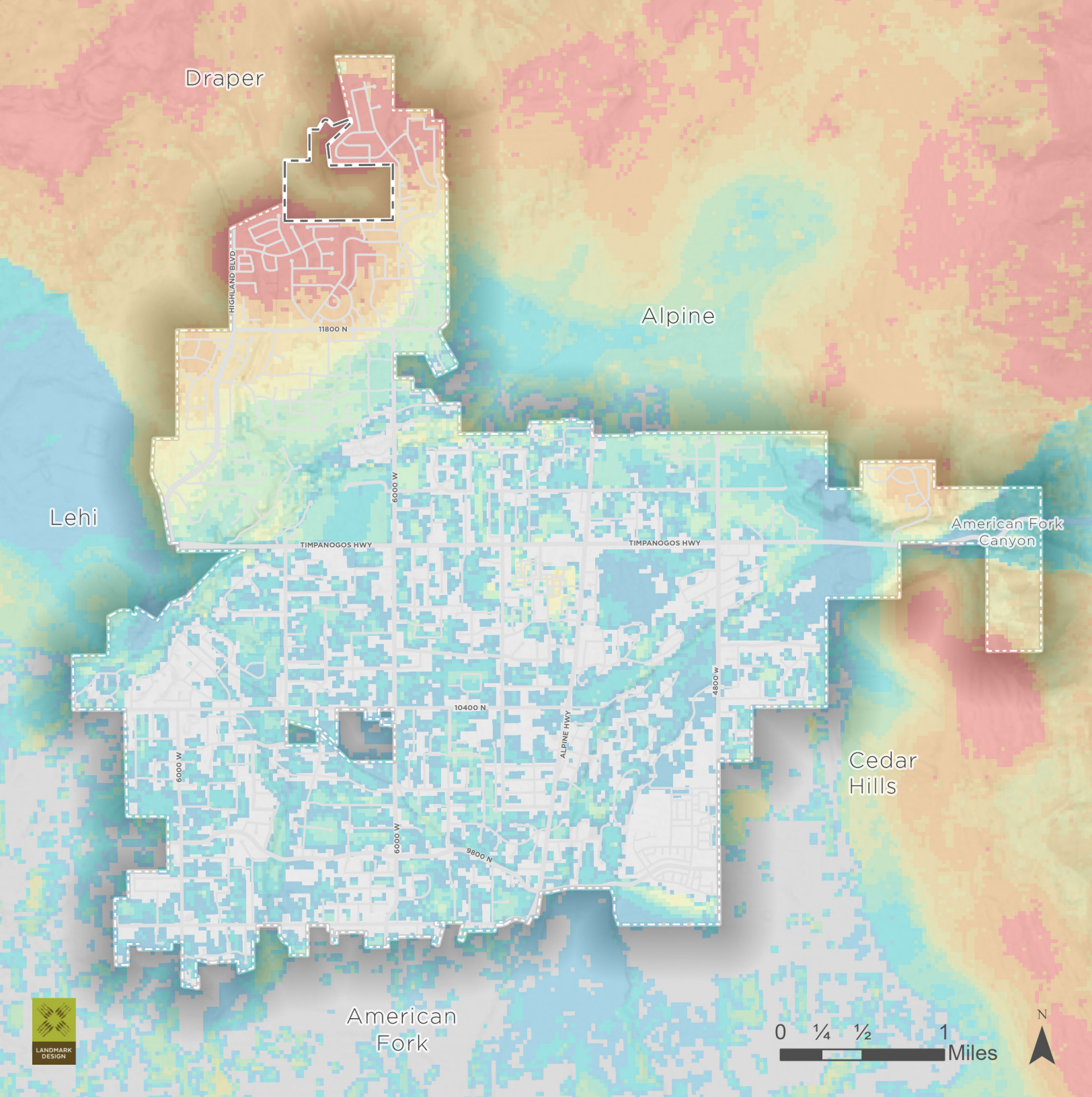
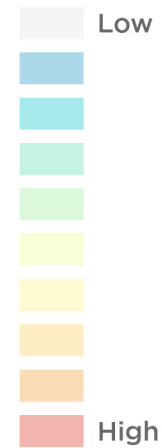
Highland is the gateway to Timpanogos Cave National Monument, a certified Urban Night Sky Place, recognized for preserving an authentic nighttime experience.

While the surrounding urban environment brings significant light pollution, Highland can still take steps to protect its skies for the future. City-owned properties and facilities could use dark sky-friendly lighting, minimize glare, and shield new fixtures (see also **Chapter 2: Land Use & Placemaking**). Highland's Nuisances ordinance already limits nighttime light reflection onto adjacent properties, supporting efforts to maintain the area's natural night skies.



HIGHLAND CITY

### Wildfire Risk



# BUILDING RESILIENCY THROUGH SUSTAINABLE PRACTICES

As Highland approaches build-out, much of the community's environmental setting and natural hazards have already been addressed. **Future sustainability in Highland can be understood as a practical approach to building long-term community resilience.** By selectively implementing targeted strategies, the City may strengthen its ability to adapt to future challenges, protect residents and property, and reduce costs over time. **These ideas are optional and meant to serve as inspiration or starting points, many of which align with goals and policies in other chapters.** These approaches demonstrate that sustainability is not just about protecting the environment—it is about protecting families, property, and using limited resources wisely. By choosing strategies that make sense locally, Highland can continue to grow as a resilient community where residents enjoy both security and quality of life for generations to come.

## IDEAS & STRATEGIES FOR BUILDING COMMUNITY RESILIENCE

- **Land Use & Water Preservation:** Water is one of Highland's most valuable resources. Optional strategies may include appliance upgrades, leak repairs, more efficient irrigation, water-wise landscaping, or development policies that encourage conservation from the start. These measures complement **Chapter 5: Water Use & Preservation**.
- **Disaster Preparedness:** Preparedness strengthens community resilience. Highland could pursue opportunities to coordinate with state programs, conduct drills or educational campaigns, and reinforce critical infrastructure to maintain essential services during floods, wildfires, or other hazards.
- **Air Mitigation:** Cleaner air benefits everyone. Highland could reduce emissions and support future mobility by upgrading municipal fleets to hybrid or electric vehicles, limiting vehicle idling, and providing EV charging stations at City facilities. Additionally, updating the air pollution and fugitive dust ordinance could enhance monitoring and enforcement, further protecting local air quality.

## IDEAS & STRATEGIES FOR BUILDING COMMUNITY RESILIENCE (CONTINUED)

- **Stormwater & Low-Impact Development (LID):** Managing stormwater protects property and water quality. Optional LID measures for City properties could include permeable paving, bioswales, detention basins, or other techniques to reduce runoff and flood risk.
- **Durable, Efficient, & Healthy Buildings:** Durable, efficient building systems reduce long-term costs and improve indoor health. For example, a new construction or retrofit of the Community Center could serve as a model by using recycled or locally sourced materials, incorporating water- and energy-saving systems, and minimizing harmful chemicals (see also *Chapter 6: Parks, Trails & Open Space*).
- **Responsible Site Development:** Connected, walkable neighborhoods with bicycle infrastructure can enhance resilience by supporting mobility options. City projects could model sustainable practices such as dark-sky friendly lighting, low-impact design, and water-wise landscaping.
- **Trees, Open Space, & Habitats:** Preserving trees, planting drought-tolerant species, and protecting riparian corridors help reduce erosion, flooding, and heat impacts while supporting property values and maintaining the open-space character residents value.
- **Partnering with Utilities to Conserve Resources:** Highland could work with utility providers to promote sustainability and resource conservation. Optional approaches could include exploring green waste or glass recycling programs with the City's waste provider and connecting residents to energy-efficiency programs, rebates, or incentives offered by electric and gas providers (see also *Chapter 8: Public Services & Facilities*).



# GOALS & IMPLEMENTATION STRATEGIES

## Goal 1: Support resilient development practices and policies that protect people and property from natural hazards and emergencies.

- **Implementation 1.1:** Periodically review and, as appropriate, update the Sensitive Lands Ordinance or related development policies to reflect current best practices in geotechnical and environmental management. Clarify procedures for submitting and reviewing sensitive lands analyses to help residents and developers understand expectations for infill or redevelopment.
- **Implementation 1.2:** Explore opportunities to strengthen collaboration with regional and state agencies, such as the Utah Division of Wildlife Resources and the Utah Geological Survey, to increase awareness of programs, initiatives, and best practices that could support local preparedness.
- **Implementation 1.3:** In coordination with the Lone Peak Fire District or other emergency response organizations, consider exploring opportunities to develop a Highland-specific disaster response and preparedness plan. This plan could include public education campaigns, for example, promotion of “firewise” practices in areas near canyons and foothills, or guidance for flood preparedness in high risk areas.


## Goal 2: Explore opportunities to further protect and enhance Highland’s natural ecosystems while encouraging sustainable practices.

- **Implementation 2.1:** Continue to consider the preservation of natural corridors such as Dry Creek and the American Fork River as part of long-term land-use planning to protect wildlife habitat, improve water quality, and reduce flood risk.
- **Implementation 2.2:** Explore opportunities to integrate low-impact development (LID) features on public properties, such as permeable paving, bioswales, and other green infrastructure techniques, to reduce stormwater runoff and protect water quality (see also **Chapters 5 & 6**).

- **Implementation 2.3:** Explore options to work with utility providers and community partners to promote resource conservation. Optional strategies may include green waste or glass recycling programs, energy-efficiency incentives for residents, or educational outreach on sustainable household practices (see also **Chapter 8: Public Services & Facilities**).
- **Implementation 2.4:** Consider options for municipal fleet improvements, such as hybrid or electric vehicles and charging infrastructure at City facilities, where practical.
- **Implementation 2.5:** Consider updating Highland's air pollution and fugitive dust ordinance to reflect current best practices, strengthen enforcement, and ensure alignment with state regulations for open burns.
- **Implementation 2.6:** Consider the integration of dark sky-friendly lighting (fully shielded fixtures with warm color temperatures) on public properties. Highland could also partner with Timpanogos Cave National Monument, a certified Urban Night Sky Place, to promote dark sky awareness and preservation efforts within the community (see also **Chapter 2: Land Use & Placemaking**).



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## CHAPTER 8

# PUBLIC FACILITIES & SERVICES

Outlines Highland's vision for public services and facilities, focusing on its commitment to a safe, resilient, and connected community. Guided by resident feedback, the chapter highlights the importance of maintaining existing infrastructure and strategically allocating resources. It emphasizes how partnerships and fiscal prudence will help to ensure high-quality services for both current and future residents.

## INTRODUCTION

Highland's quality of life depends on reliable, efficient, and resilient public services. From clean water and dependable utilities to public safety and community resources, these services form the foundation of residents' well-being. The City has historically relied on a combination of in-house services, regional partnerships, and private utility providers to meet community needs. This collaborative approach has allowed the City to maintain high levels of service while managing costs responsibly—an effective model that will continue into the future.

Residents want to see a continued focus on improving core services. The community has voiced strong support for better road maintenance, snow removal, and public safety, along with expanded recreation opportunities (see **Chapter 6: Parks, Trails & Recreation**). This chapter highlights these priorities and outlines strategies for ensuring that Highland's services and facilities continue to meet both current and future community needs.

“ I am so glad the libraries have combined!  
It's so much easier to get the books I  
want.”



## RESIDENT PERSPECTIVES ON PUBLIC FACILITIES & SERVICES

Community feedback highlights the aspects of public services and facilities that matter most to residents, providing guidance for future planning and resource allocation. The following priorities reflect the community's input and help shape a vision for a safe, connected, and well-maintained Highland.

- **Reliable Utilities and Infrastructure:** Residents emphasized the need to maintain and improve existing infrastructure before expanding services. Frequent concerns included potholes, uneven roads, unsafe driving conditions, and snow removal.
- **Community Gathering Spaces:** Residents view the Highland Library, Community Center, and schools as vital hubs for connection, learning, and culture. There is strong interest in exploring options for a dedicated community gathering facility, as well as pursuing partnerships to provide spaces that meet community needs in a fiscally responsible way. Feedback highlights the importance of strengthening and maintaining these spaces to support events, programs, and everyday activities, ensuring they remain central gathering points for the community.
- **Public Safety & Emergency Services:** Many residents support first responders and recognize their essential role in community well-being. Feedback highlights opportunities to maintain high-quality public safety services while also exploring targeted improvements, such as enhanced traffic enforcement and improvements to ambulance services, to better meet resident needs.
- **Fiscal Prudence & Strategic Investment:** The community is interested in a fiscally responsible approach to public services. Feedback suggests a desire for the City to demonstrate prudence and sound judgment in its use of tax dollars, ensuring that funds are allocated to areas that provide the greatest value to the community. This includes thoughtful consideration of how fees and taxes are structured to be both effective and equitable.

## EXISTING CONDITIONS

Highland relies on a variety of public services and facilities to support daily operations and community needs. Key services include law enforcement, fire protection, utilities, and garbage collection, while major facilities include City Hall, police and fire stations, the library, and the Community Center. The following section summarizes the City's major services and facilities and describes potential future needs. Note that several topics also overlap with **Chapter 6: Parks, Trails & Open Space** and **Chapter 7: Environment and Sustainability**, with the sections complementing each other by addressing service provision, recreation strategies, and long-term community resilience.

### EXISTING SERVICES & FACILITIES

#### CITY HALL

Located at 5400 Civic Center Drive, Highland City Hall serves as the administrative hub, housing multiple city departments. Built in 2008, the building is relatively new but limited in size and shares space with the City's library. As administrative and library needs grow, the facility may require expansion or repurposing in the future.

#### MUSEUM

The Highland Historical Society Museum, housed within the Community Center and certified by the Utah Division of Arts and Museums, preserves local history and enriches the city's cultural identity through exhibits and educational programs.



Highland City Hall currently share spaces with the library.

## COMMUNITY CENTER

Located across from Heritage Park, the Highland Community Center provides reservable rooms and facilities for arts, recreation, and community programs. Recent improvements include expanded parking and a maintenance storage shed. While currently sufficient, the building may require updates to accommodate future programming needs.

## LIBRARY

The Highland Library is a key community resource, valued for its programs that foster connection, learning, and community identity. With steady growth, current space is limited for certain programs. To address near-term needs, the Library has recently partnered with American Fork and Pleasant Grove libraries, allowing residents to access additional catalogs and pick up materials locally—a proposal supported by 67% of respondents in the 2024 citizen survey. Future expansion may be needed to keep pace with demand.

## EMERGENCY SERVICES

Police and fire services are provided through the Lone Peak Public Safety District, which serves both Highland and Alpine and is headquartered south of City Hall. The district's professional, full-time staff provide law enforcement, fire protection, emergency medical care, burn permits, and planning services that enhance community safety and reduce wildfire risk.

Highland enjoys a relatively low crime and fire incident rate, but **demand should be monitored as the community grows, with potential future expansions in staffing, equipment, or facilities.**

## CEMETERY

The Highland City Cemetery, located at 6200 W 11000 N, provides a community service as a place of remembrance and heritage. The 17-acre cemetery includes more than 10,000 plots and offers a variety of burial options, supported by interactive mapping and recordkeeping tools. Policies guide monument placement, decorations, and upkeep to ensure respectful, well-maintained grounds. Future cemetery expansion options may be considered as needed.



## PUBLIC WORKS

The Highland Public Works Building, located at 4066 W 11000 N near the gravel pit, serves as the hub for the City's essential services. Public Works is critical to maintaining the quality of life residents often take for granted—from delivering clean drinking water and pressurized irrigation to managing sewer and stormwater systems, as well as maintaining roads. The staff works behind the scenes to ensure that Highland remains safe, functional, and attractive for all residents. As the City continues to grow, ongoing investment in facilities, equipment, and staffing will be important to sustain these vital services.

## PARKS BUILDING

Highland's new Parks Building is located near the Community Center. It serves as the base of operations for the City's parks staff, supporting maintenance and management of Highland's parks system. The facility provides space for equipment storage and administrative functions, helping the City coordinate park operations efficiently.

## PUBLIC SCHOOLS

Alpine School District owns and operates five public schools in Highland (three elementary schools, one middle school, and one high school) to meet the K-12 educational needs of residents.

By 2028, the Alpine School District will reorganize into three new districts, with Highland joining the newly formed Aspen Peaks School District with Lehi, Alpine, Cedar Hills, American Fork, and a portion of Draper City. The City is expected to have sufficient school facilities for the near term, but continued coordination with the district will be necessary to address future growth. Many school facilities also provide recreational and cultural opportunities through City-district partnerships.

### PUBLIC SCHOOLS IN HIGHLAND

- **Ridgeline Elementary** | K-6 | 6250 W 11800 N
- **Highland Elementary** | K-6 | 10865 N 6000 W
- **Freedom Elementary** | K-6 | 10326 N 6800 W
- **Mountain Ridge Junior High** | 7-9 | 5525 W 10400 N
- **Lone Peak High** | 10-12 | 10189 N 4800 W

## STREETS & SIDEWALKS

Public roads are maintained by the City and the Utah Department of Transportation (UDOT). Road construction and maintenance are currently underfunded and face challenges in keeping up with needs (see also **Chapter 3: Transportation**).

Highland also maintains an extensive network of trails and sidewalks, providing active transportation and recreational benefits. Construction and maintenance costs, along with network gaps, remain concerns addressed further in **Chapters 3 & 7**.



Well-maintained streets and sidewalks are crucial for both transportation and recreation.

## WATER

Highland provides high-quality culinary water from five deep wells that require no treatment. To enhance the system's resilience to surface contamination, the City is constructing a chlorination facility as an emergency backup. In a parallel effort, Highland is metering its pressurized irrigation system to promote conservation, a project that is largely funded by federal and state grants and is expected to continue through 2025. (see **Chapter 5: Water Use and Preservation**).



In line with state legislation requiring irrigation metering by 2030, Highland is metering its pressurized irrigation system to promote conservation. The project is largely funded by federal and state grants.

## SEWER

Sanitary sewer service is administered under the Timpanogos Special Service District, with treatment at the Timpanogos Wastewater Treatment Facility southwest of the City. Infrastructure is generally in good condition, though upgrades may be required to accommodate future growth.



Timpanogos SSD administers Highland's sanitary sewer service.

## GARBAGE COLLECTION

Residential and commercial trash and recycling services are contracted through Waste Management Inc., with additional disposal available at the Utah County transfer station in Lindon.

## OTHER UTILITIES

Communications, electricity, and natural gas are provided by private utility companies.



Trash and recycling services are provided by Waste Management Inc., with additional disposal options at the Utah County transfer station.

# FUTURE VISION & RECOMMENDATIONS

As Highland continues to mature, the City's vision for public services is one of resiliency, adaptability, and community connection. Meeting future needs will require both ongoing stewardship of existing infrastructure and thoughtful investment in new facilities. Regional partnerships, both intergovernmental and public-private, will continue to be the City's strongest tool for delivering high-quality services while maintaining fiscal responsibility

## BUILDING ON A STRONG FOUNDATION

### UTILITIES & INFRASTRUCTURE

Highland's culinary water system is one of its most important assets, providing residents with high-quality water from deep wells. While treatment has not historically been required, the City is constructing an emergency chlorination facility to protect public health in the event of contamination. Looking ahead, the City will maintain this facility in a state of readiness and continue to monitor potential vulnerabilities. A key opportunity for conservation and efficiency is the effort to meter pressurized irrigation by 2030, a move supported by both state law and Highland's own conservation goals.

Residents have voiced significant concerns about road maintenance and snow removal. Acknowledging this feedback, the City must adapt its funding strategies to sustain safe and reliable streets, especially as the Transportation Utility Fund sunsets in 2028. Across all utilities and infrastructure, Highland will follow and update departmental strategic plans to ensure timely upgrades, maintenance, and the efficient delivery of services that directly address residents' concerns.



## COMMUNITY INSTITUTIONS

The Highland Library will continue to serve as a focal point of the community, serving as a source of education, enrichment, and social connection. The library should continue to expand its programming and strengthen partnerships with nearby cities to broaden resident access to shared resources. While long-term growth may require expanded or relocated facilities, the City can meet short-term needs by utilizing other City-owned spaces—such as the Community Center, City Hall, or parks—to host programs and events, directly responding to the community's desire for gathering spaces.

The existing Community Center could benefit from updates and improvements. The City can explore opportunities to renovate and expand the building or, alternatively, develop a new facility east of City Hall optimized for hosting events, classes, workshops, and performances.

For broader recreational needs, a feasibility study should be conducted to evaluate regional partnerships, special service districts, or public-private ventures to determine whether a recreation center could be sustainably pursued, or if access to existing facilities in neighboring communities could be expanded. The city can also continue to collaborate with Alpine School District to maximize the joint use of school facilities for recreation and cultural programming.



The Highland Library will continue to serve as a focal point of the community, serving as a source of education, enrichment, and social connection.

## PUBLIC SAFETY

The Lone Peak Public Safety District represents one of Highland's most important partnerships, providing a cost-effective and professional level of protection. The City will maintain and enhance this partnership as Highland grows, recognizing the community's strong support for first responders. Highland and the Lone Peak Public Safety District partner together to provide adequate facilities and well-equipped and trained staff. The City will monitor call volumes, incident trends, and resident needs to anticipate future public safety needs.

The City should continue to follow and update public safety strategic plans to ensure excellence, preparedness, and adaptability in the face of changing community needs, including addressing specific resident feedback on issues like traffic enforcement and other service details.

## SUSTAINABILITY & RESOURCE CONSERVATION

Some residents have expressed interest in expanding options for waste diversion, particularly green waste and glass recycling. Working with the City's waste collection provider, the City could explore the feasibility of adding these services as an option for residents. This may include the provision of a glass recycling site on public property or coordination for other collection events. Beyond waste, the City can promote the wise use of natural resources by connecting residents to energy efficiency opportunities, helping households reduce costs while contributing to the City's long-term sustainability goals. Sustainability goals and implementation strategies are found in **Chapter 7: Environment & Sustainability**.



Residents have expressed interest in expanding options for waste diversion, particularly green waste and glass recycling



# GOALS & IMPLEMENTATION STRATEGIES

## Goal 1: Ensure reliable and resilient utility services and infrastructure.

- **Implementation 1.1:** Complete the City’s emergency chlorination facility and maintain readiness in the event of water contamination.
- **Implementation 1.2:** Monitor and update road maintenance programs, including adjustments after the Transportation Utility Fund sunsets in 2028, to maintain safe, functional streets and sidewalks.
- **Implementation 1.3:** Maintain, update, and follow the strategic plans of the City’s public works and utility departments to ensure long-term facility and infrastructure upgrades, operational efficiency, and service reliability.
- **Implementation 1.4:** Consider adopting emergency response plans focused on City utilities and infrastructure, and provide training for staff and residents to mitigate the impacts of natural disasters and other emergencies (see also *Chapter 7: Environment & Sustainability*).

## Goal 2: Explore options to strengthen Highland’s community institutions.

- **Implementation 2.1:** Expand library programming, community outreach, and partnerships—including joint access to regional library catalogs—and maintain, update, and follow the library’s strategic plan to ensure ongoing relevance, sustainability, and responsiveness to community needs.
- **Implementation 2.2:** Identify long-term opportunities for library expansion or relocation to meet growing community needs and maximize the use of other City facilities for near-term programming.
- **Implementation 2.3:** Explore the use of City-owned land east of City Hall as a potential location for a new community center offering multi-purpose programming for events, workshops, and arts and cultural activities.

- **Implementation 2.4:** Conduct a feasibility study for regional recreation center partnerships or service districts, including potential public-private collaborations.
- **Implementation 2.6:** Coordinate with Alpine School District/Aspen Peaks School District to expand joint use of school facilities for community recreation, arts, and cultural programming.

### **Goal 3: Maintain strong public safety and emergency services.**

- **Implementation 3.1:** Continue working with the City's fire, emergency medical, and law enforcement providers to continue providing professional, community-focused, cost-effective public safety services.
- **Implementation 3.2:** Monitor service demands as the City grows and determine options for expanding staffing, equipment, or facilities as needed to maintain safety and responsiveness.
- **Implementation 3.3:** Maintain, update, and follow public safety department strategic plans to ensure excellence, preparedness, and adaptability to changing community needs.

### **Goal 4: Promote fiscal responsibility and strategic investment in public services.**

- **Implementation 4.1:** Ensure City budgets and funding decisions prioritize maintenance of existing infrastructure, high-demand services, and programs that deliver measurable community value.
- **Implementation 4.2:** Explore innovative partnerships—intergovernmental, public-private, or regional—to leverage resources while maintaining quality service delivery.
- **Implementation 4.3:** Continue to assess fees, taxes, and service charges regularly to ensure they are equitable, effective, and aligned with community priorities.

APPENDIX A

# COMMUNITY ENGAGEMENT REPORT



SEPTEMBER 18, 2025

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COMMUNITY ENGAGEMENT RESULTS

# 10 KEY TAKEAWAYS

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The following trends emerged as central themes during the community engagement process and established the foundation for the *Highland City General Plan Update (2025)*.

**1. PRESERVING HIGHLAND’S CHARACTER**

Residents strongly value Highland’s semi-rural, family-friendly atmosphere, emphasizing the need to preserve its open spaces, green areas, and low-density housing. Concerns about overcrowding and high-density housing are prevalent, with calls for careful management of future growth to retain Highland’s unique character.

**2. FUTURE VISION OF HIGHLAND**

The community envisions a future Highland that remains family-oriented, with accessible recreational spaces, well-maintained landscaping, and a bike-friendly infrastructure. Preserving the town’s rural charm while promoting responsible, inclusive growth is a key priority.

**3. DESIRE FOR MORE AMENITIES**

Many residents express a need for additional amenities, including a recreation center, a more robust library, dog parks, tennis courts, and quality dining options. The addition of unique local businesses over chain stores is favored, though there are mixed opinions on Sunday operations and alcohol sales.

**4. TRANSPORTATION & CONNECTIVITY IMPROVEMENTS**

There is strong interest in enhancing walking and biking infrastructure, including better sidewalks, bike lanes, and lighting on trails. Safety concerns about road conditions and the ability to handle increasing traffic are significant, particularly as Highland develops.

**5. ECONOMIC DEVELOPMENT**

Residents have mixed views on economic growth. While many support thoughtful development with upscale dining and boutiques, there are concerns about rapid expansion. Some prefer maintaining the town’s character over adding more businesses, particularly those that may affect Sunday operations.

**6. HOUSING PREFERENCES**

The community prefers low-density housing to protect open spaces and Highland’s rural feel. While some recognize the potential benefits of affordable housing, many are wary of the impact of increased housing on traffic, the environment, and the town’s overall character.

## 7. PARKS AND TRAILS AS KEY STRENGTHS

Parks, trails, and open spaces are highly valued by residents for their role in daily recreation and exercise. However, there is a desire for better lighting and more connections to commercial areas to improve their usability and safety.

## 8. WATER CONSERVATION CONCERNS

While not a major issue yet, residents are moderately concerned about future water supply and support conservation measures. Suggestions include converting park lawns to water-efficient landscapes and incentivizing water-saving practices in private and public spaces.

## 9. OPPORTUNITIES FOR GROWTH

Residents identify opportunities for enhancing Highland's appeal, particularly by capitalizing on its natural beauty and proximity to the canyon. Thoughtful development of Highland Main Street, with classy restaurants and gathering spaces, is seen as a way to maintain the town's charm while growing responsibly.

## 10. COMMUNITY ENGAGEMENT AND IDENTITY

Highland's strong sense of community is seen as a key strength. Residents value the involvement of their neighbors in shaping the town's future, while expressing a desire to bridge gaps between the "old" and "new" parts of Highland to create a more unified and inclusive community.



COMMUNITY ENGAGEMENT RESULTS

# ENGAGEMENT AVENUES

---

The planning process for the Highland City General Plan Update (2025) included a substantial community engagement effort to gain deeper insights into the needs and aspirations of Highland residents. The process included the following engagement avenues:

## CITY LEADERSHIP BRIEFINGS & WORKSHOPS

**Held Throughout the Process**  
*Participants: City Leadership & Staff*

The Planning Commission and City Council participated in briefings and joint workshops covering all plan elements. These sessions allowed leaders to stay informed, discuss issues, and build consensus around priorities.

## PROJECT WEBSITE & SOCIAL PINPOINT

**Launched May 8 ,2024**  
*Participants: All Community Members*

The *HighlandGeneralPlan2024.org* website was launched early in the planning process to facilitate public participation and feedback, as well as to provide project updates. It provided comment and email sign-up forms, links to the Social Pinpoint interactive map, and information about upcoming events.

## ANNUAL HIGHLAND CITY OPEN HOUSE

**May 8, 2024**  
*Participants: City Leadership & Staff/Members of the Public*

Public input boards were shared at the annual Highland City Open House in conjunction with the launch of the project website and Social Pinpoint engagement map. The boards were later on display near the library for several months inviting engagement from patrons.

## HIGHLAND FIELD TRIP

**June 4, 2024**  
*Participants: City Leadership & Staff*

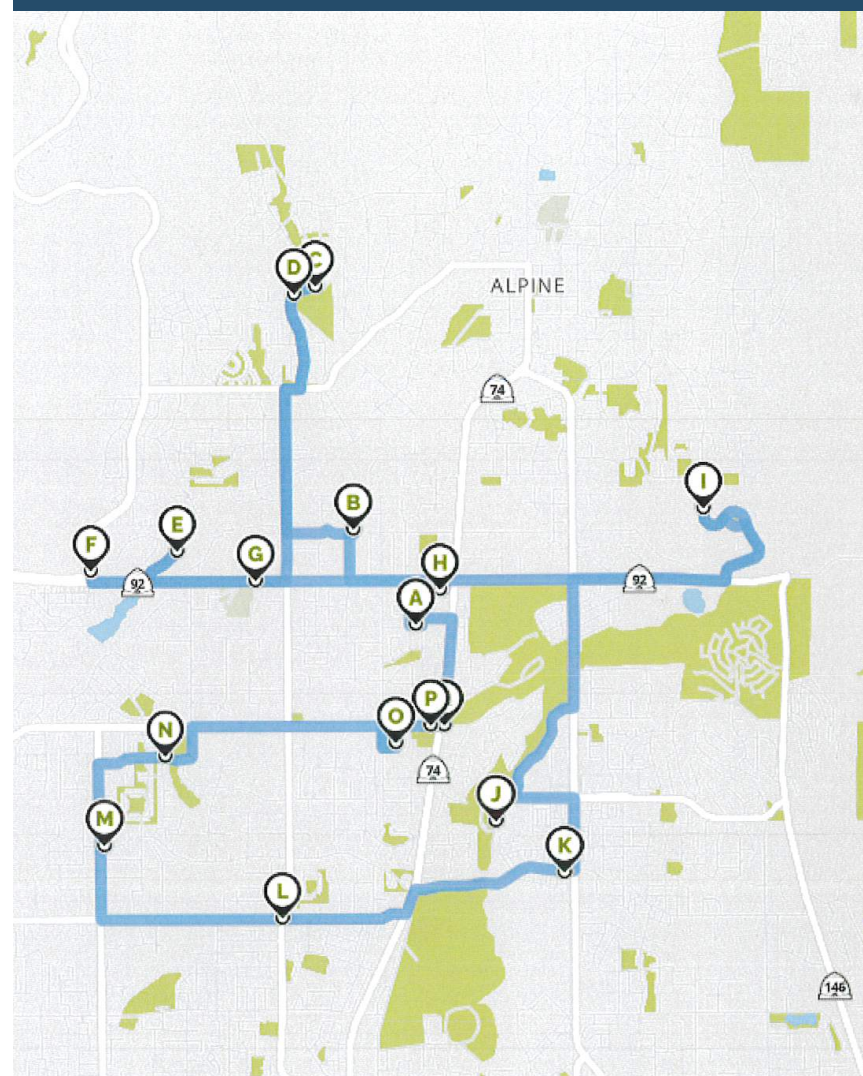
The planning team, city staff and leadership, participated in a Highland “field trip” to explore 16 prominent location and notable city points. The tour included visits to various locations, such as the Town Center, Beacon Hill Park, and the “Long Horn” Pasture. The tour, along with discussions encompassing diverse perspectives and insights, resulted in the following takeaways.



## TOP 5 FIELD TRIP TAKEAWAYS

1. **Connectivity:** Improving east-west connecting streets and infrastructure is crucial for safety and accessibility in future developments, especially in the neighborhood above the gravel pit.
2. **Community Initiative:** Beacon Hill Park's development through residential fundraising demonstrates the community's commitment to creating public spaces, setting an example for similar initiatives in other areas.
3. **Southwest Side:** Targeted development and improvement efforts can enhance the quality of neighborhoods in the "poorer" Southwest side of the City.
4. **Housing Development:** Careful management and planning are essential for higher density development, especially near state-owned land.
5. **Business Attraction:** Making storefronts more accessible and allowing alcohol sales could attract new, desirable businesses like restaurants and enhance the town center's appeal.

MAP A.1 - FIELD TRIP LOCATIONS



For location descriptions see page A-6.

**FIELD TRIP LOCATIONS AND DESCRIPTIONS:**

- A. **Town Center:** Features town hall, police station, library, and future expansion area.
- B. **Lack of East/West Streets:** Only one east-west street between major north-south routes; needs improvement.
- C. **Beacon Hill Park:** Developing park primarily funded by residential contributions.
- D. **Area 52:** Unannexed and undeveloped land.
- E. **Bull River Development:** Historic housing area with large rural lots.
- F. **Entry Corner:** Key intersection at Timpanogos Highway near Lehi City.
- G. **“Long Horn” Pasture:** Undeveloped land needing connection to adjacent cemetery.
- H. **Commercial Area:** Alcohol sales now permitted; accessible storefronts.
- I. **Neighborhood Above Gravel Pit:** Single steep access; future road connections needed.
- J. **Highland Glen:** Large regional park featuring a pond, playground, and trails.
- K. **New Density Development:** High-density projects near state-owned land.
- L. **Southwest Unknown Point:** Diverse housing types; economically disadvantaged area.
- M. **West Canal Boulevard:** Transition from Highland to Lehi with varying lot sizes; unannexed land to the north.
- N. **Mitchell Hollow Park:** Intersects with Murdock Canal Trail; offers fields and play areas.
- O. **New Mountain Ridge Park:** Recent park opening with an inclusive playground; future pavilions and courts.
- P. **Heritage Park:** Open grassy area for community use.
- Q. **Arts Center:** Upcoming renovations for maintenance machinery storage.



## HIGHLAND FLING

**August 3, 2024**

*Participants: Fling Participants*

During the annual Highland Fling, the general plan update endeavor was advertised as part of the Planning Commission and City Council's booth. Engagement posters and flyers were used to gather and share information.

## ADVISORY COMMITTEE #1

**August 12, 2024**

*Participants: Committee Members & City Staff*

The Advisory Committee, consisting of 10 community members from various backgrounds, demographics, and areas of expertise, played a crucial role in providing guidance and feedback for the general plan update process. Their responsibilities included offering diverse perspectives, ensuring the plan reflects community values, providing insight into potential impacts, and identifying concerns with suggested solutions.

During the first meeting, the Advisory Committee discussed creating a plan that reflects the community's desires, addresses infrastructure needs, and highlighted challenges and opportunities related to water, housing, economic development, and revenue generation. They also identified the city's strengths and weaknesses, raising concerns about various issues including high-rise developments, water costs, and transportation.

## PUBLIC VISIONING OPEN HOUSE

**September 18, 2024**

*Participants: City Leadership, Staff, & the Public*

The public was invited to attend a public visioning open house for the general plan update, where they had the opportunity to tour boards on various topics, share their ideas, and help shape the future of Highland City. Approximately 30 members of the public attended the event.

### OPEN HOUSE THEMES

- Bike Friendly
- Family Friendly
- Unique Values
- Preserve Rural Feel

### AREAS OF AGREEMENT

- Desire for high-end restaurants, boutiques and unique shops.
- Concentrated commercial along Timpanogos and leave other areas rural.
- Trails, paths, and parks access within a ¼ mi is important.

### AREAS OF DISAGREEMENT

- Stores open/not open on Sunday
- Recreation Center (pool)

### OPPORTUNITIES

- Recreation opportunities/located at the mouth of American Fork Canyon.
- Optimally located between SLC and Provo but not on major transportation connectors.

## ADVISORY COMMITTEE #2

**October 30, 2024**

*Participants: Committee Members & City Staff*

The Advisory Committee came together for a second time to review community engagement progress and discuss draft guiding principles. The committee also previewed and provided feedback on placemaking concepts including ideas for future land use, connectivity, and green structure.

## STAKEHOLDER INTERVIEWS

**November 12, 2024**

*Participants: Longhorn Property Owners & City Staff*

City staff and the planning team met with Wayne Patterson, owner of the “Longhorn property” (formerly the Badger property). The site was purchased for its highway frontage, with plans for residential development in the back. Locals value the longhorns and natural beauty. A 2018 plan for trails, a 50+ active living community, and commercial spaces was not implemented. Residents are divided: some favor 1-acre lots and oppose high-density projects that block views, especially from Bull River subdivision, while others support limited commercial development to boost amenities and sales tax revenue. There’s interest in retail or mixed-use near the highway, with high-end homes behind. The challenge is balancing development while preserving Highland’s character.

## ALTERNATIVE FUTURES PUBLIC WORKSHOP

**November 20, 2024**

*Participants: City Leadership, Staff, & the Public*

The alternative future public workshop was organized in a rotating station format, where attendees moved in groups through a series of interactive stations. Each station focused on a key topic: Transportation & Connectivity, Housing & Population Growth, Parks & Recreation, and Future Land Use & Placemaking. Participants spent approximately 15 minutes at each station to engage and provide input.

## RESIDENT SURVEY

**Fall 2024**

*Participants: The Public*

The Highland City Resident Survey 2024 provided residents an opportunity to share their thoughts on City operations, programs, services, and planning initiatives.

## COMMUNITY ENGAGEMENT RESULTS

# KEY TAKEAWAYS BY TOPIC

## GENERAL TOPICS

### CURRENT HIGHLAND

Residents typically describe current Highland with words like “friendly” and “family-oriented,” highlighting its welcoming and homey atmosphere. Many appreciate its beauty and semi-rural charm, valuing green spaces and a calm environment. However, concerns about overcrowding and high-density housing resonate strongly, with calls for preservation of the town’s character and manageable growth. While some find the community fun and great, others feel it lacks direction and has become too sprawling, leading to mixed feelings about its future. Overall, residents cherish Highland’s uniqueness.

### FUTURE HIGHLAND

Highland residents envision a future that balances community and accessibility while maintaining a family-friendly atmosphere. They desire a clean, safe environment with low-density housing, beautiful landscaping, and ample recreational spaces. This future should prioritize access to trails and open spaces, emphasizing family-friendly activities and a bike-friendly infrastructure. Residents seek to preserve unique community values while enhancing parks and recreational areas. Many advocate for unique local businesses over chains and express mixed opinions on Sunday operations. Overall, there’s a strong focus on preserving Highland’s rural charm and current identity, promoting responsible growth, inclusivity, and more community gathering areas.

### WHAT IS HIGHLAND MISSING?

Highland residents identify several key features that are currently missing from the city, including greater diversity, a robust library, and a gathering area. There’s a strong desire for good restaurants, dog parks, tennis courts, and more retail options like boutiques. Improved transportation infrastructure, including sidewalks and bike lanes, as well as fast, affordable broadband, are also emphasized.

## STRENGTHS, WEAKNESSES, OPPORTUNITIES, & THREATS (SWOT)

### STRENGTHS THAT WILL HELP US

Highland's strengths include its strong sense of community, with a family-oriented atmosphere and a rural, small-town feel that residents cherish. The abundance of open spaces and parks, along with pedestrian- and bike-friendly infrastructure, promotes an active lifestyle and enhances quality of life. The larger home lots maintain the spaciousness of the area, while the lack of parking minimums and better walkability contribute to a more accessible environment. The community's involvement and shared vision have helped shape a successful, tightly-knit city, with many appreciating its quiet, family-friendly atmosphere.

### WEAKNESSES THAT WE SHOULD ACKNOWLEDGE

The community faces several weaknesses, including housing affordability challenges and high living costs. While there is a traffic management plan, road safety concerns such as speeding remain a problem. Limited fast, cost-effective broadband and a lack of commerce and dining options reduce convenience for residents. Large lots contribute to inefficient water usage, and decision-making could benefit from being more data driven. Gaps between the "old" and "new" parts of the community were also acknowledged as a weakness.

### OPPORTUNITIES TO CAPITALIZE ON

Highland has several opportunities to enhance its appeal, including preserving its natural, "wild" character and leveraging its prime location between Salt Lake City and Provo, as well as its proximity to the canyon. There is potential to develop Highland Main Street with classy restaurants and gathering spaces that complement the area's charm. By fostering a community of responsible property owners, Highland can maintain its reputation as a happy, well-cared-for city.

### THREATS TO BE AWARE OF

Threats perceived by the community include concerns about high-density housing and safety issues exacerbated by poorly maintained roads, particularly at critical intersections like 6000 W and 11800 N, where faded markings pose hazards for drivers and pedestrians. Inadequate commercial revenue limits funding for infrastructure improvements, while increasing vehicular traffic—especially with potential Sunday openings—raises concerns about congestion and safety. Additionally, the lack of completed shoulders, curbs, and sidewalks further endangers pedestrians and cyclists.

## TOWN CENTER

The Town Center is the “heart” of Highland and should be a vibrant, aesthetically pleasing, gathering space for the community. Concerns that the Town Center would be harmed by a competing commercial hub were expressed by residents. Residents have also observed that ground-floor commercial spaces tend to struggle without strong anchors and that standalone office spaces, with nearby commercial, may perform better. Highland residents appreciate the town’s green spaces and trails but are dissatisfied with the limited restaurant options and allowance of alcohol sales. They desire better dining, enhanced bike and pedestrian infrastructure, and inviting public areas. Improvements to the library and other public event spaces are also sought. Some residents express a need for aesthetic improvements to Main Street that lend to a more cohesive feel.

## TRANSPORTATION

Residents of Highland primarily rely on driving for transportation, but there is a strong interest in walking and biking for future travel. Many feel that improvements are needed to make these modes safer and more comfortable, such as better lighting on trails, completed sidewalks near schools, and more bike lanes. Concerns about traffic enforcement, road surfaces, and the capacity to handle increased traffic are prevalent, particularly with the

potential for further development. Safety improvements, such as crack repairs and speed limit signage, are seen as essential. Overall, residents seek a more connected and accessible transportation network to enhance mobility throughout the city.

## HOUSING

Residents of Highland strongly prefer low-density housing and are concerned that increasing housing will encroach on open spaces that contribute to the community’s character, potentially leading to more traffic and a loss of the town’s rural feel. While some acknowledge that more housing could enhance affordability, others express reluctance about this change, fearing it might attract more people and disrupt the community’s charm. Those who currently own homes are generally satisfied with the current housing affordability but are very concerned about future generations having access to affordable housing. Many residents show support for low-density housing while allowing flexibility for controlled external ADUs, flag lots, and senior housing. Any mixed-density could be concentrated near highways, but luxury townhomes are unpopular.



## ECONOMICS

Highland residents hold mixed views on economic development. Many support thoughtful growth that strengthens the tax base through upscale dining and boutiques, but concerns about rapid expansion and its impact on the town's character remain. Some prefer maintaining the current character, even if it means higher taxes, over increasing the number of businesses. Overall, residents recognize that Highland's tax base is limited and commercial development can be used as a tool for addressing the City's financial needs. Residents also feel that rental costs for businesses in Highland are prohibitively high. A key point of debate is whether to allow Sunday business operations and alcohol licenses; supporters see these as opportunities to boost revenue and embrace diverse beliefs, while opponents fear they may erode the town's identity. There is consensus that the best long-term use for residential lots along Timpanogos Highway is redevelopment into commercial or office spaces, though many want this limited to areas near existing commercial zones.

## WATER

Highland residents have moderate concerns about future water supply and support conservation measures like converting park lawns to water-saving landscapes and incentivizing water-efficient landscaping.

## PARKS, TRAILS, & RECREATION

Highland residents highly value parks and trails, frequently using them for daily exercise and recreation. Many emphasize the importance of having these public spaces within walking distance. While satisfaction with park quality continues to grow, residents advocate for a focus on maintenance over new trail construction. If improvements are made, residents would like to see better path lighting, shade, restrooms, and stronger connections to destinations. Parks and trails should integrate seamlessly, with strategic placement to support the trail system. If new parks are needed, they should be located in areas with enough residents to support the demand.

## COMMUNITY ENGAGEMENT RESULTS

# FEEDBACK BY THE NUMBERS (DETAILED RESULTS)

The following pages are a detailed summary of all community engagement feedback.

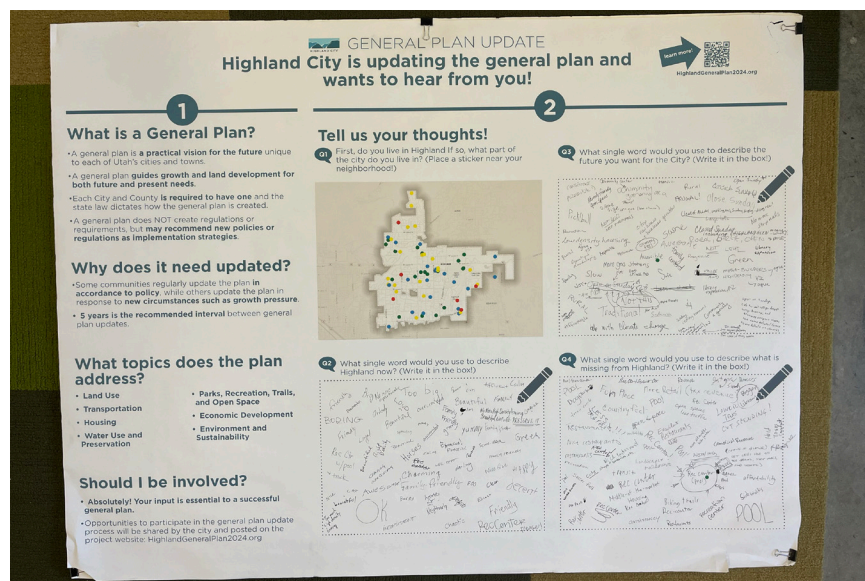
## GENERAL TOPICS



### WHAT KIND OF CITY DO YOU WANT HIGHLAND TO BE?

- |  |  |
|--|--|
| ■ Trails - Access to open Space (78) (10%)             | ■ Conducive to Innovation/Tech (39) (5%) |
| ■ Family Friendly (75) (9%)                            | ■ Healthy & Active (38) (5%)             |
| ■ Bike Friendly (72) (9%)                              | ■ Gathering Place (34) (4%)              |
| ■ Unique Values (59) (7%)                              | ■ Other (31) (4%)                        |
| ■ Parks - Places to Recreate (57) (7%)                 | ■ Affordable Housing (28) (3%)           |
| ■ Shopping & Dining (53) (7%)                          | ■ Cultural Hub (27) (3%)                 |
| ■ Clean Area & Water (52) (6%)                         | ■ Water Conserving (24) (3%)             |
| ■ Connected Neighborhoods, Streets, & Trails (50) (6%) | ■ Culturally Diverse (20) (2%)           |
| ■ Pedestrian Friendly (49) (6%)                        | ■ Regionally Connected (14) (2%)         |

- Convenient & Frequent Transit Connections (13) (2%)
- Rich in History (13) (2%)
- Rural Residential Character (12) (1%)
- Employment Center (6) (1%)



## WHAT SINGLE WORD WOULD YOU USE TO DESCRIBE HIGHLAND?

- Friendly
- Directionless
- No more apartments
- Too big
- Overcrowded
- Great
- Fun
- Affluent
- Calm
- Family
- Beautiful
- Boring

- Orderly
- Friendly
- Loyal
- Sprawling
- Overcrowded
- Green
- Yummy
- Family
- Green
- Preserve it
- No more high-density housing
- No high-density housing
- Beautiful nature
- Recreation center with pool and track
- Right density
- Horses
- Expensive!
- Peaceful
- Bueno
- Semi-rural
- Family friendly
- Happy
- Darling
- Nice size
- Calm
- Well-kept
- Charming
- Changing Directions
- Beautiful
- Too much high density housing
- OK
- Awesome!
- Inconsistent
- Boring
- Homey
- Neighborly
- Perfect
- Chaotic
- Elitist
- Poo
- Clean
- Decent

- Friendly
- Rec Center Please
- Rural
- Antiquated
- Out of date
- Wonderful – great place!

- Beautiful
- Amazing
- Getting Crowded
- Crowded
- Family Friendly
- Too Crowded

- Low density housing
- Rural
- Low density housing
- Beautiful landscaping
- Responsible
- Inclusive
- Country feel

change

- Sustainable
- More events
- Open on Sundays (x4)
- NOT open of Sundays (x5)
- Library expansion (x2)
- More restaurants
- Sunday closing remains
- Community & gathering
- Open Sundays (not everyone is Mormon)
- Open on Sunday (it drives away business & assumes everyone shares the same beliefs/ forces those beliefs on others)
- Open on Sunday is actually just a business/ property right – they can close if they want to
- Safe
- Senior friendly

### WHAT SINGLE WORD WOULD YOU USE TO DESCRIBE THE FUTURE YOU WANT FOR HIGHLAND?

- Consistent
- Accessible
- Family friendly
- Community Center
- Community gathering area
- Transit
- Rural
- Frugal!
- Closed Sunday
- Open Sunday
- Clean of alcohol, smoking, and Sunday shopping
- Disagree with clean of alcohol, smoking, and Sunday shopping
- No more strip malls
- Closed Sunday, including Highland Glen to cars
- Rural, large open space
- Stop new homes and business growth
- Same size
- Unique
- Less change
- Pickleball
- Recreation

- Accessible
- Progressive
- NOT Lehi
- Library expansion
- Green
- Family centered
- No more mega-builders and high density (x3)
- Safe
- More gas stations
- Dog splash pad
- Family
- Slow
- Rural
- Affordable
- Help with climate

- Smaller yards
- No recreation center
- Very similar to what we have now – that’s why we moved here! We love Highland’s current identity
- Recreation center (x2)
- Reasonable non-explosive growth
- Affordable housing
- Rural/Quiet (x2)

**WHAT SINGLE WORD WOULD YOU USE TO DESCRIBE WHAT IS MISSING FROM HIGHLAND?**

- Diversity
- Robust library
- Traffic! (Thank you) (x1)
- Recreation Center
- Good restaurants
- Better, beautiful community center (x1)
- Fast/ affordable Broadband options
- Theater
- Gift shops
- Clothing stores
- Shoe repair (x1)
- Alteration for clothing shop
- Pool/Recreation Center
- Pool
- Dog park
- Tennis courts
- Recreation/senior center
- Fun place
- Country feel
- Pool more retail
- Revenue
- Tax revenue
- Just grow business on Sunday
- Bigger library!
- Lower taxes and cut spending
- Commercial revenue

- Hold taxes
- Open space
- Excellent restaurants
- More sidewalks and bike lanes (x1)
- Nothing
- Leave it alone (x2)
- Let Lehi have all the chains, strip malls, and traffic
- Recreation Center (pool) (x8)
- Pool
- Landscape maintenance
- Cute shops and boutiques etc.
- Restaurants
- Recreation
- Pool
- Soccer field
- My water rights
- Dog park
- Rec Center (x1)
- Middle-of-the-market housing
- Consistency
- Biking trails
- Rec center
- Restaurants
- Recreation center
- Pool
- Sidewalks
- Affordability
- Transit
- Walkability



# STRENGTHS, WEAKNESSES, OPPORTUNITIES, & THREATS (SWOT)

**HIGHLAND CITY GENERAL PLAN UPDATE**  
"REACHING HIGHER TOGETHER"

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## Internal & External Influences

Share your thoughts on Highland's strengths, weaknesses, opportunities, and threats as we plan for the future.

STRENGTHS THAT WILL HELP US	WEAKNESSES THAT WE SHOULD ACKNOWLEDGE
<p><b>Examples:</b> Safe neighborhoods and streets, Access to employment, Great access to outdoor recreation</p> <p><i>Open space</i></p> <p>Small community feel not open on Sunday Small community feel +1 not open on Sunday +1</p> <p>Highland's biggest strength is... many people who want the same kind of community that developed a very successful city together. This family-oriented city. Keep the open spaces</p>	<p><b>Examples:</b> High cost of living, Lack of public transportation, Lack of contiguous sidewalks</p> <p><i>Housing affordability</i></p> <p>A plan for traffic expensive to live not focusing on facts when making decisions MORE DATA-DRIVEN DECISIONS</p> <p>Highland's biggest weakness is... BRIDGING THE GAP BETWEEN "OLD" &amp; "NEW" HIGHLAND LACK OF CONTIGUOUS SIDEWALKS - especially on school routes LIMITED FAST/COST EFFECTIVE BROADBAND 2 CELL PHONE DEAD ZONES</p>
OPPORTUNITIES TO CAPITALIZE ON	THREATS TO BE AWARE OF
<p><b>Examples:</b> Community-driven local systems, Support for outdoor recreation, Business development</p> <p><i>Location between SLC &amp; Provo</i></p> <p>Education around sustainability, landscaping, local food systems, and outdoor recreation Highland's biggest opportunity is... Community-driven not just a green but also a very vibrant city with a lot of energy and passion use the various churches to form groups creating more sustainable neighborhoods walkability of electric bike makes it easier to travel that way create or partner with to create childcare Support the business location that need them Share the success of the business with the community</p>	<p><b>Examples:</b> Community-driven transportation systems, Inadequate commercial revenue base, Unsafe roads/lack of contiguous sidewalks</p> <p><i>Inadequate commercial revenue base</i></p> <p>when you open on Sunday it increases traffic Highland's biggest threat is... UNSAFE PROJECTS THAT MEN ROADS &amp; INTERSECTIONS, MAKING AN IMPROVE IN TRAFFIC Lack of housing options only makes them stay in the city, locally, community is better opportunity</p>

- Small community feeling
- Not opening on Sundays 9x6
- Small community/rural feel (x1)
- Involved & interested residents
- Many people who want the same kind of community have developed a very successful city together
- Nice family-oriented city
- Keep the open space

## WEAKNESSES THAT WE SHOULD ACKNOWLEDGE

- Housing affordability (x1)
- A plan for traffic (x3)
- Expensive to live, not focusing on facts when making decisions (x1)
- More data driven decisions
- Bridging the gap between the "old" and "new" Highland
- Limited fast/cost effective broadband/dead zones
- High city costs
- Need more commerce/restaurants
- No recreation center (have to go elsewhere) (x2)
- Unsafe roads/lack of contiguous sidewalks (school routes)
- Speeding (x2)
- Large lots = more wasted water usage

## STRENGTHS THAT WILL HELP US

- High density housing
- Better walkability
- No parking minimums
- Families (x2)
- Open space & parks (x2)
- Pedestrian and bike friendly (x1)
- Closed Sundays (x5)
- Larger home lots (x2)
- Open space

- Keep Highland wild!
- Highland mains bringing classy restaurants & space together
- Location between SLC/Provo (x1)
- To preserve a happy city of good people who continue to take care of their property
- Location at the mouth of the canyon
- Education around sustainable landscaping, lead by example
- Use local community groups for service projects
- Create more walkable/bikeable community
- Create childcare solutions

- High density housing (x5)
- N600 W St & 11800 N must be repainted! So dangerous cars don't stop at signs because the paint of the road has worn off!
- Greedy developers (x2)
- Street where shoulder/curbs/sidewalks are not completed, not safe for pedestrians/bikes
- Inadequate commercial revenue base
- Traffic
- Traffic/street size as developments go in

- Increase in vehicular traffic (x2)
- When you open on Sunday it increases traffic
- Sunday closing
- Lack of diversity (lack options for other kinds of families)

[illegible]

1. Green trees
2. Green spaces/parks (x2)
3. Trails/sidewalks (x2)

### TOP 3 THINGS YOU CURRENTLY DON'T LIKE ABOUT THE TOWN CENTER

- Liquor sales approved is silly
- City center is really stupid
- Bring the better restaurants with the liquor licenses we approved
- Recreation center
- Better library
- Lacks sustainable landscaping
- Needs more benches and trash cans in parks

### IMPROVEMENTS, AMENITIES, OR ACTIVITIES THAT WOULD CAUSE YOU TO VISIT THE TOWN CENTER MORE FREQUENTLY

- Restaurants (8) (18%)
- Bike infrastructure (7) (16%)
- Pedestrian infrastructure (6) (13%)
- Shade, benches, & places to sit and relax (5) (11%)
- Public art (4) (9%)
- Improved Lighting (30) (7%)
- More trees & planting beds (2) (4%)
- Fast food/casual dining (2) (4%)
- Grocery stores (2) (4%)
- Community event spaces (2) (4%)
- Housing (1) (2%)

- Night life/Entertainment (1) (2%)
- Parks & plazas (1) (2%)
- Civic & cultural spaces (1) (2%)
- Improved signage/wayfinding (0) (0%)
- Lodging/hotels (0) (0%)
- Other ideas: utility boxes wrapped in art, retail, rec center/pool, indoor farmers markets/small stores, improved community center/dark sky lighting

TRANSPORTATION

**HIGHLAND CITY GENERAL PLAN UPDATE**  
"REACHING HIGHER TOGETHER"  
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**Transportation**

**Q1** How do you **currently** get to work, school, or other destinations? Place a tally mark (|) in the corresponding quadrant.

DRIVE	CARPPOOL	BIKE	WALK	TRANSIT

**Q2** How would you like to get to work, school, or other destinations **in the future**? Place a tally mark (|) in the corresponding quadrant.

DRIVE	CARPPOOL	BIKE	WALK	TRANSIT

**Q3** What changes would make walking/biking in Highland more safe, comfortable, and feasible?

*Handwritten notes:*  
LIGHTS ON TRAILS  
COMPLETE SIDEWALKS NEARER SCHOOLS  
More bike lanes  
Connected paths/trails  
Connected trails

**Q4** Do you have any specific transportation concerns? If so, what are they?

*Handwritten notes:*  
Better Road Surfaces  
Road to handle the increased traffic  
UDOT & MAGA coming in and widening our roads & intersections  
Any more business/housing will bring traffic like Lehi

HOW DO YOU CURRENTLY GET TO WORK, SCHOOL, OR OTHER DESTINATION?

- Drive (10)
- Walk (5)
- Carpool (4)
- Bike (4)
- Transit (0)

HOW WOULD YOU LIKE TO GET TO WORK, SCHOOL, OR OTHER DESTINATION IN THE FUTURE?

- Drive (10)
- Walk (7)
- Bike (6)
- Transit (4)
- Carpool (1)

WHAT CHANGES WOULD MAKE WALKING/BIKING IN HIGHLAND MORE SAFE, COMFORTABLE, AND FEASIBLE?

- Lights on trails
- Complete sidewalks near schools
- More bike lanes
- Connected paths/trails
- More Sidewalks/bike paths along roads
- Connected trails

DO YOU HAVE ANY SPECIFIC TRANSPORTATION CONCERNS? IF SO, WHAT ARE THEY?

- Better road surfaces
- Road to handle the increased traffic
- UDOT & MAGA coming in and widening our roads & intersections
- Any more business/housing will bring traffic like Lehi



# ECONOMICS

**HIGHLAND CITY GENERAL PLAN UPDATE**  
"REACHING HIGHER TOGETHER"

**Economic Development**

Balanced economic development is good for a community because it contributes to the community's ability to pay for critical operational expenses such as fire and police services, playground equipment replacements, and streets and roads maintenance.

In order to maintain a high standard of living, Highland will benefit from strategic economic development.

**What you should know**

- The economic development general plan element establishes a vision for the local economy that supports vibrant commercial areas and generates revenue for the local government.
- Land development patterns have a major influence on a city's ability to collect revenue and provide services. Commercial development brings in sales tax revenue for cities, and diverse housing options contribute property tax revenue.
- Industrial development contributes to Highland, with almost 90% of market value and 6% of taxable value from single-family properties.
- In Highland, per capita spending is approximately \$1,229 compared to the state average of \$1,030. An estimated \$400,000 in local sales tax is lost to other communities, resulting in a loss of approximately \$2.2M in tax revenue accounting for 4.5 percent sales tax revenue based on percent of sales.
- Controlled growth in the area will focus on existing neighborhood scale and small scale office development. However, due to the population and not competition from neighboring communities, expansion will be limited.
- Barriers to economic development include: traffic volume, land use, development cost, location, and a lower population.

**Q1 Do you support economic growth in Highland? Why or why not?**

Yes, so businesses help pay taxes  
Absolutely, but thoughtfully  
Yes, preferably fine dining, upscale, boutique, shopping  
No generic, no look-alikes  
Well-designed businesses - not all look alike  
Thoughtful growth - so much so quickly isn't good  
To be able to see money from all over in the city that is part of the tax base  
No more cheap, no to other cities  
No more cheap, no to other cities

**Q2 What kinds of businesses would you like to see in Highland?**

Vehicles / more tax base  
Shopping - JHT  
Fine Dining  
Nicer Restaurants  
Restaurants - not more fast food  
Boutiques  
No more - we can go to other cities  
Local some in town or from other cities (not fast food)

**Q3 Which of the following economic development strategies would you support if any? Place a tally mark (X) in the box next to strategies that you find most agreeable.**

FOCUS ON SMALL-SCALE DEVELOPMENT (LOCAL RETAIL, CORNER STORES, CAFES, BAKES, SERVICES, ETC.)

CONCENTRATE ECONOMIC DEVELOPMENT IN KEY COMMERCIAL CENTERS

ATTRACT AND INCENTIVIZE DESIRABLE BUSINESSES

PROMOTE ALTERNATIVE REVENUE SOURCES

MAKE USE WITH LESS & ACCEPT THAT SOME COMMUNITY SERVICES MUST BE FUNDED

## DO YOU SUPPORT ECONOMIC GROWTH IN HIGHLAND? WHY OR WHY NOT?

- Yes, so businesses help pay taxes
- Sure, but the question is too generic
- Absolutely, but thoughtfully
- Yes, preferably fine dining and upscale boutique shopping
- Yes - I think it is nice to get public feedback with new types of businesses
- Well-designed businesses and housing growth - not all look-a-likes

- Thoughtful growth - so much so quickly isn't good
- No - we receive money from all cities in Utah county as part of our tax base
- No - I am okay with higher taxes (if needed) - NOT more businesses

## WHAT KINDS OF BUSINESSES WOULD YOU LIKE TO SEE IN HIGHLAND?

- Vehicles/more tax base
- Fine Dining
- Shopping (x5)
- Nicer Restaurants
- Restaurants - not more fast food (x2)
- Boutiques
- No more -we can go to other cities
- Farm to table or family owned shops



## WHICH OF THE FOLLOWING ECONOMIC DEVELOPMENT STRATEGIES WOULD YOU SUPPORT, IF ANY?

- Concentrate economic development in key commercial centers (3)
- Attract and incentivize desirable businesses (2)
- Pursue alternative revenue sources (2)
- Make do with less & accept that some community services will not be funded (1)
- Focus on infill with neighborhood scale retail (corner stores, cafes, basic service, etc) (0)

## WATER

**HIGHLAND CITY GENERAL PLAN UPDATE**  
"REACHING HIGHER TOGETHER"

**Water Use and Preservation**  
A. Future Water Supply

Q1 How concerned are you about the future water supply in Highland? Place a sticker on the scale below that matches your level of concern.

Scale: NOT A CONCERN (smiley face) — SLIGHT CONCERN (neutral face) — MODERATE CONCERN (frowny face) — MAJOR CONCERN (very frowny face)

**B. Exploring Potential Water Preservation Measures**

Q2 Which of the following water preservation measures would you be willing to support? Place a sticker next to the measure(s) you would support.

- ☐ SPREADING OR LIMITING THE USE OF LAWN IN YARDS (35% OF TOTAL LANDSCAPED AREA)
- ☐ INCENTIVIZING WATER-CONSERVING LANDSCAPES (JOIN REBATE PROGRAMS)
- ☐ REDUCING WATER-CONCERNING IRRIGATION SYSTEMS (SUCH AS DRIP)
- ☐ INSTALLING A WATER-WISE CONSIDERATION GARDEN FOR RESIDENTS
- ☐ CONVERTING UNDERUTILIZED LAWN AREA IN HIGHLAND PUBLIC PARKS TO NATURALIZE WATER-CONSERVING LANDSCAPES

Q3 Other ideas for how we as a community can preserve water?

Q4 Other water related issues I'm concerned about include...

*DO WE KNOW HOW MUCH WATER IS LOST THROUGH LEAKAGE IN PIPES?*  
*Reduce front yard water usage*

*CONVERT UNDERUTILIZED LAWN AREA INTO PICKLEBALL COURTS*

## HOW CONCERNED ARE YOU ABOUT THE FUTURE WATER SUPPLY IN HIGHLAND?

- Not a concern (0)
- Slight concern (1)
- Moderate concern (3)
- Major concern (1)

## WHICH OF THE FOLLOWING WATER PRESERVATION MEASURES WOULD YOU BE WILLING TO SUPPORT?


- Converting underutilized lawn area in Highland public parks to naturalize water-conserving landscapes. (4)
- Incentivizing water-conserving landscapes (join rebate programs) (3)
- Reducing or limiting the use of lawn in yards (35% of total landscaped area) (2)
- Installing a water-wise consideration garden for residents (1)
- Requiring water conserving irrigation systems (such as drip) (0)

## OTHER IDEAS FOR HOW WE AS A COMMUNITY CAN PRESERVE WATER?

- Do we know how much water is lost through leakage in pipes?
- Reduce park strips and grass
- Convert unused park lawns into pickleball courts



HOUSING



**HIGHLAND CITY GENERAL PLAN UPDATE**  
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**Housing**

Which speech bubble describes how you currently feel about housing affordability in Highland? Draw a line connecting the person to the statement(s) you identify with.

"My housing is currently affordable, but I worry it may not be in the near future"

"My housing is affordable, but I worry about future generations having affordable housing"

"My housing is not affordable"

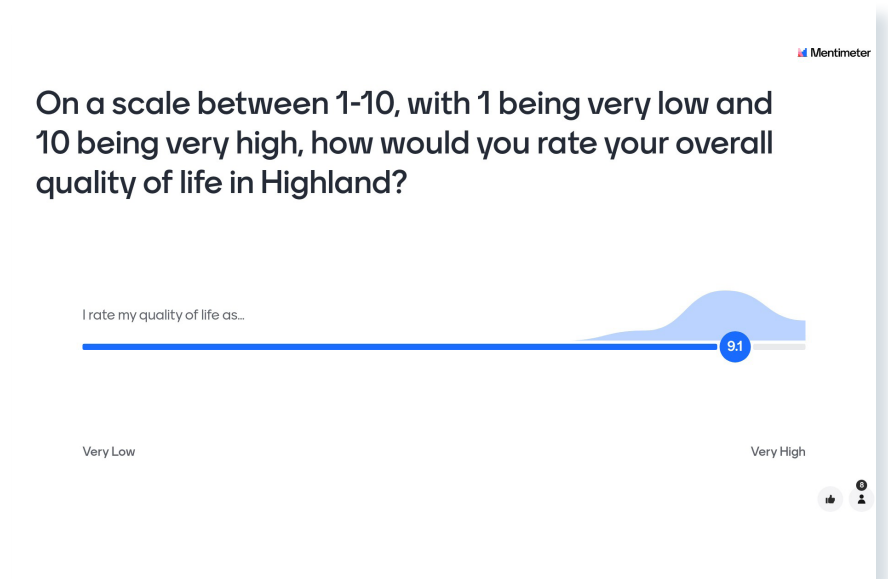
"My housing is affordable and I am not worried about affordability in the future"

What you should know

- The moderate income housing general plan element establishes how the jurisdiction will provide a realistic opportunity for development of moderate income housing within the next five years.
- Moderate income housing is defined as gross household income equal to or less than 80% of the median gross income for households of the same size in the county in which the housing is located.
- According to the American Community Survey (ACS), the median household income in Highland is \$36,429 compared to the statewide median income of \$25,036.
- 63% of Highland homes have a value of \$300,000 to \$399,999 and nearly 25% are worth over \$500,000 with a homeownership rate of 62%.
- With Highland zoning patterns already established and a steady shift expected for new development, support for alternative housing types is a difficult goal to achieve.
- Highland has chosen to focus on better housing, providing a greater number of housing types, and making necessary building and code improvements.

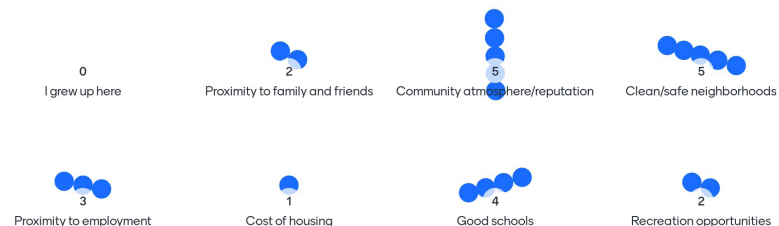
- No comments were made on the Housing board, however other engagement avenues indicate that residents are generally satisfied with their personal affordability, but are concerned for future generations.

MENTIMETER RESULTS



- ON A SCALE BETWEEN 1-10, WITH 1 BEING VERY LOW AND 10 BEING VERY HIGH, HOW WOULD YOU RATE YOUR OVERALL QUALITY OF LIFE IN HIGHLAND?
- Weighted Average: 9.13

Select the following factors that were important in your decision to live in Highland? (Select all that apply)



Mentimeter



What are the top issues facing Highland today? (Select all that apply)



Mentimeter



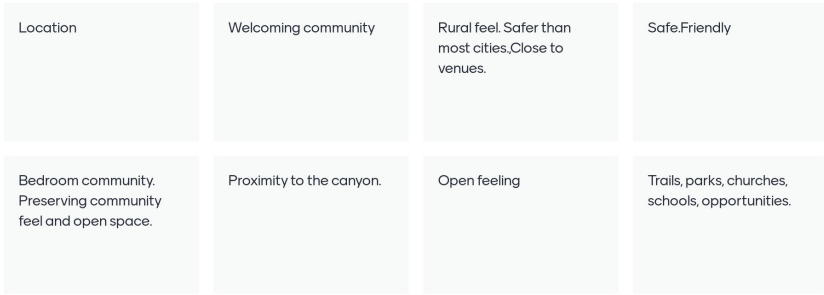
### SELECT THE FOLLOWING FACTORS THAT WERE IMPORTANT IN YOUR DECISION TO LIVE IN HIGHLAND? (SELECT ALL THAT APPLY)

- I grew up here (0)
- Proximity to family and friends (2)
- Community atmosphere/reputation (5)
- Clean/safe neighborhoods (5)
- Proximity to employment (3)
- Cost of housing (1)
- Good schools (4)
- Recreation opportunities (2)

### WHAT ARE THE TOP ISSUES FACING HIGHLAND TODAY? (SELECT ALL THAT APPLY)

- Preserving single-family neighborhoods (3)
- Maintaining community identity & character (4)
- Preserving open space (5)
- Limiting/reducing traffic impacts (5)
- Developing more affordable housing options (1)
- Providing more shopping options (retail/dining/etc.) (5)
- Improving transportation options (walking/biking/transit) (3)
- Expanding recreational opportunities (4)
- Limiting change (2)

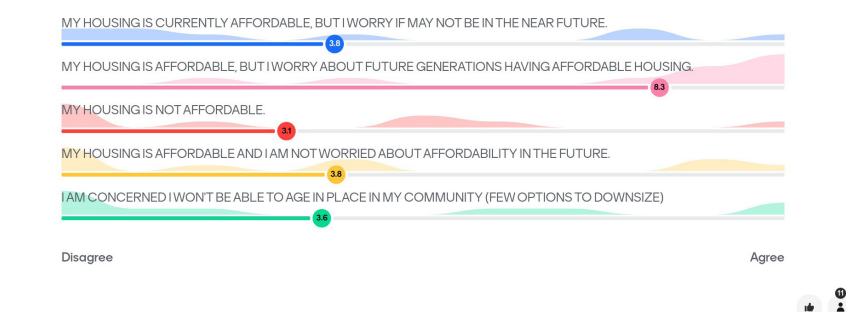
### What makes Highland special?



#### WHAT MAKES HIGHLAND SPECIAL? (OPEN-ENDED)

- Location
- Welcoming community
- Rural feel.
- Safer than most cities, Close to venues.
- Safe. Friendly
- Bedroom community. Preserving community feel and open space.
- Proximity to the canyon.
- Open feeling
- Trails, parks, churches, schools, opportunities.
- The variety of residents from all walks of life. Having resident from old Highland and newer families coming together to make it a unique community.
- Lots of trails, parks, location.

### To what extent do you agree with the following statements?

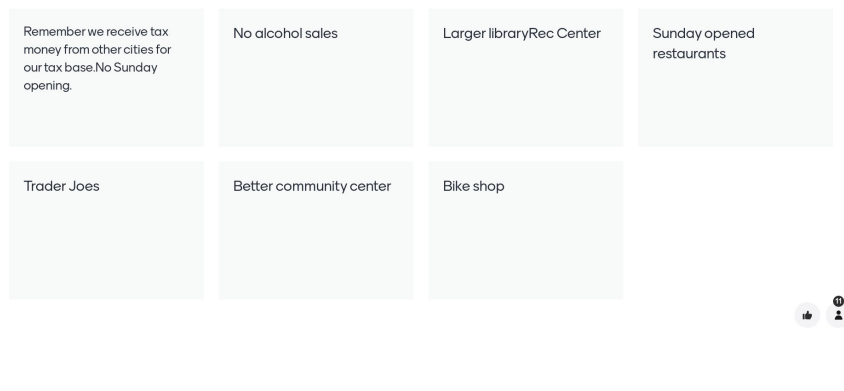


#### TO WHAT EXTENT DO YOU AGREE WITH THE FOLLOWING STATEMENTS? (WEIGHTED AVERAGE)

- My housing is currently affordable, but I worry it may not be in the near future (3.78)
- My housing is affordable, but I worry about future generations having affordable housing. (8.27)
- My housing is not affordable. (3.11)
- My housing is affordable and I am not worried about affordability in the future. (3.8)
- I am concerned I won't be able to age in place in my community (few options to downsize). (3.6)



### What facilities, services, businesses, or amenities would you like to see that are currently not in Highland?



Mentimeter

Remember we receive tax money from other cities for our tax base. No Sunday opening.	No alcohol sales	Larger libraryRec Center	Sunday opened restaurants
Trader Joes	Better community center	Bike shop	

- Nice restaurants
- “Remember we receive tax money from other cities for our tax base. No Sunday opening.”
- No alcohol sales
- Larger library
- Rec Center
- Sunday opened restaurants
- Trader Joe’s
- Better community center
- Bike shop

### WHAT FACILITIES, SERVICES, BUSINESSES, OR AMENITIES WOULD YOU LIKE TO SEE THAT ARE CURRENTLY NOT IN HIGHLAND? (OPEN-ENDED)

- Performance center
- Recreation Center with a community pool
- Sit down restaurant
- Senior housing
- Rec center
- Businesses that are allowed to open on Sunday
- Larger library / community center
- Indoor marketplace/farmers market
- Restaurants
- Shopping

# HIGHLAND SOCIAL MAP (SOCIAL PINPOINT)

The Highland Social Map, an online community engagement platform, was used to gather feedback from residents on various topics, including suggestions, concerns, and things they like about the city. Key themes include the desire for new commercial developments like restaurants, retail, and a gas station, while maintaining quiet and safe neighborhoods. The community values cultural hubs like the library and recommends involving its staff in city planning. Safety concerns were raised about high-speed roads and outdated traffic plans, with suggestions for improvements. Residents also mentioned a number of Infrastructure needs including improved sidewalks, fire hazard management for vacant lots, and bus shelters for winter months. Positive feedback highlighted the new park and the library’s essential role (see **Table A.1** and **Map A.1**).

TABLE A.1 – SOCIAL PINPOINT COMMENTS						
#	COMMENT	CATEGORY	DOWNVOTES	UPVOTES	TOTAL VOTES	AVERAGE SCORE
1	"SR 92" I would like to see commercial all along SR 92. It seems like it would keep the tax on property for residence a lot cheaper if Highland develops a good commercial area. We In Highland already get all the traffic that goes by there and we benefit by having them spend their money in Highland. Also, it adds convenience to have things close by."	I have a suggestion	0	1	1	1
2	This spot needs a good fancy restaurant	General comment	0	0	0	0
3	Nice good food restaurant needed here.	General comment	0	0	0	0
4	A new gas station on this corner with a convince store would be super helpful.	I have a suggestion	0	1	1	1
5	It would be nice to allow food restaurants or retail.	I have a suggestion	0	1	1	1
6	I love seeing the fruit market. It would be wonderful to see some more developed commercial in this area to support local businesses.	I have a suggestion	0	0	0	0

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TABLE A.1 – SOCIAL PINPOINT COMMENTS

#	COMMENT	CATEGORY	DOWNVOTES	UPVOTES	TOTAL VOTES	AVERAGE SCORE
7	I would like to see residential professional or commercial in this area.	I have a suggestion	0	1	1	1
8	I love my quiet and safe neighborhood.	Something I like	0	0	0	0
9	UTA bus stop on Alpine hwy	I have a suggestion	0	0	0	0
10	The library's role as the cultural and social hub of the city should feature prominently in addressing the city's focus on knowledge, the arts, education, and cultural unity. Furthermore, the library director and staff should be consulted in creating this vision statements for the General Plan.	General comment	1	1	2	0
11	Update general plan to delete this as a major collector road.	I have a suggestion	1	0	1	-1
12	Old general plan shows 11200 as a major collector road. Remove any unfeasible impractical collector roads from general plan. We have had too many city council meetings where the same topic comes back over & over again. Citizens protest, we have exhausting city meetings---and after much effort & anxiety the city council rejects the impractical ideas. Please let's resolve this for once and for all. Re-designate 11200 N as a regular street	I have a suggestion	0	1	1	1
13	High speed, dangerous. Please include a comprehensive city safety plan, speed limits	I have a concern	0	1	1	1
14	To make the city more of a small town would should allow golf carts. It would encourage more visits to local stores for quick visits.	I have a suggestion	2	0	2	-2
15	This intersection would work perfectly with a roundabout.	I have a suggestion	0	1	1	1

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TABLE A.1 – SOCIAL PINPOINT COMMENTS

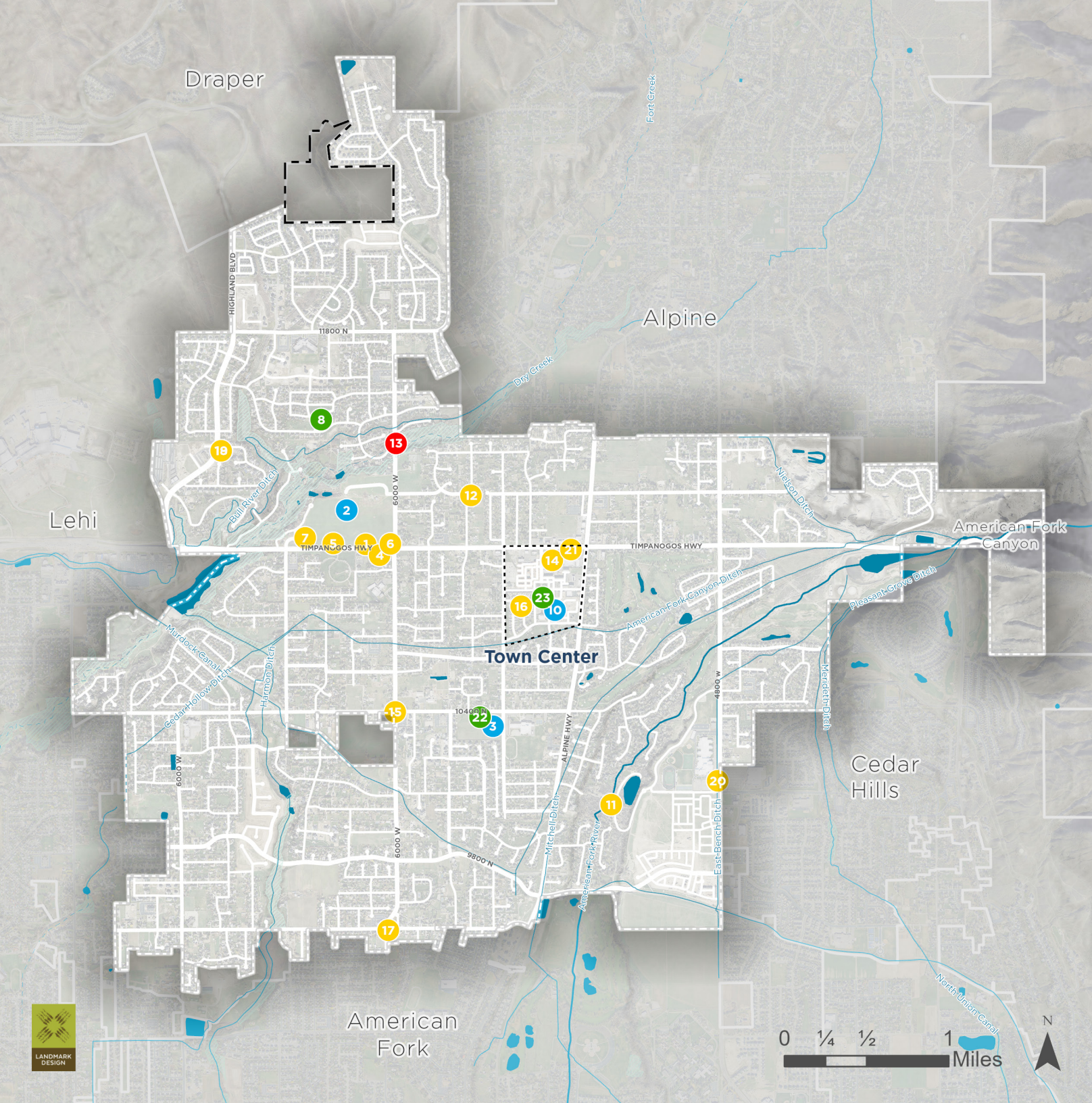
#	COMMENT	CATEGORY	DOWNVOTES	UPVOTES	TOTAL VOTES	AVERAGE SCORE
16	Canal Blvd is looking great with the speed bumps and low speed limit. 6000 west north of the Timp highway needs some attention! The road is always full of bikers and the speed limit is too high! Not only is the speed limit too high, people really speed on this road. I would love some of those portable speed bumps like canal Blvd has. Just last night a bike was trying to stay to the side of the road and crashed and had to be taken to the hospital by EMS.	I have a suggestion	0	1	1	1
17	Paving this sidewalk would do a great deal for all the families that live on and north of 9600 N.	I have a suggestion	0	0	0	0
18	Highland Blvd side grass is a mess as is the median. Traffic there moves way too fast. Tickets needed. Motorized vehicles use that side walk. Restriction signs are needed. Your property wall is falling down and has been for 1.5 years. Fix it.	I have a suggestion	0	1	1	1
19	Vacant lot plow down should be the rule by May 31st to prevent the extreme fire hazard that we see right now. Owners do it or a fine should be the penalty.	I have a suggestion	0	0	0	0
20	Bus shelter for winter months and rain	I have a suggestion	0	1	1	1
21	Bus shelter - During the winter months it would be helpful to have a bus shelter with bike locks	I have a suggestion	0	1	1	1
22	The new park is great!	Something I like	0	0	0	0
23	I love the City library!	Something I like	0	2	2	2





## Map A.1: Social Map Comments

- General comment
- I have a concern
- I have a suggestion
- Something I like





APPENDIX B

# EXISTING CONDITIONS REPORT



OCTOBER 17, 2025  
LRB Public Finance Advisors

## DEMOGRAPHICS ANALYSIS

### HISTORIC POPULATION

The US Census Bureau Annual Population Estimates report Highland City has experienced an average annual growth rate ("AAGR") in population of 2.23 percent from 2010 through 2020. This growth is slightly lower than Utah County at 2.47 percent and higher than the State of Utah at 1.70 percent. The City has grown by approximately 3,825 persons which represents 2.7 percent of the total growth within Utah County. The table below shows a comparison of similar sized and neighboring communities.

**TABLE 1: COMPARISON CITY POPULATION & AAGR**

	ACS							
	2010	2011	2012	2013	2014	2015	2016	2017
Alpine	9,061	9,333	9,522	9,704	9,856	9,986	10,129	10,197
Cedar Hills	8,567	9,146	9,554	9,851	10,025	10,165	10,248	10,266
Eagle Mountain	17,892	19,498	21,106	22,358	23,468	25,037	26,219	27,773
<b>Highland</b>	<b>14,081</b>	<b>14,789</b>	<b>15,425</b>	<b>15,997</b>	<b>16,491</b>	<b>17,030</b>	<b>17,544</b>	<b>17,952</b>
Lehi	42,047	44,608	47,180	49,804	51,982	54,079	56,314	58,351
Lindon	9,698	9,937	10,093	10,282	10,434	10,552	10,686	10,761
Pleasant Grove	31,457	32,565	33,330	34,010	34,858	35,771	36,678	37,439
Saratoga Springs	14,696	16,108	17,902	19,508	21,061	22,532	24,088	25,671
Vineyard	192	161	194	177	421	901	1,673	2,958
Utah County	486,067	502,465	516,571	529,262	540,425	551,957	564,177	576,496
Utah	2,657,236	2,715,379	2,766,233	2,813,673	2,858,111	2,903,379	2,948,427	2,993,941

Source: US Census Bureau, 2010 and 2020 Census Redistricting Data (PL 94-171)

US Census Bureau, American Community Survey 5-Year Estimates (DP05)

US Census Bureau, Population Estimates Program (PEP)

**TABLE 1: CONT.**

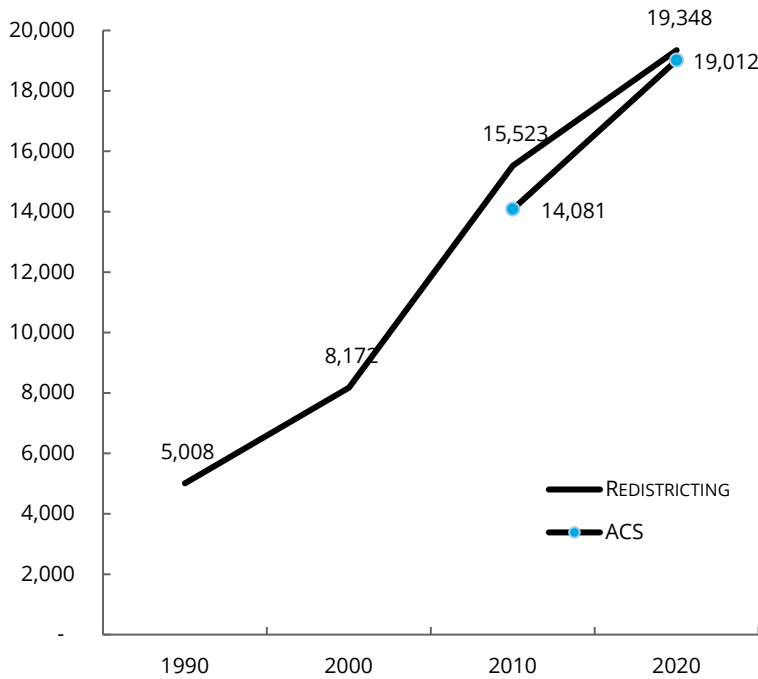
	ACS						DEC		
	2018	2019	2020	10 YR. AAGR	2021	2022	2010	2020	10 YR. AAGR
Alpine	10,430	10,477	10,509	1.49%	10,209	10,260	9,555	10,251	0.71%
Cedar Hills	10,252	10,209	10,190	1.75%	9,975	9,977	9,796	10,019	0.23%
Eagle Mountain	29,919	32,412	35,431	7.07%	42,905	46,109	21,415	43,623	7.37%
<b>Highland</b>	<b>18,362</b>	<b>18,726</b>	<b>19,012</b>	<b>3.05%</b>	<b>18,913</b>	<b>19,267</b>	<b>15,523</b>	<b>19,348</b>	<b>2.23%</b>
Lehi	61,508	64,006	66,980	4.77%	73,911	77,110	47,407	75,907	4.82%
Lindon	10,826	10,912	11,072	1.33%	11,346	11,478	10,070	11,397	1.25%
Pleasant Grove	38,066	38,380	38,474	2.03%	37,228	37,453	33,509	37,726	1.19%
Saratoga Springs	27,347	29,161	31,273	7.84%	36,977	40,391	17,781	37,696	7.80%
Vineyard	4,873	7,103	8,628	46.31%	11,579	12,663	139	12,543	56.87%
Utah County	590,440	605,490	621,506	2.49%			516,564	659,399	2.47%
Utah	3,045,350	3,096,848	3,151,239	1.72%	3,231,370	3,283,809	2,763,885	3,271,616	1.70%

Source: US Census Bureau, 2010 and 2020 Census Redistricting Data (PL 94-171)

US Census Bureau, American Community Survey 5-Year Estimates (DP05)

US Census Bureau, Population Estimates Program (PEP)

FIGURE 1: HIGHLAND HISTORIC CENSUS POPULATION



POPULATION STATISTICS  
2010-2020

HIGHLAND

AVERAGE ANNUAL GROWTH = 2.23%  
TOTAL INCREASE = 3,825  
% OF COUNTY INCREASE = 2.7%

UTAH COUNTY

AVERAGE ANNUAL GROWTH = 2.47%  
TOTAL INCREASE = 142,835  
% OF STATE INCREASE = 28.1

STATE OF UTAH

AVERAGE ANNUAL GROWTH = 1.70%  
TOTAL INCREASE = 507,731

Based on the historic Census Bureau AAGR, the 2023 population estimate is 19,696. An analysis of the 2023 Traffic Area Zone data compiled by the Wasatch Front Regional Council results in a 2023 population estimate of 20,270. While the TAZ projections start higher than the Census estimate, the AAGR utilized in the TAZ data is lower than the Census' AAGR. In 2030, the population estimates from the Census Bureau and the TAZ data diverge by 1,034 residents as shown in **Table 2**.

TABLE 2: POPULATION PROJECTIONS

	2023	2024	2025	2026	2027	2028	2029	2030	AAGR
Census Bureau	19,696	20,135	20,583	21,042	21,510	21,989	22,479	22,980	2.23%
TAZ	20,270	20,584	21,000	21,324	21,598	21,720	21,770	21,946	1.14%
Variance	574	449	417	282	88	(269)	(709)	(1,034)	

Source: WFRC TAZ

TABLE 2: CONT.

	2031	2032	2033	2034	2035	2036	2037	2038	2039	2040	AAGR
Census Bureau	23,491	24,015	24,549	25,096	25,655	26,226	26,810	27,408	28,018	28,642	2.23%
TAZ	21,995	22,099	22,205	22,329	22,467	22,605	22,760	22,916	23,063	23,173	0.55%
Variance	(1,496)	(1,916)	(2,344)	(2,767)	(3,188)	(3,621)	(4,050)	(4,492)	(4,955)	(5,469)	

Source: WFRC TAZ

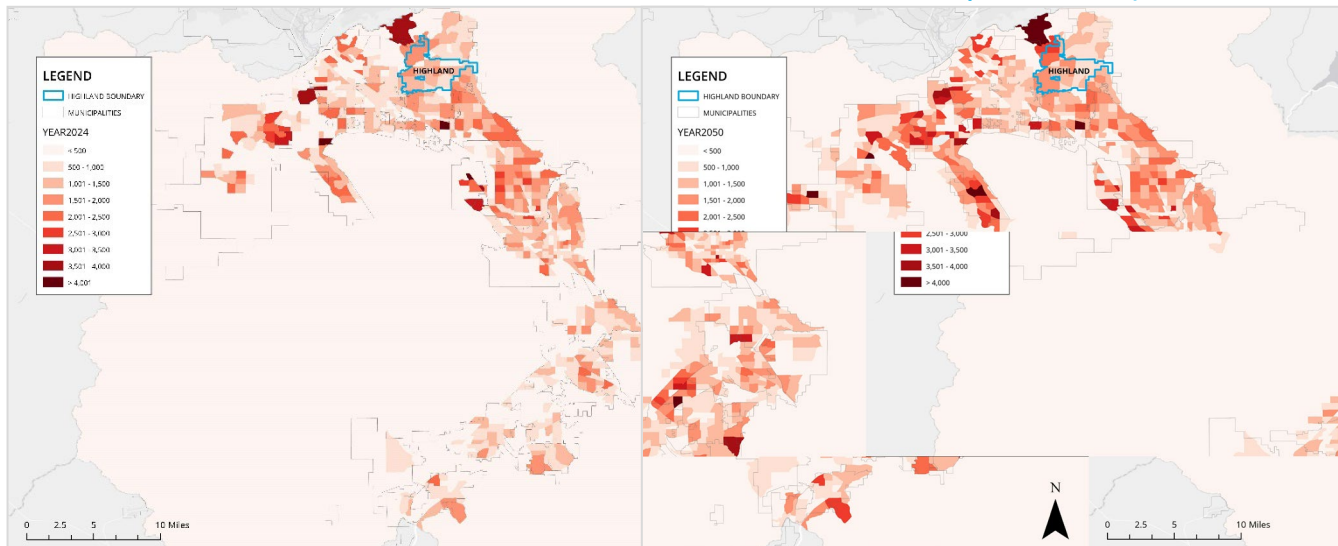
TABLE 2: CONT.

	2041	2042	2043	2044	2045	2046	2047	2048	2049	2050	AAGR
Census Bureau	29,280	29,932	30,599	31,280	31,977	32,689	33,417	34,161	34,922	35,700	2.23%
TAZ	23,240	23,526	23,726	23,869	24,008	24,139	24,251	24,323	24,392	24,446	0.54%
Variance	(6,040)	(6,406)	(6,873)	(7,411)	(7,969)	(8,550)	(9,166)	(9,838)	(10,530)	(11,254)	

Source: WFRC TAZ

The City's population is projected to continue to increase through 2050, reaching 24,446 persons per TAZ estimates. The population in Utah County will shift from a concentration on the east side of the valley to the west, with Eagle Mountain and Saratoga Springs experiencing substantial growth.

**FIGURE 2: ILLUSTRATION OF POPULATION GROWTH BY TAZ IN UTAH COUNTY (2023 - LEFT; 2050 - RIGHT)**



## AGE

The City's demographics relating to age have shifted from 2012 to 2022. 2012 data illustrates a younger population, with a concentration in the zero to 9 years of age and 30 to 44. In 2022, the concentration has shifted to the age brackets of 10-29 and 45 to 54. Noticeable shifts also occurred in the age range of 60 to 74, with 2022 data showing a higher percentage of total in this range. However, a comparison of the median age illustrates that the City is still slightly younger than the County on average. As the population ages and educational attainment increases, the City may experience an increase in income levels and buying power.

**FIGURE 3: AGE DISTRIBUTION**

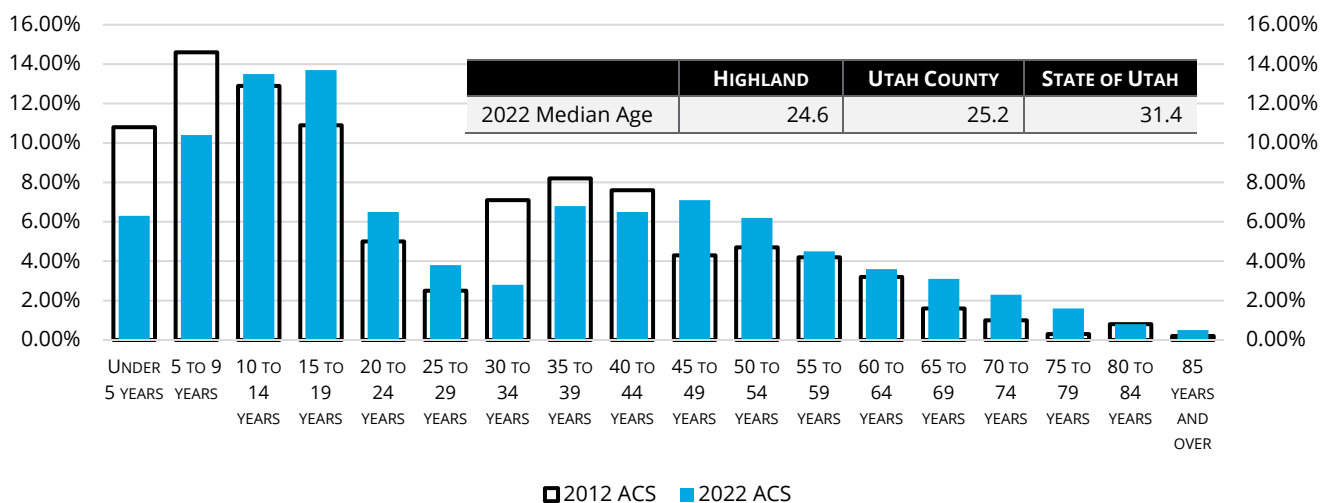
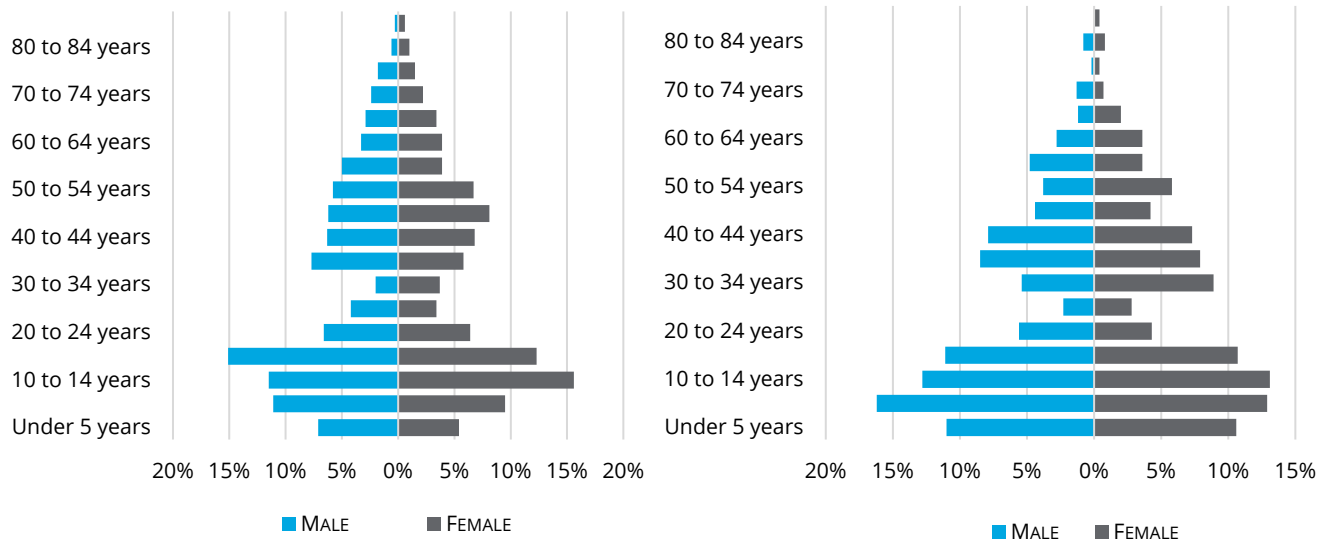


FIGURE 4: AGE DISTRIBUTION BY SEX (2022 LEFT, 2012 RIGHT)



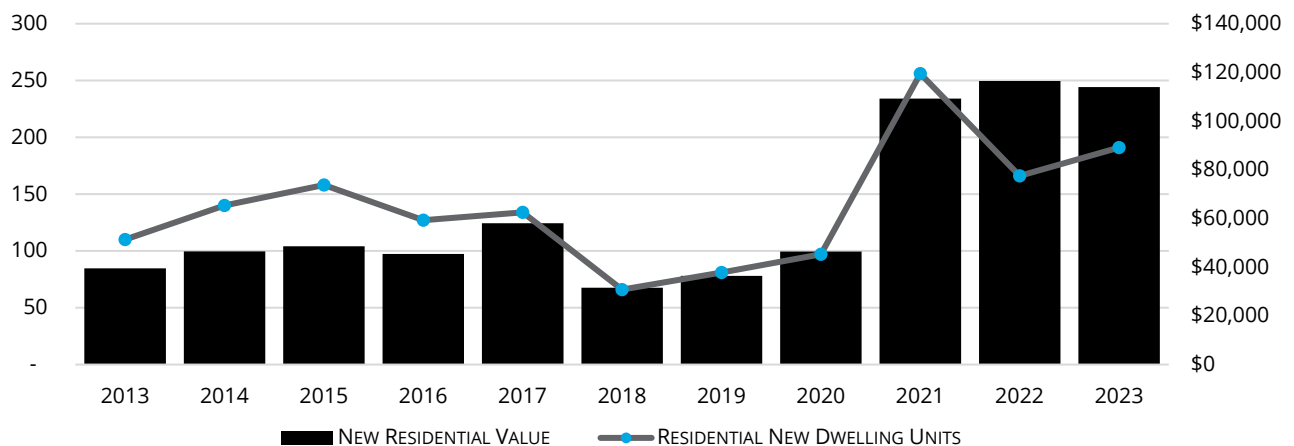
## HOUSEHOLDS

The total number of households in Highland as of the 2022 American Community Survey is 4,925. Of the total housing units, 93.5 percent are occupied with 6.5 percent unoccupied. Utah County has approximately 95.8 percent housing occupancy rate, compared to the State at 91.4 percent.

## RESIDENTIAL BUILDING PERMITS AND NEW COMMERCIAL VALUATION

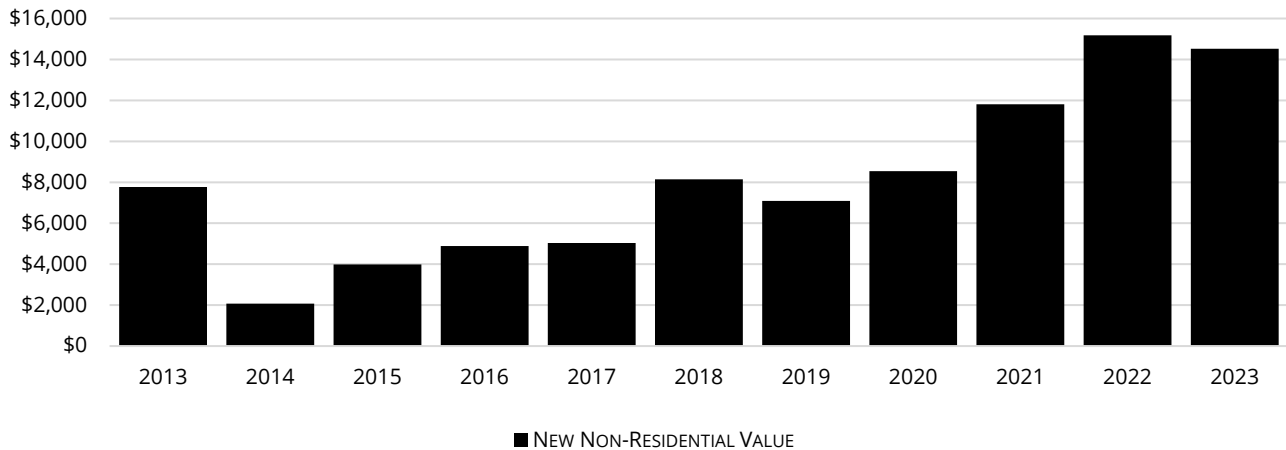
The Kem C. Gardner Policy Institute tracks building permit activity across the State and maintains the Ivory-Boyer Construction Database. Highland permit activity has steadily increased through 2021. However, 2022 showed a slight decrease in residential building permit activity by 35 percent. In contrast, new non-residential value added to the City increased from 2020 to 2021 by 38 percent.

FIGURE 5: RESIDENTIAL VALUE AND UNITS (VALUE IN \$000)





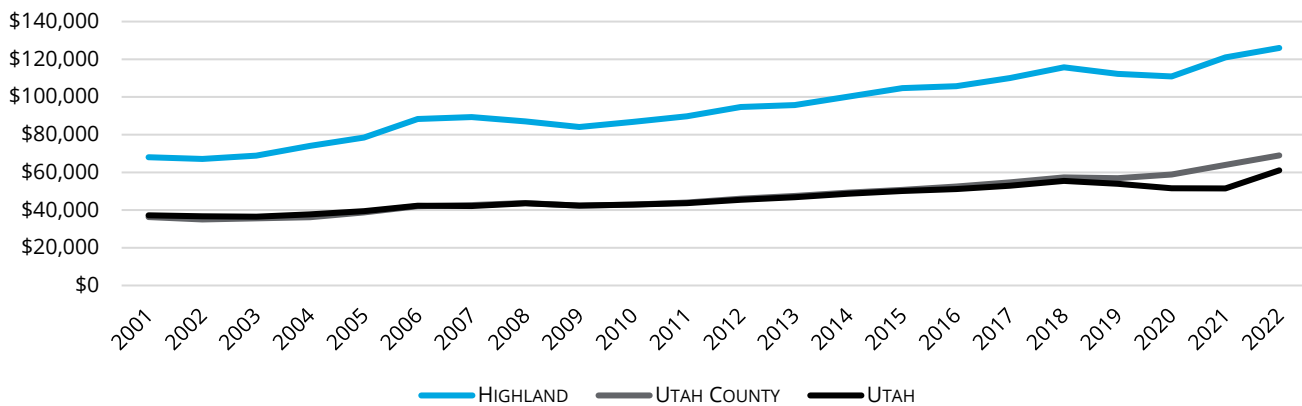
**FIGURE 6: NEW NON-RESIDENTIAL VALUE (VALUE IN \$000)**



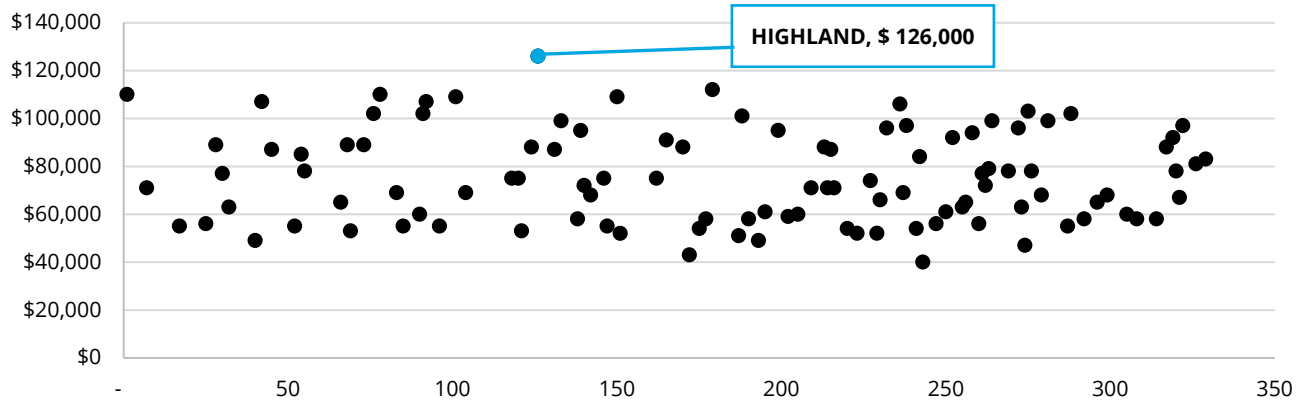
## INCOME

Utah median adjusted gross income (MAGI) represents an individual's total gross income minus specific tax deductions. MAGI in Highland is much higher than the County or State average. A comparison of 2022 data illustrates that Highland is higher than most all other cities in the State.

**FIGURE 7: MEDIAN ADJUSTED GROSS INCOME**



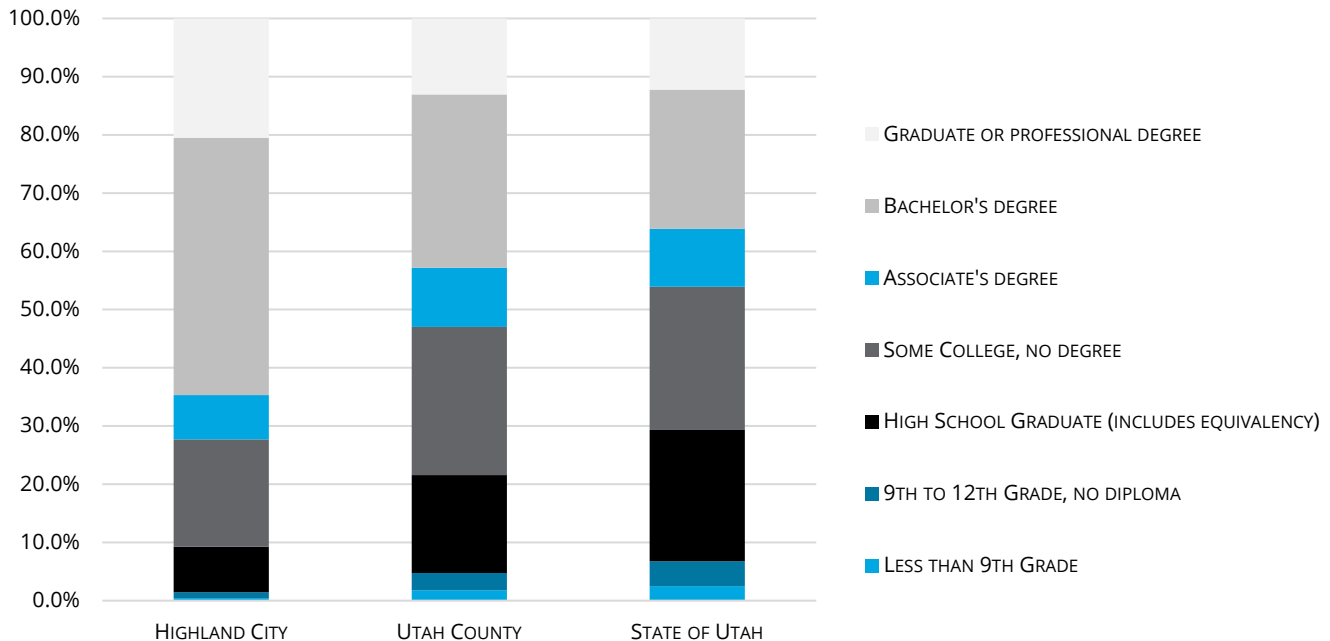
**FIGURE 8: UTAH CITIES MEDIAN ADJUSTED GROSS INCOME**



## EDUCATION

According to the US Census 2022 ACS five-year estimates, approximately 72 percent of Highland's population has an associate degree or higher, compared to Utah County with 53 percent and the State of Utah at 46 percent.

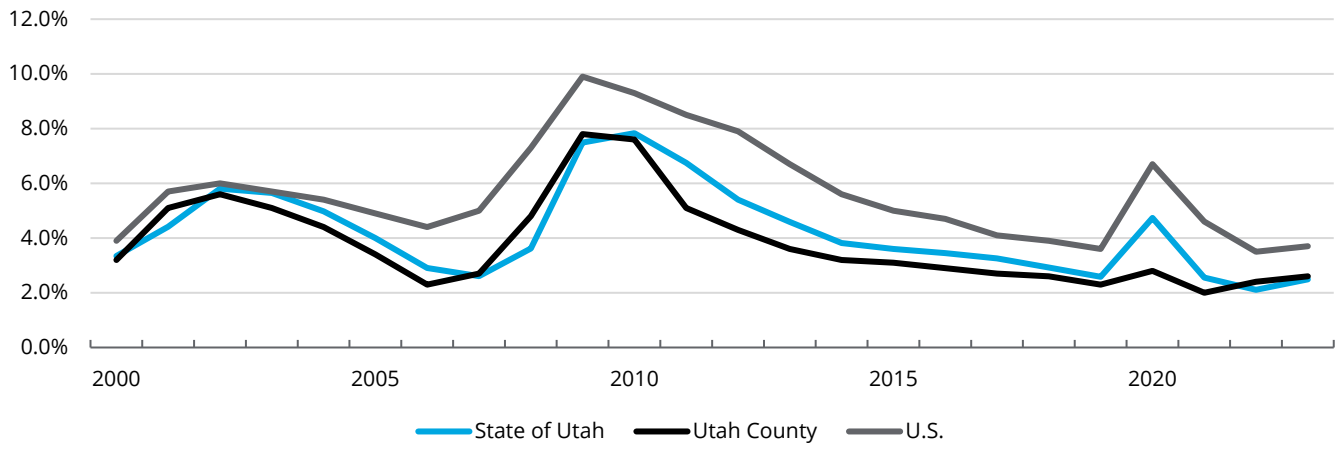
FIGURE 9: EDUCATIONAL ATTAINMENT AS A % OF TOTAL



## EMPLOYMENT

As of June 2024, the unemployment rate in Utah County was 3.3 percent as shown in **Figure 10**. This is lower than the national average unemployment rate of 4.1 percent. The State of Utah's unemployment rate is far more favorable at 3.0 percent.

FIGURE 10: HISTORIC UNEMPLOYMENT



## HOUSING ANALYSIS

Under Utah Code 10-9a-403 (2)(b)(iii) municipalities are required to include a moderate income housing plan as a component of the General Plan. This housing plan includes an overview of existing conditions and a realistic set of strategies to meet the needed housing demand. The “focus is to facilitate a reasonable opportunity for a variety of housing, including moderate income housing... to meet the needs of people of various income levels, living, working, or desiring to live or work in the community”. An additional objective is to allow residents at different income levels to participate in the community.

### EXISTING HOUSING STOCK

The 2022 US Census Bureau ACS reports that the City has 4,925 housing units in total, of which 4,606 are occupied units. There are more homeowners than renters in Highland, with 85.2 percent of homes owner-occupied. This is due to the large number of single-family homes in the City, and very few multi-family housing units. As of 2022, the City has 4,196 owner occupied units and 410 renter occupied units. Occupied housing has grown at an AAGR of 2.9 percent from 2012 through 2022, with owner-occupied housing units growing at 2.8 percent and renter-occupied units growing at 4.2 percent. The average household size of owner-occupied units in 2022 was 4.30 and the average household size of renter occupied units was 2.92. These household sizes were used for all projections.

**TABLE 3: HIGHLAND EXISTING HOUSING UNITS**

	2012	2022	AAGR
Total Housing Units	3,581	4,925	3.24%
Occupied Housing Units	3,446	4,606	2.94%
Owner-occupied Units	3,175	4,196	2.83%
Renter-occupied Units	271	410	4.23%

Source: US Census Bureau, American Community Survey 5-Year Estimates (B25001, B25032)

As shown in **Table 4**, 88 percent of Highland’s housing stock is single family with 12 percent multi-family, mobile home, and other housing types.

**TABLE 4: HIGHLAND OCCUPIED HOUSING UNITS**

TYPE	OWNER OCCUPIED		RENTER OCCUPIED		TOTAL	% OF TOTAL
Single Family	4,186	99.8%	316	77.1%	4,502	97.7%
2 to 4 Units	-	0.0%	94	22.9%	94	2.0%
5 to 9 Units	-	0.0%	-	0.0%	0	0.0%
10 or more Units	-	0.0%	-	0.0%	0	0.0%
Mobile Home & Other	10	0.2%	-	0.0%	10	0.2%
<b>Total Units</b>	<b>4,196</b>	<b>91.1%</b>	<b>410</b>	<b>8.9%</b>	<b>4,606</b>	<b>100.0%</b>

Source: US Census Bureau, American Community Survey 5-Year Estimates (B25032)

The City has issued building permits for 1,526 units over the last 10 years. These include 1,170 single-family units, 322 condominiums or townhomes, and 32 mobile/manufactured homes. Condominiums or townhomes were constructed sporadically, with a high of 126 in 2021, and may be an important high density residential option to address moderate income housing needs within the City. **Table 5** provides an annual breakdown of City residential building units from 2013-2023.

**TABLE 5: HIGHLAND CITY RESIDENTIAL BUILDING PERMITS**

YEAR	SINGLE FAMILY UNITS	CONDOMINIUMS/ TOWNHOMES	DUPLEX/TWIN HOME	OTHER RESIDENTIAL UNITS	TOTAL CONSTRUCTED UNITS
2013	89	21	-	-	110
2014	84	52	4	-	140
2015	120	34	4	-	158
2016	119	8	-	-	127
2017	134	-	-	-	134
2018	58	8	-	-	66
2019	54	25	-	2	81
2020	75	22	-	-	97
2021	128	126	2	-	256
2022	144	-	22	-	166
2023	165	26	-	-	191
<b>Total</b>	<b>1,170</b>	<b>322</b>	<b>32</b>	<b>2</b>	<b>1,526</b>

Source: Kem C. Gardner Ivory-Boyer Construction Report and Database

## HOUSING COST BURDEN

The median adjusted household gross income in Highland is \$99,400. The median adjusted household gross income has grown at an AAGR of 2.9 percent from 2012 through 2022. The Highland owner-occupied income in 2022 was \$166,144 while renter-occupied income was \$167,120. The renter-occupied median income increased at an AAGR of 14.2 percent compared to a 3.6 percent growth rate in median gross rent.

The average monthly housing costs for all owner-occupied housing in Highland is \$1,742. Monthly costs for owner-occupied housing units with a mortgage is \$2,798 while those without a mortgage is \$686. The median gross rent in the City is \$2,122. The ratio of the City's median rent to renter income is 15.2 percent as seen in **Table 6**. This low rent to renter income ratio could be attributed to minimal rental and high-density housing options and an aging population demographic. The ratio of the City's median mortgage to median household owner income is 20.2 percent. Ratios greater than 30 percent indicate the average renter or household owner is burdened by housing costs. Ratios greater than 50 percent suggest a severe burden. Currently, the overall renter income to rent ratio in Highland is not considered a burden. However, the housing cost burden ratios in Highland are rising, and may continue to rise, due to the current housing crisis throughout the State of Utah.

**TABLE 6: HOUSING COST BURDEN RATIO (2022)**

	HIGHLAND CITY	UTAH COUNTY	UTAH
Median Adjusted Gross Income*	\$126,000	\$69,000	\$61,071
Median Income	\$166,429	\$91,263	\$86,833
Owner-occupied Median Income	\$166,114	\$111,147	\$103,981
Renter-occupied Median Income	\$167,120	\$55,588	\$54,512
Median Gross Rent	\$2,122	\$1,330	\$1,302
Median Owner-occupied w/ Mortgage Cost	\$2,798	\$1,915	\$1,830
Median Owner-occupied w/o Mortgage Cost	\$686	\$507	\$501
Median Rent to Renter Income	15.2%	28.7%	28.7%
Median Mortgage to Owner Income	20.2%	20.7%	21.1%

\*Utah State Tax Commission, 2022 Statistics of Income

Source: US Census Bureau, American Community 5-Year Estimates (B25119, B25064, B25088)



The U.S. Department of Housing and Urban Development annually reviews fair market rents to determine a standard for various housing programs to publish HOME Investment Partnership Program (HOME) rent limits. The rent limits for the Provo-Orem Metro Area for 2024 are found in **Table 7**.

**TABLE 7: PROVO-OREM, UT MSA HUD METRO RENT LIMITS**

PROGRAM	EFFICIENCY	1 BEDROOM	2 BEDROOMS	3 BEDROOMS	4 BEDROOMS
Low HOME Rent Limit	\$953	\$1,021	\$1,226	\$1,417	\$1,581
High HOME Rent Limit	\$1,086	\$1,093	\$1,253	\$1,766	\$1,998
Fair Market Rent	\$1,086	\$1,093	\$1,253	\$1,766	\$2,126
50% Rent Limit	\$953	\$1,021	\$1,226	\$1,417	\$1,581
65% Rent Limit	\$1,220	\$1,309	\$1,573	\$1,809	\$1,998

Source: U.S. Department of Housing and Urban Development, HOME Rent Limits - Utah

## MODERATE-INCOME HOUSING ELEMENT OF THE GENERAL PLAN

Utah Code 10-9a-403 requires that municipalities include within their General Plan a Moderate-Income Housing element. When drafting the moderate-income housing element, the planning commission should facilitate a reasonable opportunity for a variety of housing, including moderate income housing to meet the needs of people of various income levels living, working, or desiring to live or work in the community; and to allow people with various incomes to benefit from and fully participate in all aspects of neighborhood and community life.

## HOUSING STRATEGIES AND RECOMMENDATIONS

To qualify for State transportation funding, the State requires municipalities to select three housing affordability strategies to implement in their community. In addition, the legislature is giving priority funding designation to those communities that adopt two additional strategies. Highland City has selected the following strategies for implementing moderate-income housing in the community.

- Amend land use regulations to eliminate or reduce parking requirements for residential development where a resident is less likely to rely on the resident's own vehicle, such as residential development near major transit investment corridors or senior living facilities (Strategy H).
- Zone or rezone for higher density or moderate income residential development in commercial or mixed-use zones near major transit investment corridors, commercial centers, or employment centers (Strategy F)
- Apply for or partner with an entity that applies for programs or services that promote the construction or preservation of moderate-income housing (Strategy O).
- Create or allow for, and reduce regulations related to, internal or detached accessory dwelling units in residential zones (Strategy E).

## STRATEGY 1: SENIOR HOUSING

Highland has examined regulations for senior housing projects in the land use code with the specific examination of parking requirements (Strategy H).

The City's goal related to Strategy H is to permit senior housing facilities in a selected area or areas and consider parking reductions for this development. The City has monitored its progress by creating a Senior Care Assisted Living Overlay in Article 4.6 and is frequently reviewing and amending by approval of the City Council the Development Code. In 2020, an assisted living care facility was approved in the R-1-40 Zone and

a final plat was approved by the City Council that included an age-targeted development. Additionally, the City Council approved funding for a comprehensive General Plan Update and is being completed (FY2025).

#### IMPLEMENTATION

- Work with the Planning Commission and City Council to draft an age-restricted senior housing residential zone. Work with the Planning Commission and City Council to determine areas in the City where this zoning could be approved (2024).
- Adopt the new senior housing zone (2026).
- If no property owners have requested to rezone in appropriate areas, rezone areas determined to be appropriate by the Planning Commission and City Council (2028).

#### STRATEGY 2: MIXED-USE ZONES

Highland has plans to zone or rezone for higher density or moderate income residential development in commercial or mixed-use zones near major transit investment corridors, commercial centers, or employment centers (Strategy F).

To provide a greater variety of housing types, Highland has monitored the number of infill developments along with requests for zone changes to Planned Developments (PD), which encourages different and higher-density housing types. The City has allowed PDs to dedicate open space in lieu of a fee, approved a final plat for a 42 unit PD with two commercial lots, and approved a preliminary plat with 424 units consisting of townhomes, carriage lots, cottage lots, and estate lots.

#### IMPLEMENTATION

- Permit the remaining 425 lots for the townhomes, carriage lots, and cottage lots that have yet to apply for building permits in the Ridgeview Planned Development (2023 – 2025).
- Remove the requirement to include a commercial aspect in Planned Development (PD) Districts (2024).
- Work with the Planning Commission and City Council to update the Land Use Plan in the General Plan to allow for higher density housing adjacent to the Commercial Retail, Commercial-1, and appropriate Planned Development zones (2026).
- Work with the Planning Commission and City Council to research and draft an ordinance creating a residential zone with higher density such as a senior housing zone (2027).

#### STRATEGY 3: PARTNERSHIP WITH MOUNTAINLAND ASSOCIATION OF GOVERNMENTS (MAG)

Highland will examine any potential programs or partnerships with MAG as part of this General Plan Update (Strategy O).

#### IMPLEMENTATION

- Contact MAG staff to discuss moderate income housing opportunities (2024 – 2025)

#### STRATEGY 4: CREATE OR ALLOW FOR, AND REDUCE REGULATIONS RELATED TO INTERNAL OR DETACHED DWELLING UNITS

Highland has created or allowed for, and reduced regulations related to, internal or detached accessory dwelling units in residential zone (Strategy E).

Highland amended its Development Code to remove basement apartment requirements and added Section 3-624 Accessory Dwelling Unit (ADU) with new requirements. The City furthermore created an ADU application, worked with the Building Department, and has updated its ADU Code to align with State legislation updates.

#### IMPLEMENTATION

- Include in the City's annual survey a question to gauge support for detached accessory dwelling units in residential zones (2023).
- Review the results of the annual survey. If there is significant support for detached accessory dwelling units, work with the Planning Commission and City Council to update the Development Code to allow for them; if there is no significant support from the residents, determine an alternative way to reduce regulations for internal accessory dwelling units (2025).

#### ADDITIONAL STATE SUPPORT

The City could benefit from additional training related to MIHR requirements and data collection. In addition, training related to the 24 identified strategies and how to implement these strategies could be beneficial.

#### ADDITIONAL RECOMMENDATIONS

Numerous programs are available to encourage the development and preservation of affordable housing at all income levels. Homeownership programs are well established, and support should continue and expand. The Home Program and HOME Investment Partnership Act are important resources for moderate and low-income homeowners, and CDBG funds can also be used to assist homeowners. In addition, the Utah Housing Corporation provides homeownership assistance through below market loans (FirstHome), down payment and closing cost assistance, and lease to-own housing supported by Low Income Housing Tax Credits (CROWN). Further, HUD has special loans for the construction of rental and cooperative housing for the elderly and handicapped. In addition, funds are available under the Olene Walker Loan Fund and the McKinney Fund (with emphasis on transitional housing).

#### FINANCIAL RESOURCES FOR AFFORDABLE HOUSING DEVELOPMENT

Potential funding sources for housing include revenue from the general fund, CDBG grants and RDA affordable housing pass through. The general fund is essentially drawing upon the existing resources of the community and reallocating some of these resources to promote affordable housing. This could include earmarked sales tax or other revenue to provide development subsidies for deed-restricted affordable housing. The CDBG funds may require some reallocation of funds from infrastructure needs to housing, although both are valid projects.

#### PRESERVATION OF HOUSING STOCK

The preservation and rehabilitation of the current housing stock (rental and owner-occupied) will also be an important way to help keep housing affordable. The City should set a goal to rehabilitate a number of housing units before the year 2025. There are various programs available to the City to assist with home rehabilitation efforts. The HOME consortium and the Home Programs will be important to help people under 80 percent of HAMFI preserve the quality of their home investments. Additionally, CDBG funds can be obtained to manage and invest into low- and moderate-income areas. While infrastructure is important for community building, some portion of the CDBG budget should be targeted toward housing programs.

#### COMMUNITY REINVESTMENT AREAS

Additional Redevelopment Agency (RDA) funds could become available to the community with the establishment of Community Reinvestment Areas and the redevelopment of selected sites. Under Community Reinvestment Areas (CRAs), the redevelopment agency is required to allocate 10 to 20 percent of total tax increment revenues it receives (from CRAs) to affordable housing. In the event the City creates a new CRA, tax increment would be set aside for affordable housing.



## HOUSING ANALYSIS SUPPLEMENT

### HOUSING DEVELOPMENT AND ANALYSIS RESOURCES

There are resources available to the City to facilitate housing strategies, evaluate housing initiatives, and develop new perspectives on housing affordability. Below is a brief description of applicable resources available to the City. Some tools may require the City to identify funding sources to support local programs.

#### MOUNTAINLANDS ASSOCIATION OF GOVERNMENTS

##### TECHNICAL ASSISTANCE TO GOVERNMENTS PROGRAM (TAG)

Technical assistance is available to local governments throughout Utah, Summit, and Wasatch Counties for plans and studies that proactively address growth related challenges. Competitive projects integrate transportation and land use in a meaningful way and align with the region's long-range plans.

##### AVAILABLE FUNDING

MAG appropriates up to \$1,000,000 annually depending on the number and quality of applications received. Assistance is provided in the form of consultant services procured by MAG on behalf of the local government. There is a local funding match requirement of 6.77%.

#### LAND USE ACADEMY OF UTAH (LUAU)

##### MISSING MIDDLE HOUSING TOOLKIT

The Land Use Academy of Utah (LUAU), is a statewide uniform and comprehensive online land use website resource to train, inform, and educate elected and appointed officials in statutory land issues and best planning practices. LUAU provides the Missing Middle Housing (MMH) Toolkit, where all communities in Utah can learn about, consider, plan for, and implement more housing options tailored to their city or town. The Toolkit is continually updated with new and enhanced resources.

#### STATE/FEDERAL PROGRAMS

##### OLENE WALKER HOUSING LOAN FUND

The Olene Walker Housing Loan Fund (OWHLF) is Utah's state affordable-housing fund. It's administered by the Department of Workforce Services' Housing & Community Development Division and governed by the OWHLF Board. The board has 14 voting members representing local government, lending, builders, rental housing, advocacy, manufactured/modular housing, rural interests, and transit-oriented development.

By law, OWHLF can fund acquisition, new construction, rehabilitation, land purchase, preservation of existing affordable units, predevelopment grants, mediation programs to prevent evictions, and certain pilots (e.g., low-income ADU loan guarantees; subordinate shared-appreciation loans). It provides grants or below-market loans, with interest based on ability to pay.

##### EXAMPLE PROGRAMS

- Multifamily Program: gap financing for 5+ unit rental projects (plus predevelopment grants).
- Rural Single-Family Home Land Revolving Loan: 0% subordinated land/lot-dev loans up to \$25k per home for households  $\leq 80\%$  AMI in rural Utah.
- Rural Single-Family Rehabilitation Assistance Grant (forgivable), SFRRP, and HomeChoice (for eligible disabled homebuyers via a partner nonprofit).



### **HOUSING CHOICE VOUCHER PROGRAM**

The Housing Choice Voucher (HCV) program (often called “Section 8”) is HUD’s primary rental assistance for low-income households. Vouchers are federally funded but administered locally by Public Housing Agencies (PHAs). In Utah, examples include the Housing Authority of Utah County and the Provo City Housing Authority.

Eligible households rent on the private market; the PHA pays a subsidy to the landlord and the tenant pays the rest. Tenant rent is typically ~30% of adjusted income (capped at 40% at initial lease-up if the unit rents above the payment standard). PHAs set payment standards—generally 90%–110% of HUD Fair Market Rents (or Small Area FMRs in some ZIPs)—per recent HUD guidance.

Eligibility is based on income limits, family size, and citizenship/eligible immigration status. By federal rule, at least 75% of households admitted each year must be extremely low-income ( $\leq 30\%$  of area median). Waitlists are common, and families may apply to multiple PHAs.

Housing Authority of Utah can serve as a resource for housing choice programs in Utah County.

APPENDIX C

# ECONOMIC DEVELOPMENT ANALYSIS



SEPTEMBER 3, 2025  
LRB Public Finance Advisors

## ECONOMIC DEVELOPMENT ANALYSIS

### ANALYSIS OF TAXABLE SALES

Taxable sales within Highland provide an important metric to assess the general economic health of the City. A sales gap (or “leakage”) analysis is used to identify economic development opportunities for a community by evaluating the total purchases made by residents inside and outside the community (hence, the term “leakage” for sales lost outside the community). This type of analysis first identifies sales within the State of Utah for each major NAICS code category and then calculates the average sales per capita in each NAICS category. Per capita sales in the City are compared to average per capita sales statewide in order to estimate what portion of resident purchases are being made within City boundaries, and what amount is leaving the City. The resident purchases being made outside of the City represent an opportunity to recapture some of these lost sales. The analysis divides taxable sales into three major categories: retail sales, industry sales and sales related to services.

### RETAIL TAXABLE SALES

Existing taxable sales within the City are concentrated in the Town Center area. Highland’s greatest retail strength is the Non-Store Retailers, accounting for 34 percent of total taxable sales, followed by sales at Food & Beverage category, Wholesale Trade-Durable Goods, and Miscellaneous Retail Trade.

**TABLE 8: RETAIL SPENDING BY PERCENT OF TOTAL RETAIL AND SERVICE TAXABLE SALES**

NAICS CATEGORY	2019	2020	2021	2022	2023
Building Material & Garden Equip	0.6%	0.8%	0.9%	1.4%	0.9%
Clothing & Accessories	2.6%	2.5%	3.0%	3.5%	3.8%
Electrical & Appliance	1.6%	1.4%	1.9%	2.1%	1.5%
Food & Beverage	19.1%	20.2%	16.9%	16.1%	14.1%
Furniture & Home Furnishing	0.3%	0.5%	0.7%	0.6%	0.6%
Gas Station	2.6%	2.0%	1.7%	1.6%	1.5%
General Merchandise	2.7%	3.0%	3.5%	3.3%	3.4%
Health & Personal	2.2%	2.0%	2.0%	2.2%	1.9%
Miscellaneous Retail Trade	5.4%	5.2%	5.8%	5.8%	6.2%
Motor Vehicle & Parts Dealers	3.8%	2.8%	2.8%	3.3%	3.3%
Non-Store Retailers	19.2%	28.2%	29.9%	32.8%	33.9%
Sporting Good	1.7%	1.4%	1.7%	1.6%	1.6%
Wholesale Trade-Durable Goods	4.6%	6.0%	6.6%	6.7%	6.1%
Wholesale Trade-Nondurable Goods	2.1%	0.6%	0.6%	0.7%	0.9%
Wholesale Trade-Agent & Brokers	0.0%	0.2%	0.3%	0.3%	0.3%

### SERVICES TAXABLE SALES

Services represent 60 percent of the City’s total taxable sales. Food services and drinking places represent the largest spending category in this group. Industries in the Food Services and Drinking Places subsector are varied. Some provide food and drink only, while others provide various combinations of seating space, waiter/waitress services, and incidental amenities, such as limited entertainment.

**TABLE 9: SERVICES SPENDING BY PERCENT OF TOTAL RETAIL AND SERVICE TAXABLE SALES**

NAICS CATEGORY	2019	2020	2021	2022	2023
Accommodation	0.4%	0.2%	0.3%	0.5%	0.5%
Administrative Support, Waste Management & Remediation Services	0.4%	0.4%	0.4%	0.5%	0.5%
Arts, Entertainment, And Recreation	2.5%	1.9%	2.2%	1.9%	2.0%
Educational Services	1.3%	0.3%	0.2%	0.2%	0.5%

NAICS CATEGORY	2019	2020	2021	2022	2023
Finance & Insurance	1.8%	1.5%	1.2%	0.9%	0.8%
<b>Food Services &amp; Drinking Places</b>	<b>13.8%</b>	<b>9.3%</b>	<b>7.6%</b>	<b>6.9%</b>	<b>8.3%</b>
Health Care & Social Assistance	1.2%	0.7%	0.6%	0.6%	0.5%
Management of Companies & Enterprises	0.0%	0.1%	0.0%	0.0%	0.0%
Other Services, Except Public Administration	4.5%	3.4%	3.6%	1.9%	1.6%
Professional, Scientific, & Technical Services	2.6%	3.1%	3.0%	2.6%	3.4%
Public Administration	0.0%	0.0%	0.0%	0.0%	0.0%
Real Estate, Rental, & Leasing	3.0%	2.4%	2.7%	2.2%	2.0%

## INDUSTRY TAXABLE SALES

Sixteen percent of the Highland's taxable sales are industry related. Utilities sales represent the largest spending category.

**TABLE 10: INDUSTRY SPENDING BY PERCENT OF TOTAL RETAIL AND SERVICE TAXABLE SALES**

NAICS CATEGORY	2019	2020	2021	2022	2023
Agriculture, Forestry, Fishing & Hunting	0.0%	0.0%	0.0%	0.0%	0.0%
Construction	3.7%	3.6%	2.9%	2.1%	2.0%
Information	7.5%	5.7%	5.5%	5.5%	5.8%
Manufacturing	1.7%	1.6%	1.4%	2.1%	1.9%
Mining, Quarrying, & Oil & Gas Extraction	0.0%	0.0%	0.0%	0.0%	0.0%
Transportation & Warehousing	0.1%	0.1%	0.1%	0.2%	0.2%
<b>Utilities</b>	<b>13.5%</b>	<b>11.2%</b>	<b>9.9%</b>	<b>10.6%</b>	<b>11.7%</b>

## SALE LEAKAGE ANALYSIS

The table below provides a general overview of leakage and retention by major category. Negative numbers estimate the approximate leakage of taxable sales from Highland City to other communities. When leakage is occurring, the capture rate is below 100 percent, indicating the City is not collecting the average sales expected based on a per capita basis relative to the State average. While not present for Highland, positive numbers indicate that Highland City is attracting more than the State average relative to that category, suggesting shoppers from outside the City are attracted to the area for certain types of purchases or that there is a high concentration of this type of spending. This is reflected in the capture rate as a number above 100 percent.

**TABLE 11: RETAIL SALES LEAKAGE**

	CITY DIRECT TAXABLE SALES	PER CAPITA SPENDING	UTAH PER CAPITA SPENDING*	CAPTURE RATE	PER CAPITA LEAKAGE	TOTAL LEAKAGE
<b>RETAIL</b>						
Building Material & Garden Equip	\$1,328,446	\$69	\$2,663	3%	(\$2,594)	(\$49,987,589)
Clothing & Accessories	\$5,919,480	\$307	\$1,185	26%	(\$878)	(\$16,920,323)
Electrical & Appliance	\$2,333,623	\$121	\$710	17%	(\$589)	(\$11,346,616)
Food & Beverage	\$21,689,100	\$1,126	\$3,124	36%	(\$1,998)	(\$38,500,278)
Furniture & Home Furnishing	\$914,968	\$47	\$627	8%	(\$580)	(\$11,168,198)
Gas Station	\$2,250,000	\$117	\$921	13%	(\$805)	(\$15,501,678)
General Merchandise	\$5,208,263	\$270	\$4,523	6%	(\$4,253)	(\$81,945,372)
Health & Personal	\$2,943,437	\$153	\$453	34%	(\$301)	(\$5,792,609)
Miscellaneous Retail Trade	\$9,592,121	\$498	\$1,257	40%	(\$759)	(\$14,617,663)
Motor Vehicle	\$5,089,001	\$264	\$4,862	5%	(\$4,598)	(\$88,591,991)
Non-Store Retailers	\$52,100,472	\$2,704	\$3,713	73%	(\$1,009)	(\$19,434,244)
Sporting Good	\$2,491,713	\$129	\$732	18%	(\$603)	(\$11,608,754)
Wholesale Trade-Durable Goods	\$9,391,256	\$487	\$3,619	13%	(\$3,132)	(\$60,335,051)
Wholesale Trade-Nondurable Goods	\$1,344,452	\$70	\$605	12%	(\$535)	(\$10,314,620)

	CITY DIRECT TAXABLE SALES	PER CAPITA SPENDING	UTAH PER CAPITA SPENDING*	CAPTURE RATE	PER CAPITA LEAKAGE	TOTAL LEAKAGE
Wholesale Trade-Agent & Brokers	\$389,009	\$20	\$83	24%	(\$63)	(\$1,219,270)
<b>Subtotal Retail</b>	<b>\$122,985,341</b>	<b>\$6,383</b>	<b>\$29,079</b>	<b>22%</b>	<b>(\$22,696)</b>	<b>(\$437,284,258)</b>
<b>INDUSTRY</b>						
Agriculture, Forestry, Fishing & Hunting	\$21,883	\$1	\$21	5%	(\$20)	(\$381,043)
Construction	\$3,025,265	\$157	\$856	18%	(\$699)	(\$13,473,326)
Information	\$8,900,060	\$462	\$1,712	27%	(\$1,250)	(\$24,086,044)
Manufacturing	\$2,860,071	\$148	\$2,186	7%	(\$2,037)	(\$39,248,666)
Mining, Quarrying, & Oil & Gas Extraction	\$5,000	\$0	\$307	0%	(\$307)	(\$5,909,606)
Transportation & Warehousing	\$303,183	\$16	\$171	9%	(\$155)	(\$2,992,579)
Utilities	\$18,000,000	\$934	\$1,650	57%	(\$715)	(\$13,784,216)
<b>Subtotal Industry</b>	<b>\$33,115,462</b>	<b>\$1,719</b>	<b>\$6,903</b>	<b>25%</b>	<b>(\$5,184)</b>	<b>(\$99,875,480)</b>
<b>SERVICES</b>						
Accommodation	\$700,000	\$36	\$1,559	2%	(\$1,522)	(\$29,331,477)
Admin. & Sup & Waste Man.& Remed. Ser	\$716,561	\$37	\$209	18%	(\$172)	(\$3,313,541)
Arts, Entertainment, and Recreation	\$3,077,622	\$160	\$662	24%	(\$502)	(\$9,681,644)
Educational Services	\$773,389	\$40	\$107	37%	(\$67)	(\$1,294,013)
Finance & Insurance	\$1,236,245	\$64	\$184	35%	(\$120)	(\$2,308,990)
Food Services & Drinking Places	\$12,751,630	\$662	\$3,638	18%	(\$2,976)	(\$57,347,250)
Health Care & Social Assistance	\$746,888	\$39	\$90	43%	(\$51)	(\$982,748)
Management of Companies & Enterprises	\$35,000	\$2	\$17	11%	(\$15)	(\$284,742)
Other Services-Except Public Administration	\$2,495,645	\$130	\$1,159	11%	(\$1,029)	(\$19,828,072)
Professional, Scientific, & Technical Serv	\$5,212,394	\$271	\$1,014	27%	(\$744)	(\$14,330,426)
Public Administration	\$45,000	\$2	\$168	1%	(\$166)	(\$3,192,155)
Real Estate, Rental, & Leasing	\$3,024,707	\$157	\$1,179	13%	(\$1,022)	(\$19,686,581)
<b>Subtotal Services</b>	<b>\$30,815,081</b>	<b>\$1,599</b>	<b>\$9,986</b>	<b>16%</b>	<b>(\$8,386)</b>	<b>(\$161,581,641)</b>
<b>OTHER</b>						
<b>Subtotal Other</b>	<b>\$20,298,607</b>	<b>\$1,054</b>	<b>\$1,584</b>	<b>66%</b>	<b>(\$531)</b>	<b>(\$10,228,146)</b>
<b>ALL TAXABLE SALES</b>						
<b>TOTAL</b>	<b>\$207,214,491</b>	<b>\$10,755</b>	<b>\$47,552</b>	<b>23%</b>	<b>(\$36,797)</b>	<b>(\$708,969,525)</b>
*Income Adjusted						

The City is leaking in all major categories relative to State average spending. The per capita spending in Highland is approximately \$10,755, compared to the State average of \$47,552. The total taxable sales leaking to other communities is estimated at \$709M. Assuming a sales tax levy of 0.5 percent based on point of sale, this equates to a loss of \$4.9M in tax revenues.

## EXISTING MARKET CONDITIONS

The following section will address existing market conditions within the City including taxation, land uses and zoning, and an illustration of competitive market sites.

### PROPERTY TAX

The total Highland tax rate is made up of levies by Utah County, Multicounty and County Assessing, Alpine School District, Highland City, the Northern Utah Water Conservancy Water District and the Central Utah Water Conservancy District. As shown in **Figure 11**, the Alpine School District has historically accounted for approximately between 71 and 76 percent of the tax rate. The Highland City municipal tax rate as a percentage of the total tax rate has fluctuated historically between 10 percent and 14 percent as shown in **Figure 12**.



FIGURE 11: HISTORIC TOTAL TAX RATE FOR HIGHLAND CITY

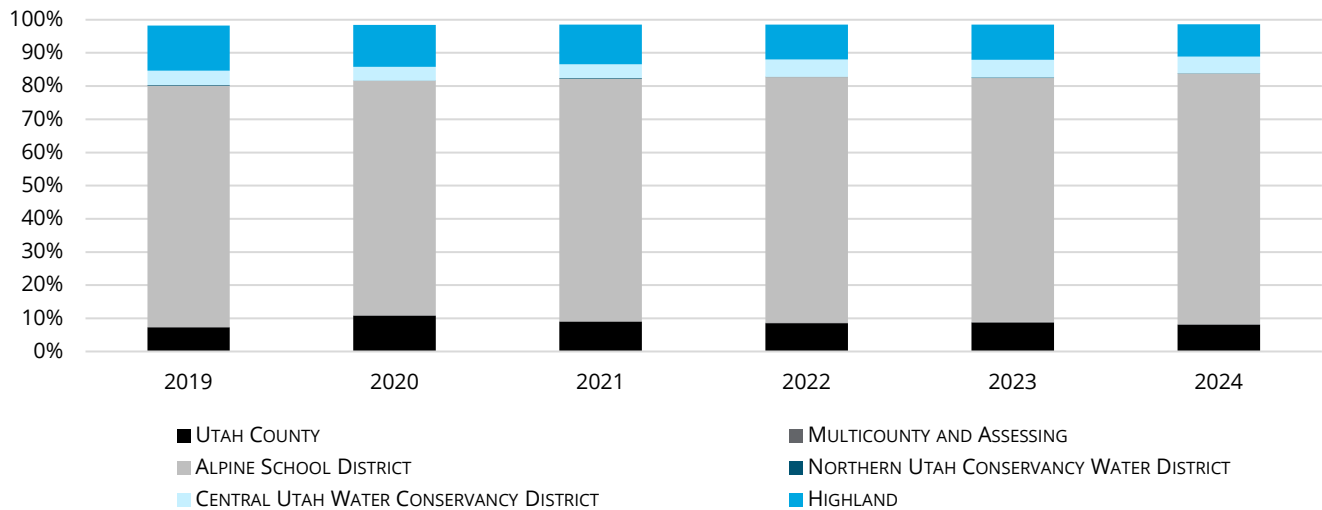
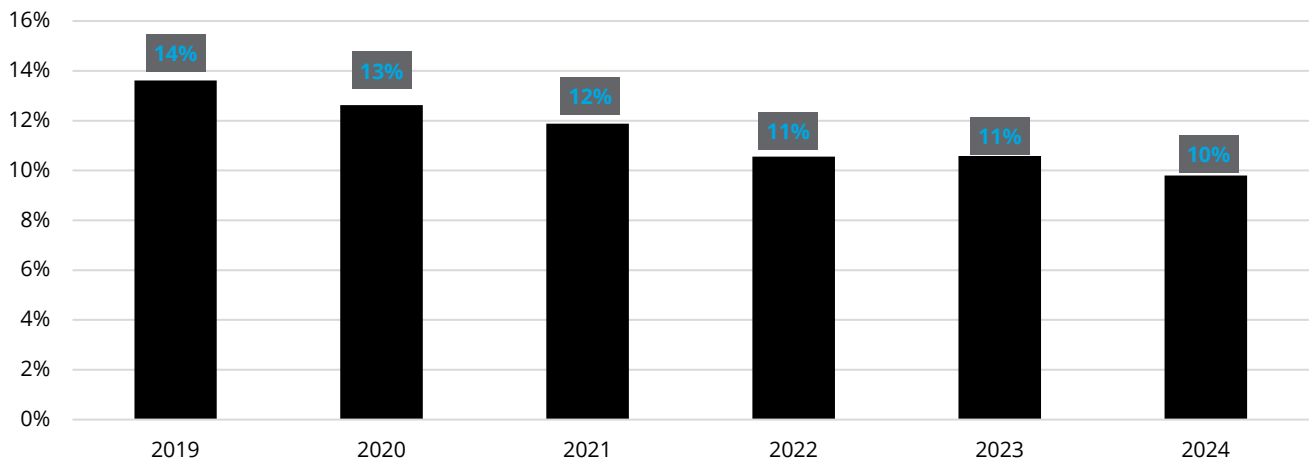


FIGURE 12: HISTORIC TOTAL TAX RATE FOR HIGHLAND CITY



## LAND USE ANALYSIS

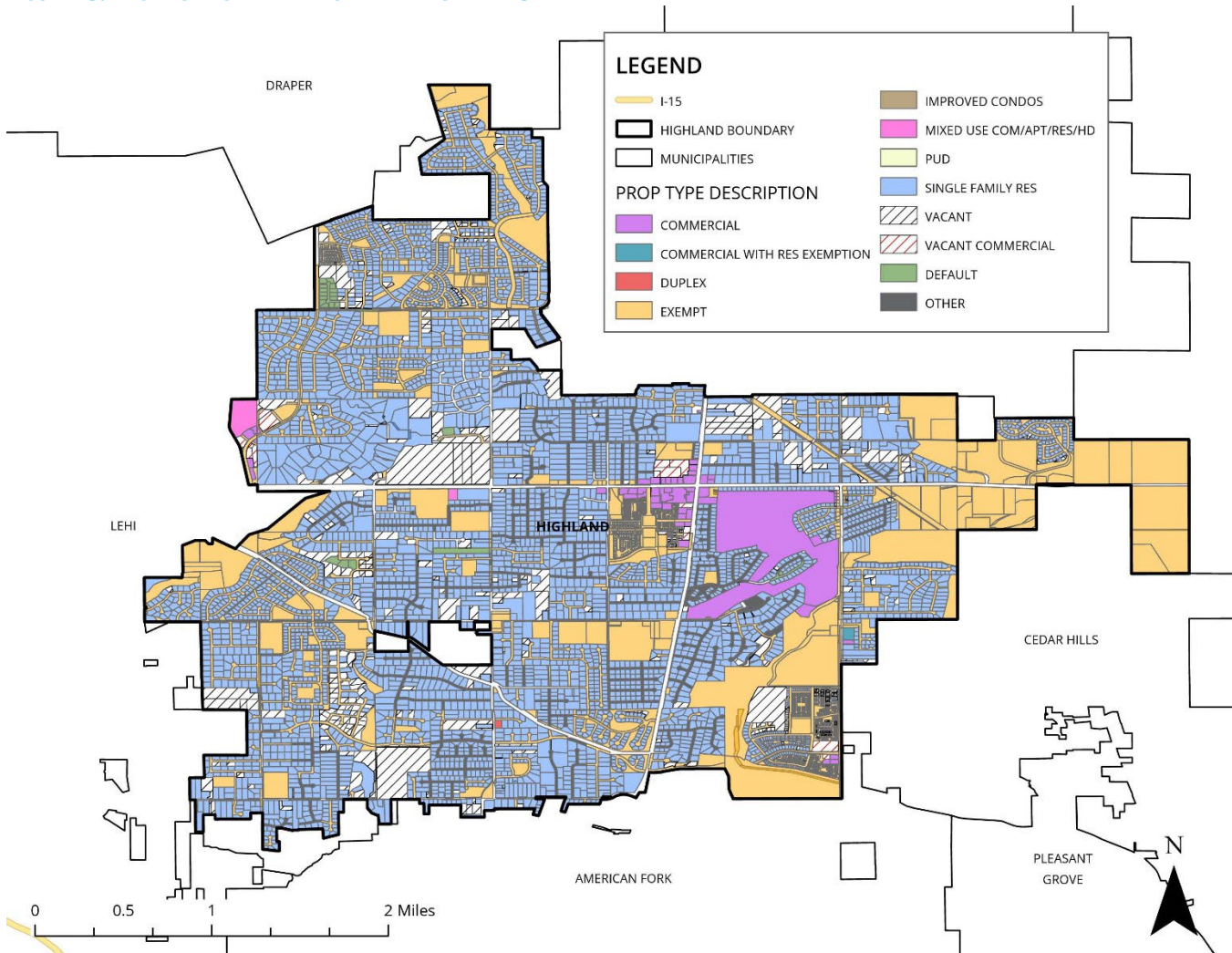
The distribution of land uses in the City illustrate a concentration of residential development, with almost 88 percent of the market value and 85 percent of the taxable value attributed to single family residential property types. There are approximately 514 acres of vacant land, as shown in **Figure 13**.

TABLE 12: HIGHLAND CITY LAND USE DISTRIBUTION

	COUNT	ACREAGE	SQUARE FOOTAGE	TAXABLE VALUE	% TAXABLE VALUE	MARKET VALUE	% MARKET VALUE
Single-Family	4,771	2,797	25,166,012	\$2,718,641,785	85.2%	\$4,879,894,800	87.8%
Multifamily	658	24	1,726,836	168,115,470	5.3%	294,748,800	5.3%
Commercial	7	18	276,277	\$23,480,975	0.7%	\$23,820,500	0.4%
Office	33	182	279,744	\$70,240,745	2.2%	\$70,308,200	1.3%

	COUNT	ACREAGE	SQUARE FOOTAGE	TAXABLE VALUE	% TAXABLE VALUE	MARKET VALUE	% MARKET VALUE
Industrial	21	16	168,919	\$42,258,575	1.3%	\$46,911,800	0.8%
Vacant	630	514	113,727	\$168,412,799	5.3%	\$241,064,700	4.3%
Agricultural/Forest/Mining	-	-	-	\$0	0.0%	\$0	0.0%
Other	1,036	1,671	51,701	\$0	0.0%	\$0	0.0%
<b>Total</b>	<b>7,156</b>	<b>5,221</b>	<b>27,783,216</b>	<b>\$3,191,150,349</b>	<b>100.0%</b>	<b>\$5,556,748,800</b>	<b>100.0%</b>

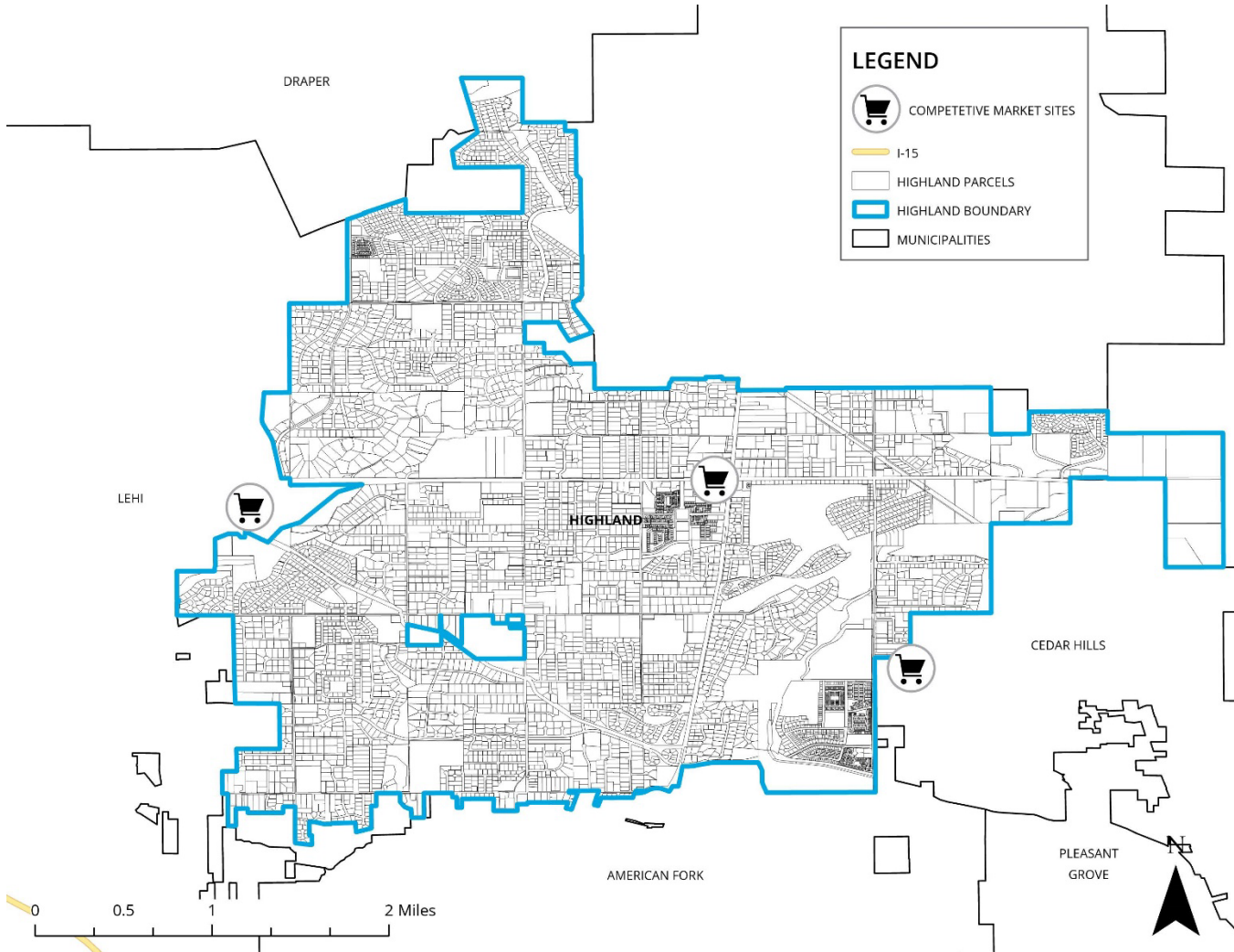
FIGURE 13: EXISTING PROPERTY TYPES WITHIN HIGHLAND CITY



## COMPETITIVE MARKET SITES

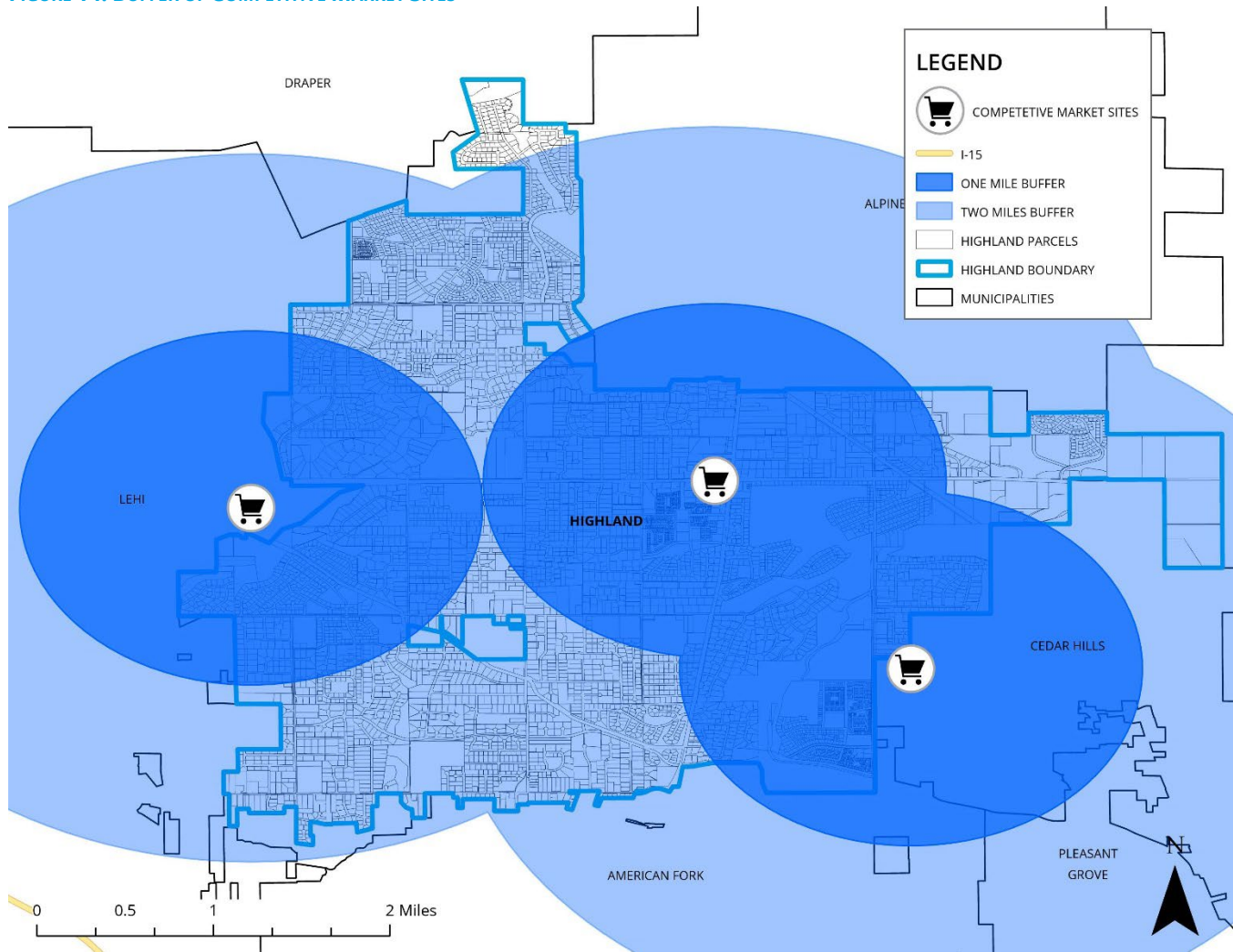
There are several competitive market sites surrounding Highland City. **Figure 14** includes two neighborhood scale retail sites. The first is located just west of the City's boundaries, within Cedar Hills along 4800 West, and the other site is in the adjacent community of Lehi. It is important to note that there are other competitive sites other than the sites depicted in the figure below for the purposes of this analysis.

**FIGURE 14: COMPETITIVE MARKET SITES**



A one-mile buffer of the competitive market sites illustrates limited growth potential on the west and east side of the City. Future commercial growth will continue to follow rooftops which are shifting concentration toward the west, as discussed in the following paragraphs.

**FIGURE 14: BUFFER OF COMPETITIVE MARKET SITES**





## GENERAL GROWTH WITHIN THE CITY AND REGION

As shown in **Figure 2**, the City's population is projected to continue to increase through 2050, reaching 24,446 persons per TAZ estimates. The population in Utah County will shift from a concentration on the east side of the valley to the west, with Eagle Mountain and Saratoga Springs experiencing substantial growth.

Employment is also expected to increase in Highland. However, the total growth is marginal compared to the County. Future employment data indicates that Utah County will experience a shift in the location of the workforce. Eagle Mountain, Lindon, Payson and Saratoga Springs will all see an increase in the percentage of total employment. It is important to note that this data represents employment populations within a community and not the amount of workforce living within a community.

**TABLE 13: UTAH COUNTY CITIES PROJECTED EMPLOYMENT**

	EMPLOYMENT				GROWTH	
	2024	2030	2040	2050	ACTUAL	%
Alpine	2,360	2,304	2,433	2,795	435	18.4%
American Fork	30,433	31,490	33,370	35,646	5,213	17.1%
Cedar Fort	186	258	450	2,953	2,767	1486.6%
Cedar Hills	1,612	1,776	1,675	1,803	191	11.9%
Eagle Mountain	15,663	24,788	41,354	71,475	55,812	356.3%
Elk Ridge	256	535	563	738	482	188.3%
Fairfield	451	910	1,026	2,588	2,137	473.6%
Genola	253	253	259	281	28	11.1%
Goshen	508	511	519	541	33	6.5%
<b>Highland</b>	<b>3,482</b>	<b>3,885</b>	<b>3,909</b>	<b>4,044</b>	<b>562</b>	<b>16.1%</b>
Lehi	60,818	65,797	73,413	78,963	18,144	29.8%
Lindon	15,926	16,593	17,099	17,525	1,599	10.0%
Mapleton	3,731	4,370	5,500	6,346	2,615	70.1%
Orem	67,206	68,919	68,029	68,290	1,084	1.6%
Palmyra	109	107	1,127	4,426	4,317	3950.9%
Payson	13,141	16,575	22,922	33,479	20,339	154.8%
Pleasant Grove	21,106	22,269	24,088	25,268	4,162	19.7%
Provo	107,127	110,124	116,320	121,904	14,777	13.8%
Salem	6,792	7,911	9,907	9,343	2,551	37.6%
Santaquin	4,437	6,439	13,386	16,978	12,541	282.7%
Saratoga Springs	12,825	18,384	28,102	31,751	18,927	147.6%
Spanish Fork	30,579	35,880	37,149	41,281	10,702	35.0%
Springville	25,042	28,119	32,673	36,719	11,677	46.6%
Vineyard	10,251	8,498	11,063	16,800	6,549	63.9%
Woodland Hills	252	162	211	211	(41)	-16.3%
<b>Total</b>	<b>434,546</b>	<b>476,859</b>	<b>546,546</b>	<b>632,151</b>	<b>197,604</b>	<b>45.5%</b>

Source: WFRC TAZ

**TABLE 13: CONT.**

	EMPLOYMENT AS A % OF TOTAL			
	2024	2030	2040	2050
Alpine	0.54%	0.48%	0.45%	0.44%
American Fork	7.00%	6.60%	6.11%	5.64%
Cedar Fort	0.04%	0.05%	0.08%	0.47%
Cedar Hills	0.37%	0.37%	0.31%	0.29%
Eagle Mountain	3.60%	5.20%	7.57%	11.31%
Elk Ridge	0.06%	0.11%	0.10%	0.12%
Fairfield	0.10%	0.19%	0.19%	0.41%



	EMPLOYMENT AS A % OF TOTAL			
	2024	2030	2040	2050
Genola	0.06%	0.05%	0.05%	0.04%
Goshen	0.12%	0.11%	0.09%	0.09%
<b>Highland</b>	<b>0.80%</b>	<b>0.81%</b>	<b>0.72%</b>	<b>0.64%</b>
Lehi	14.00%	13.80%	13.43%	12.49%
Lindon	3.66%	3.48%	3.13%	2.77%
Mapleton	0.86%	0.92%	1.01%	1.00%
Orem	15.47%	14.45%	12.45%	10.80%
Palmyra	0.03%	0.02%	0.21%	0.70%
Payson	3.02%	3.48%	4.19%	5.30%
Pleasant Grove	4.86%	4.67%	4.41%	4.00%
Provo	24.65%	23.09%	21.28%	19.28%
Salem	1.56%	1.66%	1.81%	1.48%
Santaquin	1.02%	1.35%	2.45%	2.69%
Saratoga Springs	2.95%	3.86%	5.14%	5.02%
Spanish Fork	7.04%	7.52%	6.80%	6.53%
Springville	5.76%	5.90%	5.98%	5.81%
Vineyard	2.36%	1.78%	2.02%	2.66%
Woodland Hills	0.06%	0.03%	0.04%	0.03%
<b>Total</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>

UPDATED BELOW

## SUPPORTABLE COMMERCIAL ZONING

To determine the supportable commercial zoning within Highland, this analysis evaluates future taxable sales growth and per capita spending by sector. This analysis provides an estimate of supportable acreage by the following categories: general retail, industry, services, and total commercial acreage.

### EXAMPLE OF SUPPORTABLE COMMERCIAL DEVELOPMENT (NEIGHBORHOOD SCALE RETAIL)



The supportable commercial zoning methodology employed in this analysis utilizes estimated per capita spending of \$10,755 in Highland. Assuming a new population of 3,862 residents (2050 – 2024) within the City using TAZ estimates, the total supportable commercial zoning is estimated at approximately 151,038 SF. This assumes a median sales volume of \$275 per square foot of gross leasable area (GLA) and a floor area ratio (FAR) of 0.11.

**TABLE 14: SUPPORTABLE COMMERCIAL ZONING BASED ON PER HOUSEHOLD SPENDING**

	GENERAL RETAIL	INDUSTRY	SERVICES	OTHER	TOTAL
Per Capita Spending (Income Adjusted)	\$6,383	\$1,719	\$1,599	\$1,054	\$10,755
New Growth	3,862	3,862	3,862	3,862	3,862
<b>TOTAL SPENDING</b>	<b>\$24,651,964</b>	<b>\$6,637,874</b>	<b>\$6,176,771</b>	<b>\$4,068,782</b>	<b>\$41,535,390</b>
Median Sales Volume Per SF of GLA	\$275	\$275	\$275	\$275	\$275
Supportable SF	89,644	24,138	22,461	14,796	<b>151,038</b>

It is likely that commercial growth will be limited to currently planned and potential commercial zones. The focus of future commercial development will be neighborhood scale retail, which provides personal services, food services, and general retail purchases. It is expected that the area will continue to see development in small-scale office development as well. As shown in **Table 15**, the City has approximately 290K to 390K commercial square footage planned or zoned, which exceeds the baseline supportable commercial zoning. To achieve this target, the City may need to explore economic development financing tools or increased residential development to increase demand. Alternatively, the City may need to focus future commercial around existing nodes (Town Center and Highland Mains) to strengthen these areas and achieve a sustainable commercial square footage threshold.

**TABLE 15: COMMERCIAL DEVELOPMENT STATUS**

CURRENT AND FUTURE COMMERCIAL DEVELOPMENT STATUS		
PLANNED (NO PERMIT)	UNDER CONSTRUCTION	POTENTIAL COMMERCIAL (ZONED, NO PLANS)
82,425 SF footprint (147,850 SF total) PO Zone: 10,000 SF daycare (likely soon), 6,400 SF "Building 3," plus 43,250 SF conceptual (3.8 acres) Town Center: 2,500 SF seeking approval, plus ~5,000 SF potential Highland Mains: 2 future buildings – 15,725 SF office (31,450 total) + 32,500 SF fitness (65,000 total) Apple Creek: 8,800 SF footprint (up to 23,000 SF) Highland Grove: 6,500 SF entitled Subtotal: ~148K SF	41,400 SF footprint (Highland Mains A-D)  A: 11,200 SF  B: 13,000 SF  C: 8,500 SF  D: 8,700 SF  Subtotal: ~41K SF	100,000–200,000 SF across 10.6 acres  PO Zone (3.8 acres) – 43,250 SF concept only  Town Center (0.95 acres) – ~5,000 SF potential  Skye Estates (1.475 acres) – 5,000 to 42,000 SF possible  Ridgeview (4.35 acres) – up to 50,000–100,000 SF (likely medical facility)  Subtotal: ~100K-200K SF
<b>Total: (All Stages): ~290K-390K SF</b>		

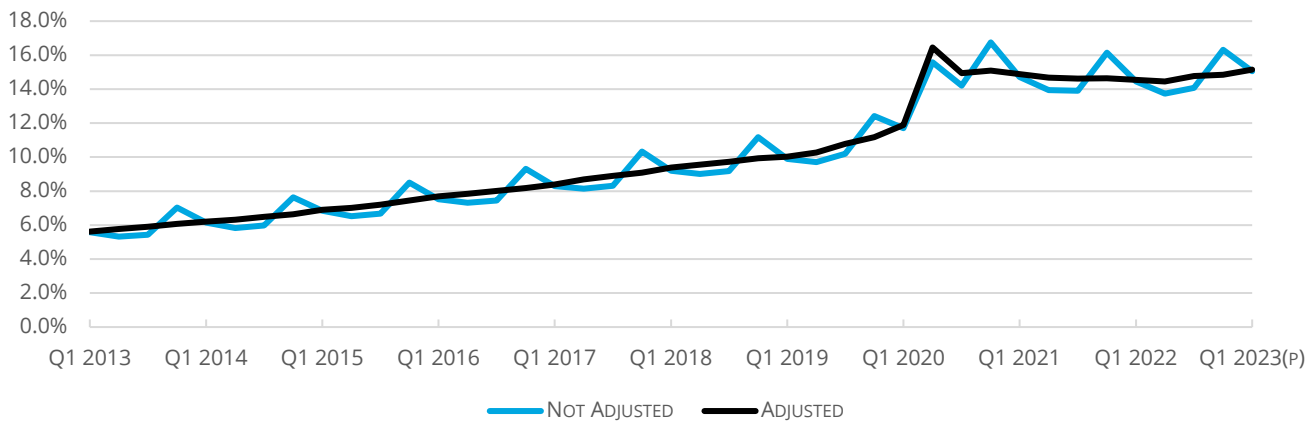
## BARRIERS TO ENTRY

Some commercial development may be impacted by factors that serve as barriers toward unconstrained commercial growth within the community. These barriers may include growth in online sales, City ordinances, development costs, or geographic challenges. Future commercial development in Layton may be hindered by these types of barriers. The following paragraphs discuss some of the barriers to entry that may exist within the City.

### SHIFT TO ONLINE SALES

Online sales will continue to impact the traditional brick-and-mortar approach. The US Census Bureau's estimate of retail e-commerce sales as percent of total quarterly retail sales continues to rise, increasing from nearly 5.6 percent in 2013 to 15.1 percent during the first quarter in 2023.<sup>1</sup>

**FIGURE 15: QUARTERLY U.S. RETAIL E-COMMERCE SALES AS A % OF TOTAL QUARTERLY RETAIL SALES**



Monthly retail sales numbers by the Census Bureau show sales from non-store retailers like Amazon, eBay, QVC and Alibaba increase 6.5 percent from 2022 to 2023.<sup>2</sup> This will likely result in a shift from location-based retail to online purchases. Methods to promote increased commercial development include:

- Allow for more residential development and population growth;
- Provide development incentives;
- Promote niche markets that will capture sales from surrounding communities;
- Remove barriers to entry; and,
- Promote other types of commercial development (industrial, tech, office, etc.).

### SUNDAY CLOSURE

In 2012, Highland residents voted to keep businesses closed on Sundays. According to Highland municipal code 5.04.170 "Hours of Operation", the hours of operation for all Highland City businesses is limited to Monday through Saturday during the hours of six a.m. until twelve a.m. (midnight). There are arguments for and against Sunday closure regulations. One day off a week may improve employee morale, foster a sense of community caring and encourage greater demand to visit retailers when open. However, there may be a

<sup>1</sup> Source: U.S. Census Bureau, Retail Indicators Branch

<sup>2</sup> Source: 2015 Annual Retail Trade Report <https://www.census.gov/retail/index.html>

substantial loss in revenue for some industries. Some businesses may view this ordinance as a barrier to entry.

### LAND COST

Another barrier to entry may be the cost of land. A comparison of the total market value of land within Utah County versus Highland City may illustrate the land value disparity. The total market value of all land within Utah County is approximately \$55.6B. With a total of 1.3M acres of land, this equals nearly \$41K per acre. This data may be impacted by higher ratios of undevelopable, exempt, government, forest or other lower valued lands that are not as prevalent within a City. Highland's estimated market land value per acre is \$480K.

**TABLE 16: COMPARISON OF MARKET LAND VALUES**

2024	TOTAL ACRES	MARKET LAND VALUE	MARKET VALUE PER ACRE
Utah County	1,333,824.08	\$55,632,106,428	\$41,709
Highland	5,221.22	\$2,507,111,900	\$480,177
Source: Utah County Parcels			

### DEVELOPMENT COST: IMPACT FEES

Many communities within Utah assess impact fees to offset the cost of needed infrastructure related to growth. Total impact fees vary from community based on level of service, age of infrastructure, proportional allocation of buy-in to new facilities, and the inclusion of financing mechanisms and inflation. While impact fees can be a barrier to limiting economic growth, municipalities have tools to mitigate this impact. These include waiving or reducing impact fees, establishing redevelopment areas to fund infrastructure, or allowing development to provide information that may result in a reduced fee.

### LOCATION

The City is located at the crossroads of two major roadways: Highway 92 and Highway 74. Average Annual Daily Trips (AADT) along these roadways range from 22,000 trips on Highway 92 and 16,000 trips on Highway 74. However, the City is not adjacent to a major interstate. Proximity to a regional transportation network allows communities to attract larger developments like distribution centers or industrial centers, which in turn stimulate job growth and spending.

### LOWER POPULATION AND ROOFTOPS

The City's population is projected to continue to increase through 2050, reaching 24,446 persons. The population in Utah County will shift from a concentration on the east side of the valley to the west, with Eagle Mountain and Saratoga Springs experiencing substantial growth.

## **ADDITIONAL ECONOMIC DEVELOPMENT FINANCING TOOLS**

There are a wide variety of tools and incentives available to help achieve economic development goals. Below is a brief description of several resources available to the City. Some tools may require the City to identify funding sources to support local programs.

### **LOCAL FINANCING & TAX TOOLS**

1. Redevelopment Agencies (RDAs) – Cities can create project areas and capture Tax Increment Financing (TIF) to support infrastructure, site preparation, or incentives.
2. Community Development Areas (CDAs) – Broader redevelopment areas with flexible uses of TIF.
3. Economic Development Areas (EDAs) – TIF for specific business/industry attraction (e.g., industrial parks).
4. Public Infrastructure Districts (PIDs) – Financing mechanism (like special assessment districts) for roads, utilities, and amenities.
5. Municipal Bonds – General obligation or revenue bonds for infrastructure supporting development.

### **BUSINESS SUPPORT TOOLS**

1. Small Business Development Centers (SBDCs) – Technical assistance, training, and mentoring.
2. Business Resource Centers (BRCs) – Support for startups, entrepreneurs, and expansion.
3. Revolving Loan Funds (RLFs) – Often set up regionally to provide gap financing.
4. Business Retention & Expansion (BRE) Programs – Local city programs to support existing businesses.

### **QUALITY OF PLACE & INFRASTRUCTURE TOOLS**

1. Downtown Revitalization Programs – Façade improvement grants, main street programs, streetscape upgrades.
2. Housing & Mixed-Use Incentives – Partnering with developers on workforce housing and walkable districts.
3. Transportation Investments – Coordinating with UDOT, UTA, and MPOs for regional mobility.

### **COLLABORATION & MARKETING**

1. Place Branding & Marketing Campaigns – Positioning the city as business-friendly.



## ECONOMIC DEVELOPMENT GOALS

### 1. REINFORCE AND REVITALIZE THE TOWN CENTER AND EXISTING COMMERCIAL NODES

The market analysis shows that existing taxable sales are concentrated in the Town Center and that Highland's strength is its developed town-center core. Allowing commercial development to spread City-wide will dilute the downtown and undermine past investment. The Town Center also hosts the City's strongest retail categories (food & beverage and personal services).

**Goal – Position the Town Center as the civic and economic heart of Highland.** Concentrate new commercial development and redevelopment in the existing commercial nodes rather than along highway corridors. Enhance the area with public events (farmers' markets, street fairs, art festivals), streetscape improvements, signage and way-finding to draw residents and visitors. Provide coordinated marketing to highlight unique local businesses and encourage residents to shop locally. Avoid shifting development to corridor commercial sites unless a clear community benefit is demonstrated.

### 2. ENCOURAGE INFILL AND SMALL-SCALE MIXED-USE DEVELOPMENT

Highland has very little developable commercial land and is surrounded by competitive retail hubs. The SWOT analysis notes that an opportunity is to "infill with neighborhood-scale retail" and expand personal services. The supportable commercial acreage analysis indicates the city can support around 10–13 additional acres of commercial land under the status quo conditions. While promoting commercial growth still serves as a priority, it should be focused and properly located. Shifting to corridor commercial development should be avoided due to increased congestion.

**Goal – Use zoning and design guidelines to promote infill of neighborhood-scale retail and personal-service businesses within existing commercial nodes (Town Center and other small commercial parcels).** Permit small mixed-use projects that combine ground-floor retail or services with offices or residential units, which can increase daytime population and support local shops. Encourage compatible housing (e.g., townhouses or low-impact multifamily) near commercial areas to provide "rooftops" without requiring significant land expansion. Evaluate the cost/benefit of any proposed expansion and prioritize infill projects that reduce sales leakage and complement Highland's small-town character.

### 3. REDUCE BARRIERS AND NURTURE LOCAL ENTREPRENEURSHIP

The market analysis identifies several barriers to entry: high land values, impact fees and the Sunday-closure ordinance, which limits business hours. The City has identified the need to reduce barriers for new businesses and suggested incubator programs to help local entrepreneurs start and grow their businesses.

**Goal – Adopt policies that lower the cost of starting and operating small businesses.** Options include waiving or reducing impact fees for small storefronts or home-grown enterprises; using Community Reinvestment Areas or other financing tools to fund infrastructure and offset high land costs; and reviewing the Sunday-closure ordinance to determine whether flexible hours could benefit certain business types without undermining community values. Partner with regional organizations (e.g., the Mountainland Association of Governments) to establish business incubators, mentoring programs and training for residents who want to start restaurants, personal-service firms or other neighborhood-scale enterprises. Provide clear information and assistance to potential entrepreneurs to encourage them to locate in Highland rather than neighboring cities.

#### 4. ENSURE LONG-TERM FISCAL SUSTAINABILITY AND ECONOMIC RESILIENCE

The market analysis warns that limited commercial development will likely result in static or marginal increases in long-term sales-tax revenue. To maintain service levels and fund infrastructure, the City's financial sustainability plan considered alternative revenue strategies, such as moderate property-tax adjustments and public-safety fees. The SWOT analysis also highlights threats from competitive commercial centers and limited growth potential.

**Goal – Build an economic resilience strategy that does not rely solely on major commercial expansion.**

Maintain adequate revenue through prudent budgeting, incremental tax adjustments or fees as needed to fund infrastructure and public services. Use partnerships and grants (e.g., through the Mountainland Association of Governments' Comprehensive Economic Development Strategy) to invest in local business development, transportation and workforce training. Support tourism-oriented businesses and home-based enterprises that leverage Highland's quality of life rather than extensive commercial land. Consider targeted redevelopment areas to capture tax increment for infrastructure improvements. Together, these measures will help Highland continue providing services while nurturing its small-town character and existing businesses.

# Transportation Master Plan

Draft September 2025





## Acknowledgments

A Transportation Master Plan (TMP) is a city's strategy to manage and improve its transportation system, addressing current and future needs for roadways, public transit, walking, and cycling. It considers growth, land use, and economic development to recommend projects and policies that enhance mobility, safety, and accessibility, guiding infrastructure investments for an efficient, sustainable, and connected city.

### Mayor & City Council

Kurt Ostler, Mayor  
Brittney P. Bills, City Council  
Ron Campbell, City Council  
Doug Cortney, City Council  
Kim Rodela, City Council  
Scott L. Smith, City Council

### Planning Commission

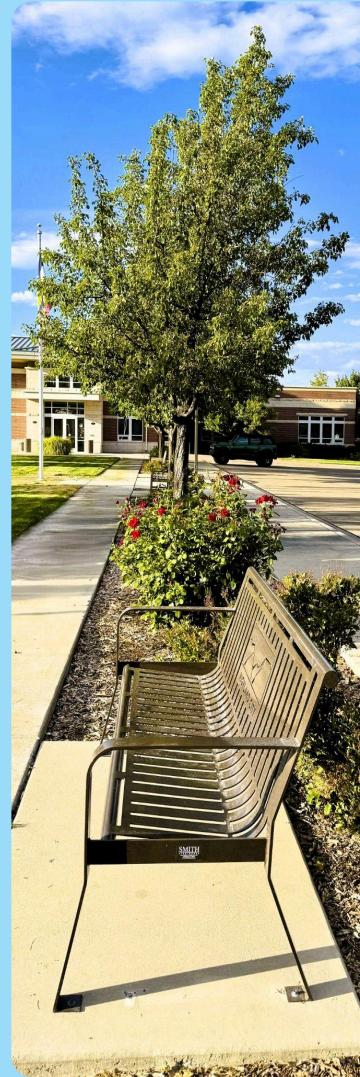
Jerry Abbott, Commissioner  
Tracy Hill, Commissioner  
Christopher Howden, Commissioner  
Claude Jones, Commissioner  
Audrey Moore, Commissioner  
Debra Maughan, Commissioner  
Trent Thayn, Commissioner  
Sherry Kramer, Commissioner Alternate  
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## Public Participants

We extend our gratitude to the hundreds of Highland residents, community leaders, businesses, and various community organizations. Your valuable input directly shaped the TMP strategies and implementation plan.

## Explore **Highland's** Transportation Master Plan

CHAPTER 1	<b>INTRODUCTION</b>	<b>3</b>	CHAPTER 2	<b>ROADWAY NETWORK</b>	<b>14</b>	CHAPTER 3	<b>TRANSIT &amp; ACTIVE</b>	<b>41</b>
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CHAPTER  
**1**

# INTRODUCTION





## 1. Introduction

Highland City, Utah, is a thriving community nestled below the towering Wasatch Mountains, offering residents a unique blend of suburban tranquility, rural charm, and immediate access to stunning natural beauty. What began as an area rooted in agricultural pursuits, has progressively evolved into a vibrant, sought-after residential community. This transformation reflects the enduring spirit of its people, who have contributed to the development of a dynamic and cohesive community. The city's growth, marked by increasing population and development, is a testament to its desirability and is consistently mirrored in its proactive and continuous efforts to enhance and modernize its infrastructure, particularly its transportation system.

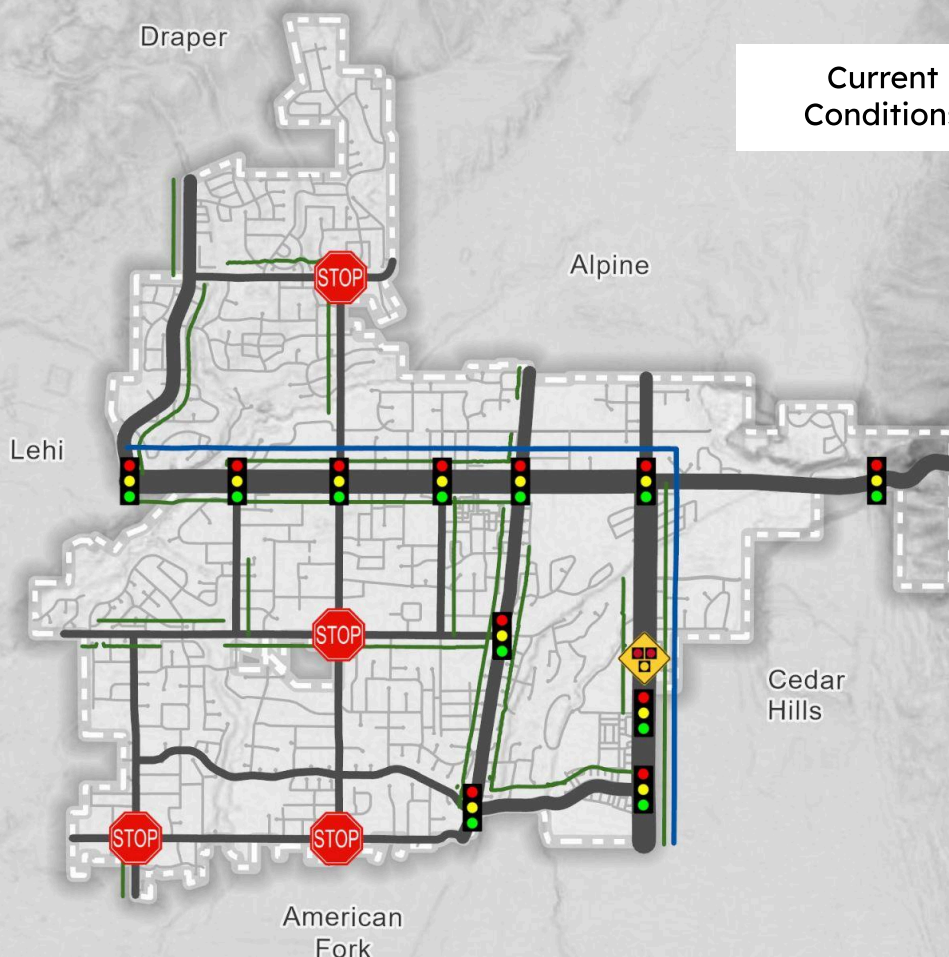
The Highland Transportation Master Plan (TMP) stands as a comprehensive blueprint for the city's future, outlining strategic investments designed to effectively manage both current and future traffic demands through 2050. This forward-thinking plan meticulously addresses several critical aspects of transportation planning:

- **Functional Classification of Roadways:** The TMP classifies roads by function (arterial, collector, local) to optimize traffic flow, guide design, prioritize improvements, and allocate resources efficiently.
- **Level of Service (LOS) Standards:** The plan sets Level of Service (LOS) standards, quantitative measures of traffic flow based on speed, travel time, maneuverability, interruptions, and convenience. These standards aim to minimize congestion, improving residents' quality of life and facilitating economic activity.
- **Proposed Improvements:** The TMP proposes various improvements for roadways and intersections, such as widening roads, adding turning lanes, optimizing signal timing, and redesigning intersections to enhance safety and capacity. Each improvement is evaluated based on projected traffic volumes, safety, and contribution to the plan's objectives.
- **The plan prioritizes active transportation and acknowledges that transit will remain minimal with regional connections just outside the city.** It proposes improving multi-use trails and creating safe cycling infrastructure. These initiatives aim to improve residents' quality of life, create comfortable recreation spaces, and enhance safety.

Ultimately, the Highland Transportation Master Plan aims to create a comprehensive, resilient, and sustainable transportation network that will serve the needs of its citizens through 2050. By strategically planning for future growth and embracing diverse modes of transportation, Highland City is committed to ensuring efficient mobility, enhancing safety, and fostering a higher quality of life for all its residents.

## 1.1 Summary & Highlights

Highland City's transportation system is currently performing generally well and is projected to continue doing so. The Utah Department of Transportation (UDOT) maintains all principal arterial roads (North County Blvd, Timpanogos Hwy) and one minor arterial (Alpine Hwy) within the city. The city is responsible for the maintenance of all other minor arterials, collector roads, and local roads. Public transit, provided by the Utah Transit Authority (UTA), offers limited express bus service during morning and evening commutes, connecting to FrontRunner Commuter Rail, State Street Core Bus service, and Utah Valley University. The active transportation network is extensive, with plans for additional regional connections. Overall, Highland's transportation infrastructure is in good condition.



## Recommended Improvements

With future growth, improvements are needed to keep the overall highway network acceptable congestion levels. Details of how these projects were developed or explained further within the document.

### Road Widen

4800 West (SB lane)  
6800 West (turn lane)  
Timpanogos HWY  
North County BLVD



### Double Left Turns

Canal BLVD /  
Alpine HWY  
  
Canal BLVD /  
North County BLVD



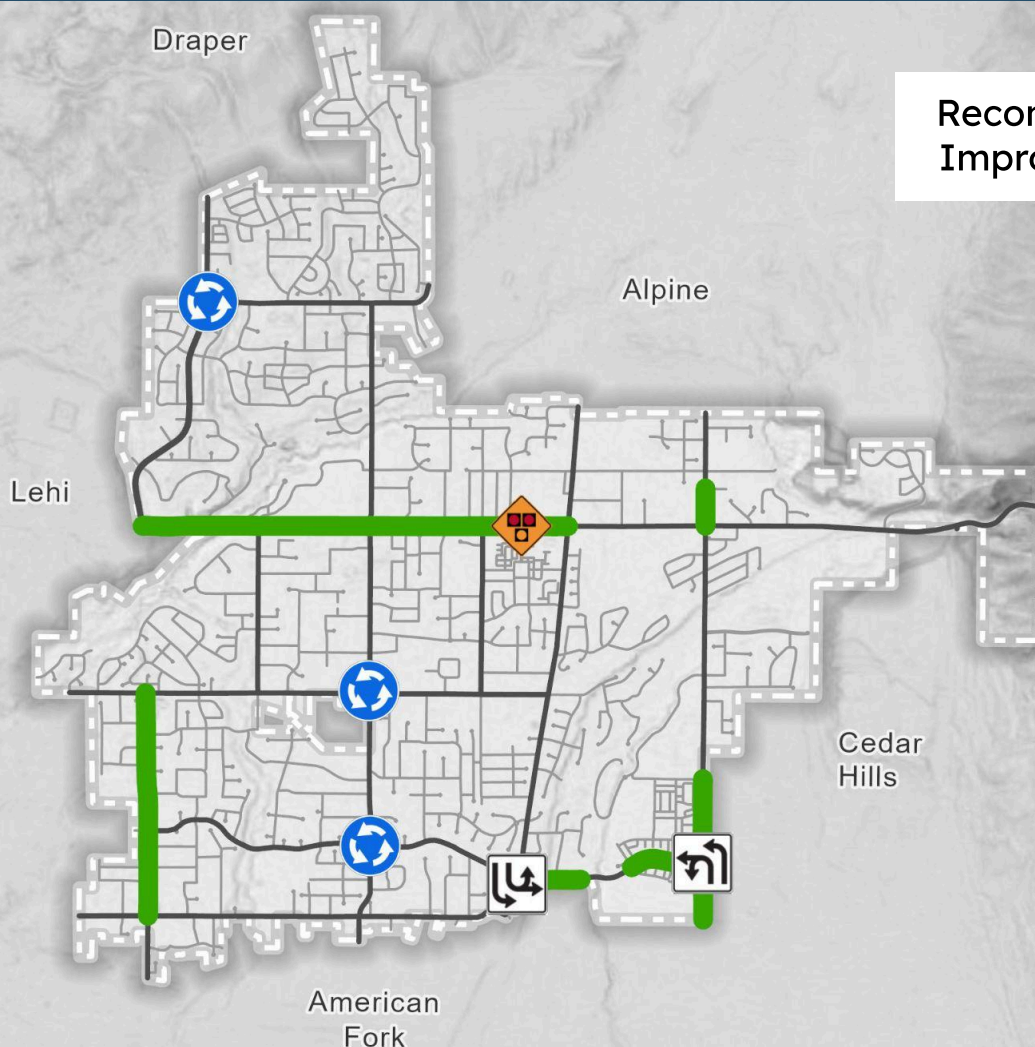
### Roundabout

Highland BLVD / 11800  
North  
  
6000 West/10400 North  
  
6000 West/Canal BLVD



### Ped Crossing

Timpanogos HWY/  
Town Center BLVD



Recommended  
Improvements

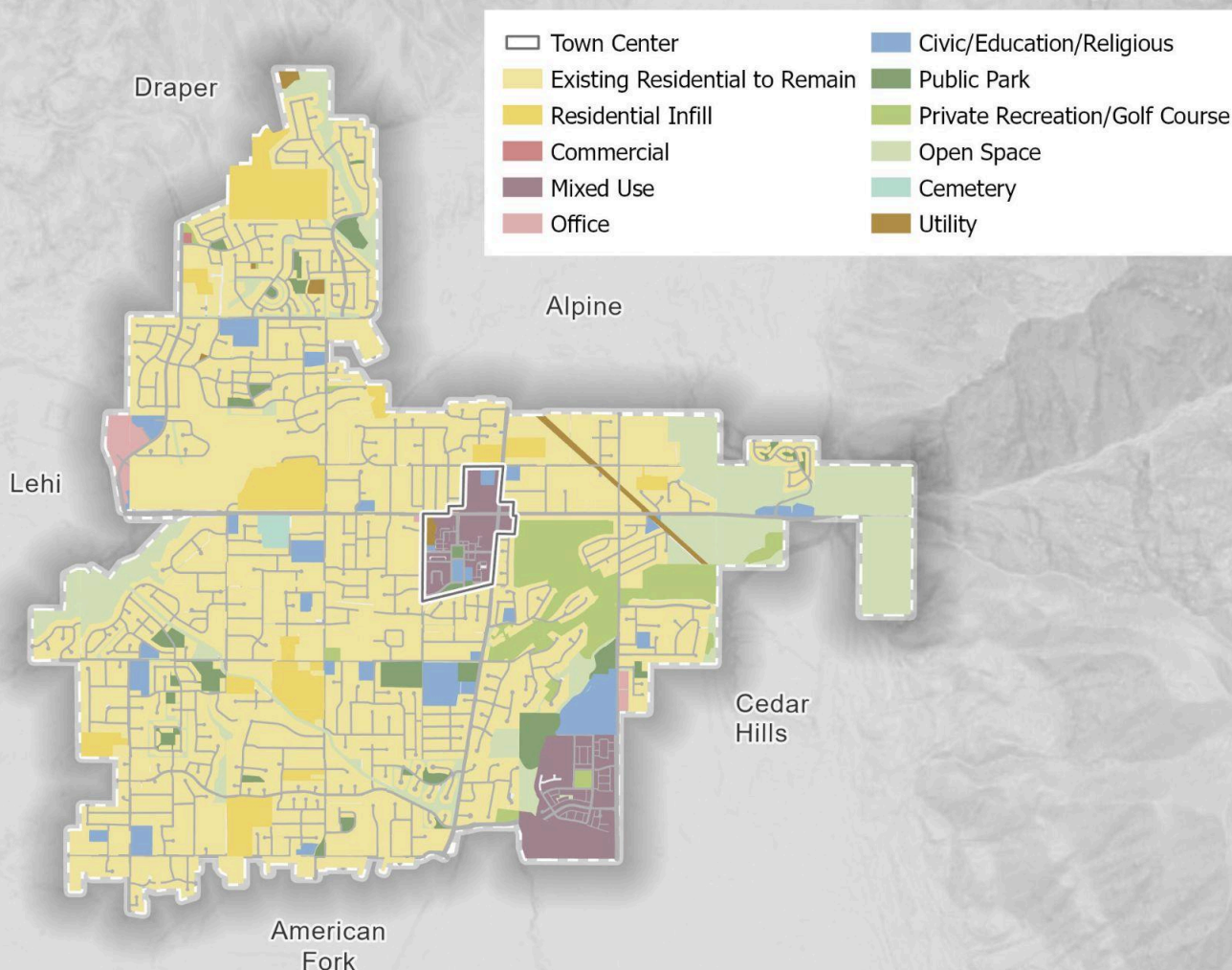


## 1.2 Highland Demographics

This section analyzes current and projected land use and demographic trends in Highland, including population characteristics like age, race, gender, income, education, and employment. These factors are essential for understanding the travel needs of Highland residents and used for the travel demand model, which forecasts traffic volumes and determines future transportation needs.

### Land Use

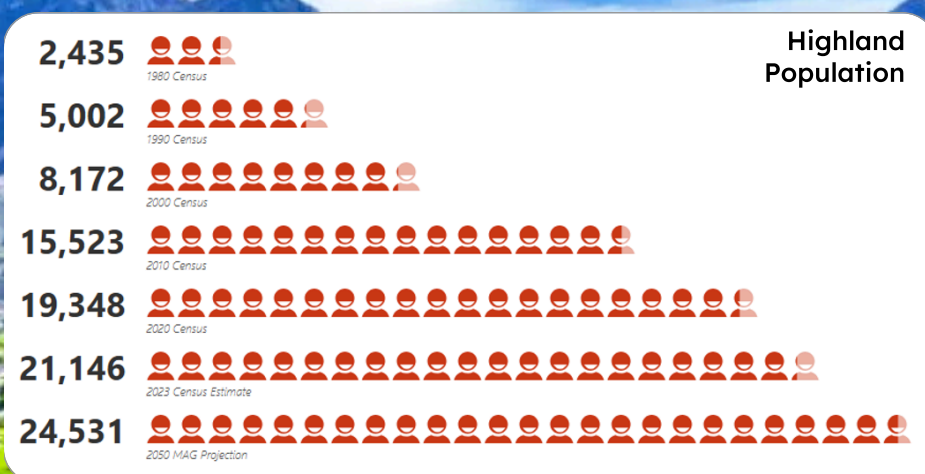
Land-use development significantly influences travel demand and, consequently, the requirements for a city's transportation network. As Highland develops and redevelops, changes to its transportation infrastructure will be necessary to accommodate increased travel demand. The MAG RTP 2023-2050 projects a 42% increase in Highland households, from 4,636 in 2023 to 6,606 by 2050, as depicted in the Highland Future Land Use Map.





## Population

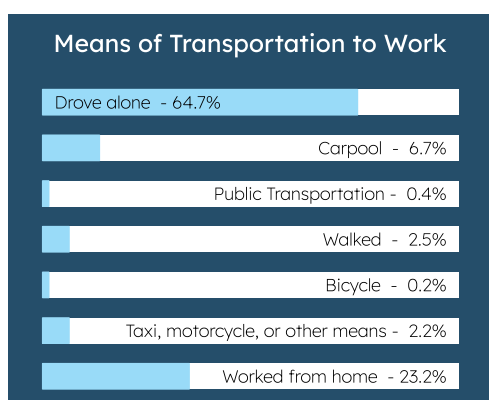
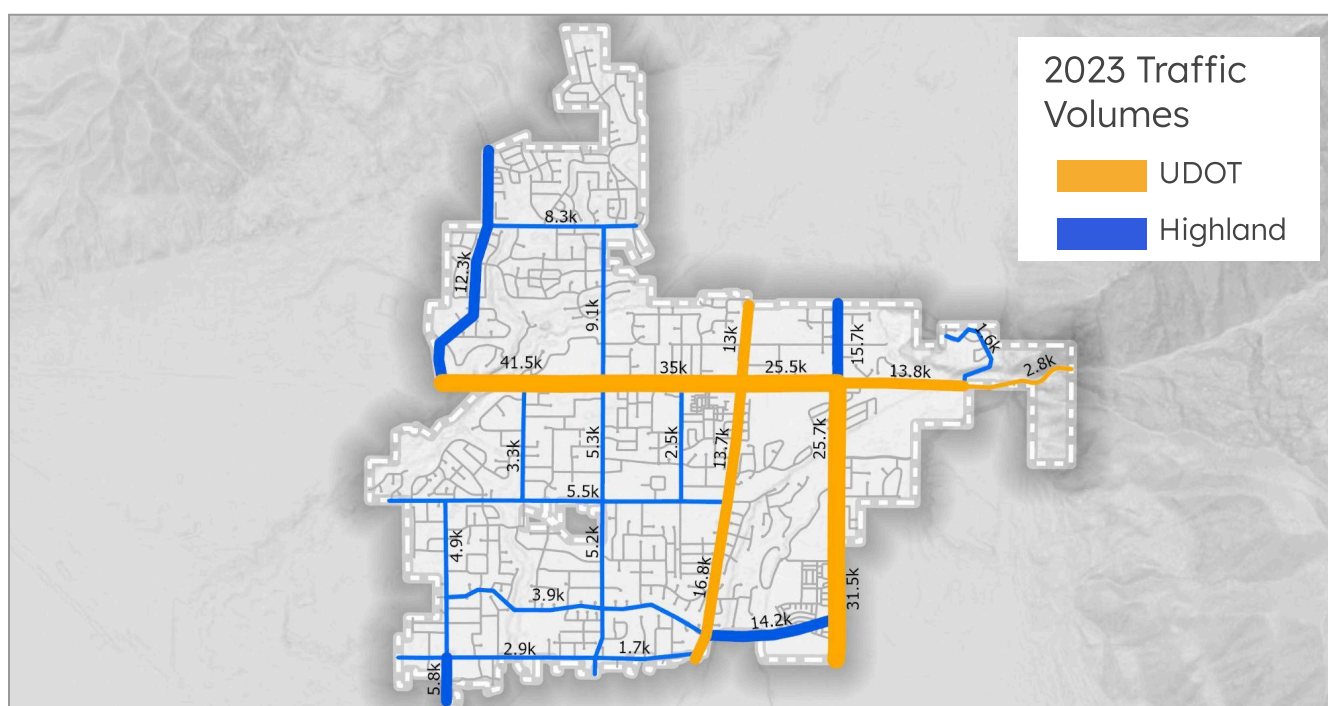
Highland and its neighboring communities have seen substantial population growth in recent decades, with Highland’s highest numerical population increase in the 2000s. With a 2024 estimate at 21,146, growth has stabilized with 2050 projections anticipated at 24,531. Similarly, Alpine and Cedar Hills, the communities that directly impact Highland traffic, have experienced similar growth and have limited growth projections in the future. The 2023 American Community Survey census data indicated an average of 4.10 persons per household, with a median household income of \$178,662. One important note, with the higher costs associated with housing and state and national trends showing household size decreases by 2050, Highland’s persons per household reduces to 3.71.



Population Growth Rate		Persons per Household		Income	
2010-20		2024		2024	
2021-23		2050			
2024-50					
24.6%		4.10		\$178,622	
9.3%		3.71			
16.0%					

## Employment and Journey to Work

Highland residents primarily use personal vehicles for commuting, with 65% driving alone and an average of three cars per household. Commute times average 22.5 minutes. Carpooling (7%), walking (2%), and public transit/bicycling are minimally used, while 23% work from home. Highland's economy is strong, with a 2.5% unemployment rate and a median household income of approximately \$178,662. The workforce is largely in professional, scientific, technical services, retail, and education, with many in management, office support, and sales, benefiting from proximity to "Silicon Slopes."



### Average Commute Time



### Unemployment Rate



## 1.3 TMP Development

To create a comprehensive vision for Highland's transportation network, ensuring both current and future needs are met, Hales Engineering led a Transportation Master Plan (TMP) project team in concurrence with the Highland General Plan update work conducted by Landmark. This involved engaging with the public, the planning commission and the city council. A summary of these initiatives follows.

### Project Team

City personnel and the consultant group formed a project team that convened regularly throughout the planning process, including a kickoff meeting, staff coordination meetings, and multiple meetings with the planning commission and the city council. This team worked concurrently with Landmark Design to develop an update to the Highland General Plan.

### Public Engagement

Highland's General Plan update involved public, stakeholder, and city official input on current concerns and future needs, including transportation. This process included public meetings, advisory committees, stakeholder interviews, resident surveys, and public workshops, crucial for developing the transportation plan. Engagement opportunities were a booth at the Highland Fling (08/03/2024), a Public Visioning Open House (09/18/2024), Advisory Committee meetings (08/12/2024, 10/30/2024), stakeholder interviews (11/12/2024), an Alternative Futures Public Workshop (11/20/2024), and a fall 2024 resident survey. Key transportation takeaways are:

Concerns about traffic enforcement, road conditions, and the network's capacity, especially with future development.

Prioritizing walking and biking, make safer and more comfortable, add better lighting on trails, complete sidewalks near schools.

A more connected and accessible transportation system to improve city-wide mobility.

A need for safety enhancements like crack repairs and clear speed limit signage.



## Planning Commission and City Council

Developing this Transportation Master Plan for Highland involved stakeholder meetings, including a city council/planning commission transportation workshop on April 8th, 2025. This workshop covered general plan elements, current and desired future conditions, and implementation strategies. Further coordination meetings with city representatives were also held to ensure the consistency and feasibility of future transportation projects outlined in this document.



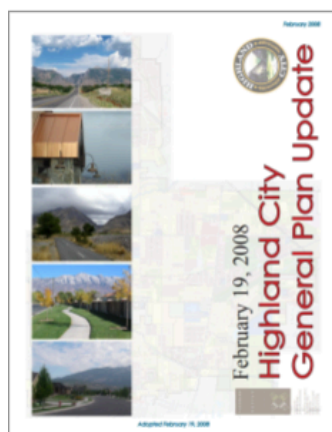
## 1.4 Previous Studies

An understanding of previous work was used to inform the work of the TMP. Multiple transportation plans, studies, and policies have been developed in the region including:



### **Alpine & Highland Active Transportation Plan (2023)**

The Alpine & Highland Active Transportation Plan is an existing regional study into the multimodal connections within Highland and Alpine cities. This Transportation Master Plan seeks to reflect this plan's regional consideration with updated and tailored specifications for each city.



### **Highland City General Plan (2008)**

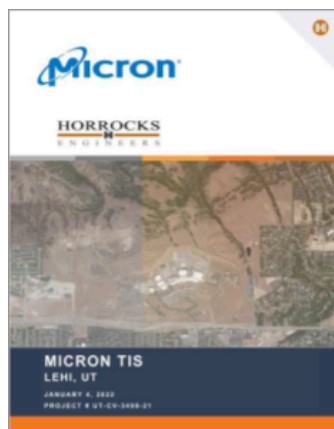
The Highland City General Plan serves as a foundational document. It is currently being updated in conjunction with this Transportation Master Plan (TMP) to integrate relevant information and adapt to the city's evolving needs, including changing growth patterns, housing, commercial development, and travel demands.



### **Highland Traffic Calming and Pedestrian Safety Manual (2023)**

The Highland Traffic Calming and Pedestrian Safety Manual captures key safety measures for road users and especially non-motorized users. This includes roadway classification, speed and severity of crash statistics, as well as multimodal safety mitigations. The safety principles from this document inform the safety considerations paired with road improvement approaches and projects listed.





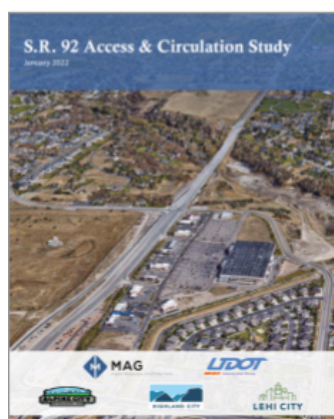
### **Micron Traffic Impact Study (2022)**

The Micron Traffic Impact Study analyzes the impact of a major residential development surrounding the former Micron Technology facility. This development is particularly important to factor into future roadway decisions because of its magnitude and the specific access points to Highland Boulevard. Expected increases in vehicle volumes and recommended mitigations from the project are factored into this Transportation Master Plan.



### **11800 North/Highland Boulevard Intersection Assessment (2024)**

The 11800 North/Highland Boulevard Intersection Assessment addresses concerns from Highland and Lehi regarding an intersection that has inherent safety concerns from the surrounding elementary school usage and fatal crash history. The study provides many general and site specific considerations for improving safety, including an added roundabout.



### **SR92 Access and Circulation Study (2022)**

UDOT, MAG, and the cities of Lehi, Highland, and Alpine commissioned a study to evaluate traffic operations and connectivity for the eastern portion of SR92 Timpanogos HWY. The study considered major intersections from Lehi Center ST to Canyon RD. Several off-corridor locations were evaluated where existing streets could be extended or connected to improve overall street network connectivity in the area. The plan recommended intersection improvements along Timpanogos HWY and the widening on Highland 4800 West/Canyon Crest RD to 5-lanes.





CHAPTER  
**2**

# ROADWAY NETWORK





## 2. Roadway Network

The purpose of this chapter is to discuss the characteristics and needs of the existing and future roadway networks. Recommendations for future improvements are discussed as well, based on the future land use plans and demographic projections. The analysis methodologies and models that were used are also discussed.

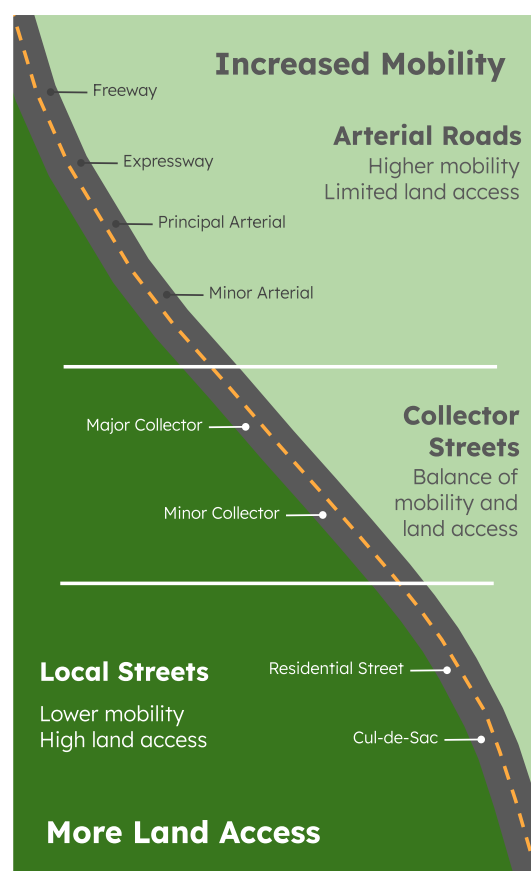
### 2.1 Function and Width

Functional roadway classifications identify what function roadways should perform before determining street widths, speed limits, intersection control or other design features.

#### Functional Classification

To develop the functional class system, roads are categorized into a hierarchical system and given a classification based on travel characteristics and destinations. The higher a street classification, the more mobility it provides with limited access. Lower street classifications have less mobility, but more access. The five classifications in Highland City are listed below. There are no freeways or expressways within Highland.

- **Principal Arterial:** High-mobility, high-speed roads connecting major centers, all UDOT-owned (e.g., Timpanogos HWY, North County BLVD).
- **Minor Arterial:** Complement principal arterials, connecting traffic generators for medium to short-distance travel, improving mobility.
- **Major Collector:** Supplement arterials, offering access control for shorter trips with narrower widths and lower speeds, all city-owned.
- **Minor Collector:** Facilitate low-speed traffic, offer more access and mobility than local streets, all city-owned.
- **Local Street:** Prioritize property access and low-speed traffic, designed to deter through-traffic, all city-owned unless designated otherwise.



## Typical Highway Cross Sections

Once highways are classified, corridor widths can be developed. Corridor widths are generally correlated with future traffic volumes, housing, commercial, and employment centers, community context, and active transportation needs. Ownership, planning, and maintenance of highways within Highland are by UDOT (Timpanogos HWY SR-92, Alpine HWY SR-74, North County BLVD SR-129) or by Highland City (all other roads).

- UDOT-owned Facilities: there are currently three corridor cross-sections and one proposed:
  - **Principal Arterial 5-lane**
  - **Principal Arterial 3-lane**
  - **Minor Arterial 3-lane**
  - Proposed **Principal Arterial 7-lane** future cross-section.
  - Note: All UDOT cross sections have varying rights-of-way width. This document does not detail existing and future UDOT cross-sections. Work with UDOT and Mountainland Association of Governments will need to occur to integrate the proposed 7-lane improvements into the regional transportation plan.
- Highland-owned Facilities: there are currently four existing corridor cross sections;
  - **Minor Arterial 3-lane** 74' ROW cross section (includes both a mid-block cross section and a cross section at intersections)
  - **Major Collector 3-lane** 66' ROW cross section
  - **Major Collector 2-lanes and Minor Collector 2-lane** 66' ROW cross section (same cross section for both functional types)
  - **Standard Local Street 2-lane** 56' ROW cross section
  - **Low Volume Local Street 2-lane** 56' ROW cross section.



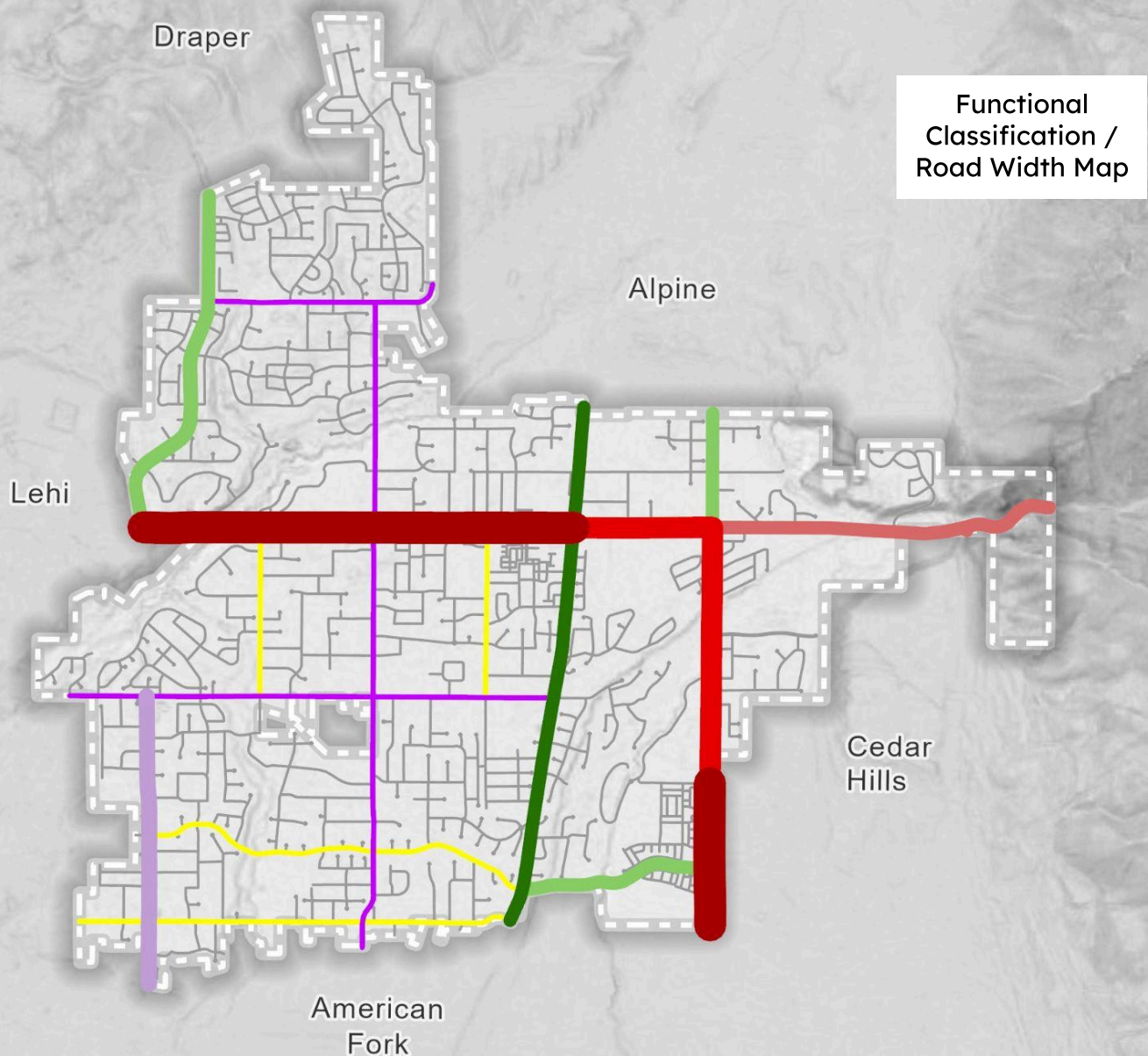
## Functional Classification and Road Widths

### UDOT Roads

- **Principal Arterial 7**  
7-lanes, ROW varies
- **Minor Arterial 3**  
3-lanes, ROW varies
- **Principal Arterial 5**  
5-lanes, ROW varies
- **Principal Arterial 3**  
3-lanes, ROW varies

### Highland Roads

- **Minor Arterial 3**  
3-lanes, ROW 74-feet
- **Minor Collector 2**  
2-lanes, ROW 66-feet
- **Major Collector 3**  
3-lanes, ROW 66-feet
- **Local Street 2**  
2-lanes, ROW 56-feet
- **Major Collector 2**  
2-lanes, ROW 66-feet



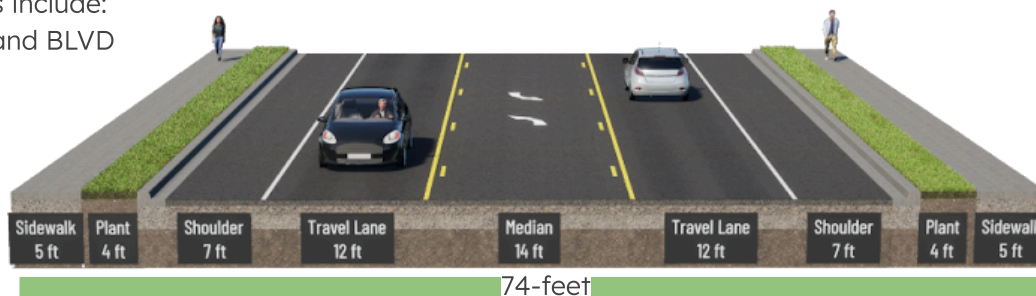


## Highland City Standard Roadway Cross Sections

These are the standard Highland City owned roads cross sections to be used for new development. Some current roads were built using different standards.

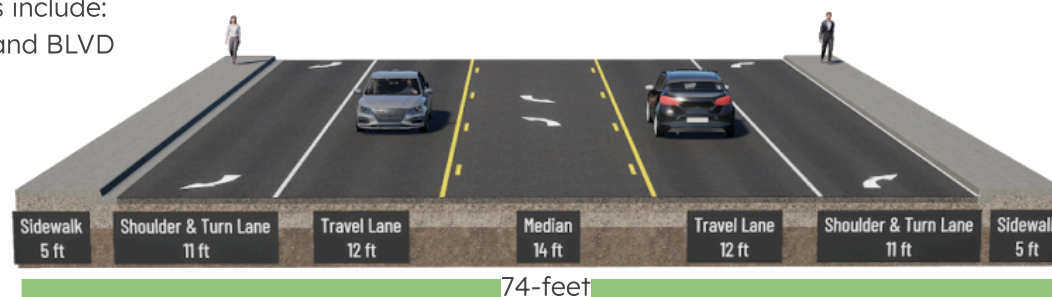
### Minor Arterial-3 Lane (mid-block)

Roads include:  
Highland BLVD



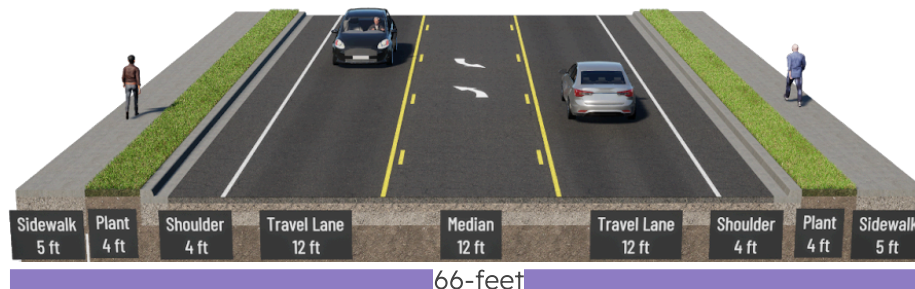
### Minor Arterial-3 Lane (at intersections)

Roads include:  
Highland BLVD



### Major Collector-3 Lane

Roads include:  
6800 West



### Major Collector-2 Lane Minor Collector-2 Lane

Major roads include:

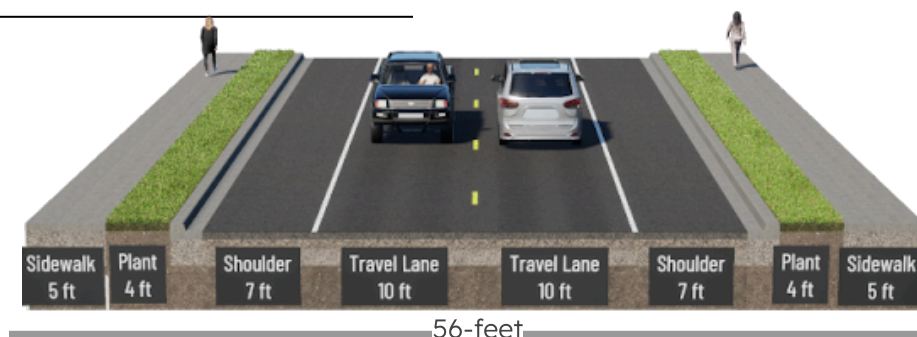
6000 West  
10400 North  
11800 North

Minor roads include:

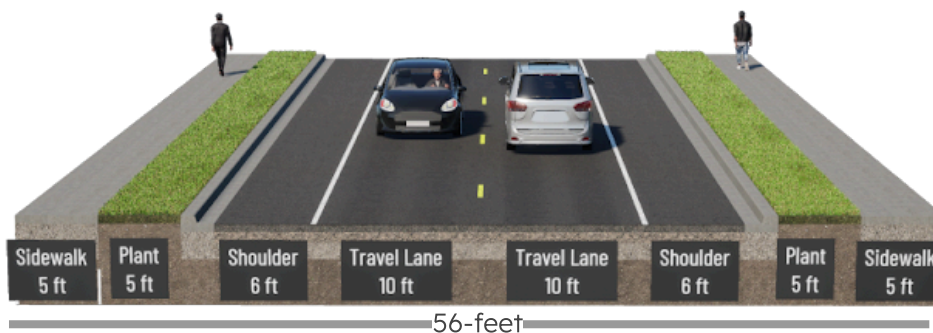
Canal BLVD (west)  
5600 West  
6400 West  
9600 South



### Standard Local-2 Lane



### Low Volume Local 2-Lane











## 2.2 Travel Demand

Understanding current travel patterns and how future local and regional growth will impact Highland City's transportation system is key for planning future transportation infrastructure. An analysis is done on existing and projected traffic volumes to ascertain the necessary improvements and expansions for the roadway network. This analysis includes defining the Level of Service (LOS) for each corridor, detailing roadway capacities, outlining the maximum vehicle volumes different road types can accommodate based on factors like lane count and signalization. A key component is the Travel Demand Model, which leverages regional data, population growth, and land-use changes to forecast future traffic volumes, calibrated against current traffic counts. Through LOS Calculation, these projected volumes are compared against roadway capacities to pinpoint segments likely to experience congestion in the future. Finally, the section presents an assessment of Existing Conditions, identifying current problem areas, and projects Future Conditions under both "no-build" (no new improvements) and "build" (with proposed improvements) scenarios to demonstrate the anticipated impact of recommended projects on alleviating congestion and enhancing overall service levels.



## Level of Service

Roadway traffic congestion is measured by Level of Service (LOS), a planning term that describes how well a roadway performs. LOS for roadway segments categorizes congestion based on the ratio of traffic volume to road capacity (V/C ratio), with levels ranging from A (free-flow) to F (heavy congestion). This analysis calculates daily LOS for roadway segments using projected Average Daily Traffic (ADT) and considering factors like lane count and functional classification. A minimum LOS of D is acceptable, and explanations or mitigation measures are provided for roadways calculated at LOS E or F.

Levels of Service			Volume / Capacity Ratio
<b>FREE FLOW</b> Low volumes and no delays.	LOS <b>A</b>		< 0.29
<b>STABLE FLOW</b> Speeds restricted by travel conditions, minor delays.	LOS <b>B</b>		0.30 - 0.49
<b>STABLE FLOW</b> Speeds and maneuverability closely controlled because of higher volumes.	LOS <b>C</b>		0.50 - 0.74
<b>STABLE FLOW</b> Speeds considerably affected by change in operation conditions. High density traffic restricts maneuverability; volume near capacity.	LOS <b>D</b>		0.75 - 0.84
<b>UNSTABLE FLOW</b> Low speeds; considerable delay; volume at or slightly over capacity.	LOS <b>E</b>		0.85 - 0.99
<b>FORCED FLOW</b> Very low speeds; volumes exceed capacity; long delays with stop-and-go traffic.	LOS <b>F</b>		1.00 >

## Roadway Capacities

The capacities for each roadway type were identified using Transportation Research Board (TRB) Highway Capacity Manual, 7th Edition, 2022 methodologies and based on common practice in Utah. Key factors that influence the capacity of a roadway include peak hour flow and number of travel lanes.

Roadway Capacity Ranges				
Lanes	A-C	D	E	F
2	< 7,600	11,400	12,800	15,100
3	< 8,900	13,400	15,100	17,800
5	< 18,400	27,600	31,300	36,800
7	< 27,700	41,500	47,000	54,000

## Travel Demand Model

The Wasatch Front Travel Demand Model, provided by the Mountainland Association of Governments (MAG), forecasts future traffic patterns by considering population growth, land development, and employment. Hales Engineering used 2023 base year data to align anticipated growth in Highland City with existing land use plans and projected developments through 2050. The model assumes approximately 164 acres of residential infill and 54 acres of mixed-use development, contributing an estimated 472 additional households by 2050. These numbers are in line with what is proposed in the current update of the Highland General Plan, requiring no modification to the model's average daily traffic (ADT) assumptions. The MAG model also indicates that 4800 West is slated for widening to five lanes as a phase 2 project (2033-2042) in their Regional Transportation Plan.

Being a regional travel model, adjustment and calibration to the local area is needed. To accurately assess the existing conditions of Highland City's roadway network, the consultant team collected traffic data. The team utilized data from previous projects, consisting of two-way roadway counts or turning movement counts at intersections. To derive existing conditions using the travel model, existing roadway operations were benchmarked against the MAG travel demand model's ADT using the collected counts. A calibration factor was applied to account for differences, which then adjusted base year ADTs as well as future scenarios for 2032 and 2050. Roadway capacity was determined using the Highway Control Manual 7th Edition standards based on existing lane counts. LOS was calculated from the ratio of ADT to capacity, categorizing performance into three tiers: acceptable (A-C), acceptable near threshold (D), and failing (E-F).

## Travel Model Socio-economic Data

The travel demand model uses Traffic Analysis Zones (TAZ) to assign trips to the transportation network. These zones are generally the size of a Census Block Group. Each TAZ includes population, household, and employment data, both for current data and future to 2050. This data is developed using Decennial Census data and Utah State estimates and projections made by the Kem G. Gardner Institute. In comparing this data to that proposed in the upcoming Highland General Plan, no adjustments were deemed necessary to be made to the MAG socio-economic data in this plan. This data along with roadway and transit data help the travel demand model predict traffic conditions in the base and future years due to planned growth.



## 2.3 Existing Conditions

Existing conditions look at the current infrastructure and traffic controlled intersections, current socio-economic data for households and employment, and the latest traffic counts to inform the traffic model in predicting a base year traffic scenario. This scenario is the basis for all future socio-economic and traffic conditions.

### Base Year Infrastructure Conditions

First an inventory of the current transportation is used to inform the travel demand model. Roadway functional types and number of lanes are used as well as intersection controls.

Currently on the main functionally classified roads in Highland City, there are:



**25** UDOT Lane Miles  
**36** Highland Main Roads Lane Miles  
**188** Highland Local Roads Lane Miles



**4** All Way Stop Sign Controlled Intersections



**11** Traffic Signal Controlled Intersections (all UDOT)



**1** High-Intensity Activated crossWalk signal (UDOT)

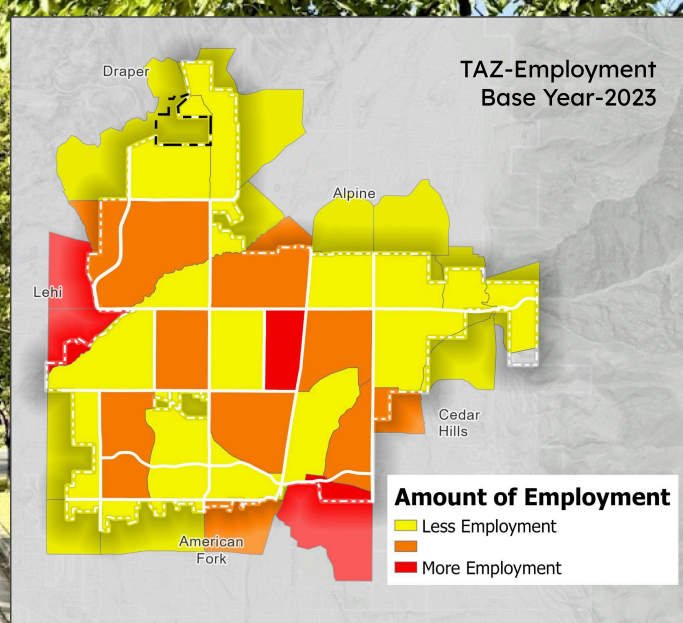
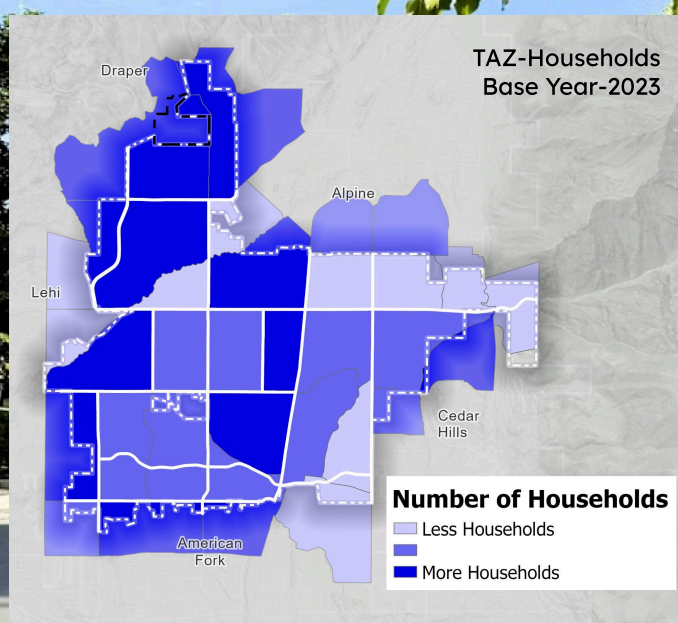


**18** Miles of Trails and Paths along Main Roadways

## Base Year 2023 Scenario - Socio-economic Data

Using the latest traffic and socio-economic data created in 2023, TAZ data informs the travel demand model to predict base year traffic conditions. The maps below show each TAZ zone and the level of intensity of housing and employment.

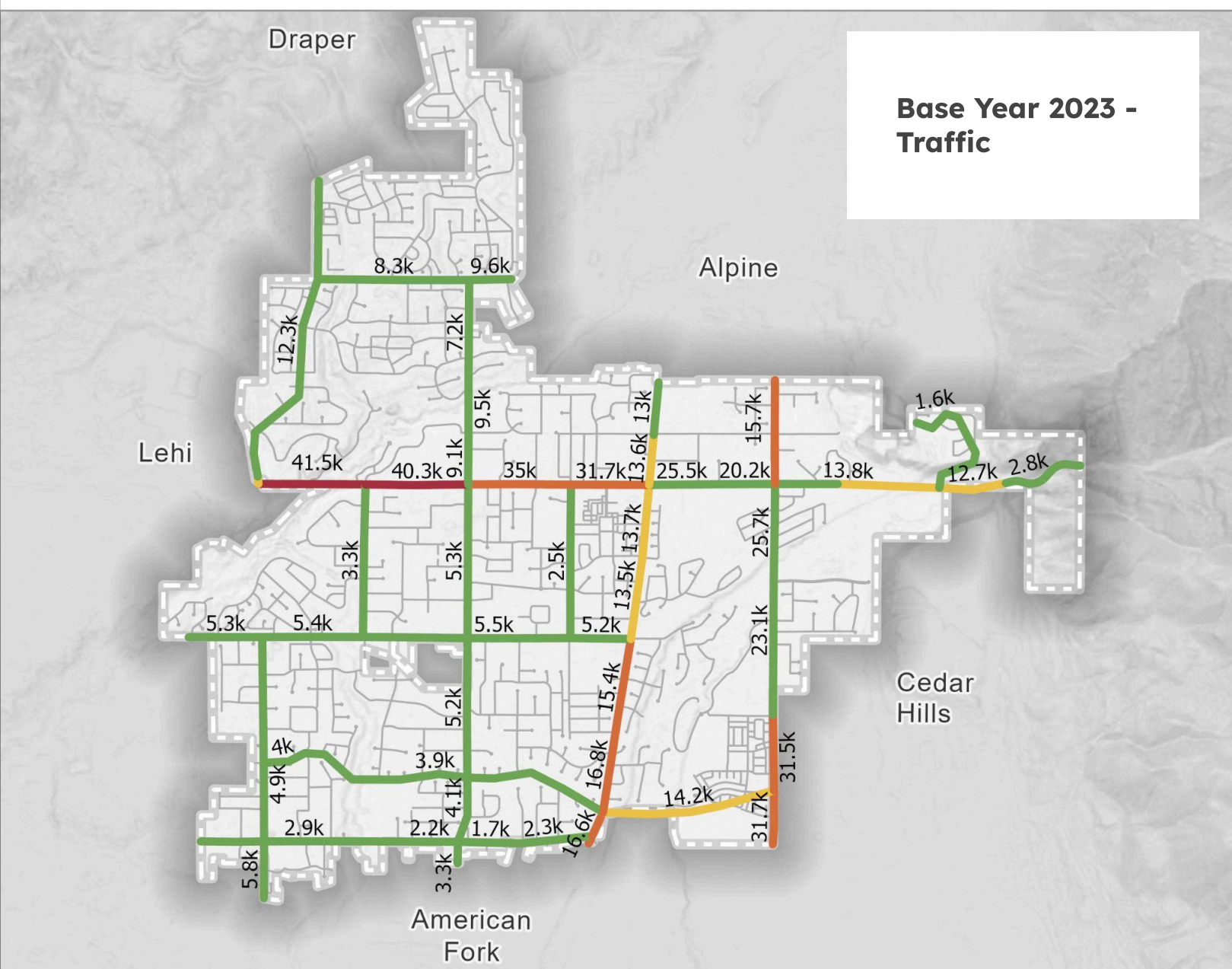
### Base Year 2023 - Socio-economic Data





## Base Year 2023 Scenario - Traffic

Based on travel model outputs and calibrated to UDOT and current traffic counts, all city roadways in Highland currently operate at an acceptable LOS D or higher, with the exception of certain roadway segments that operate at LOS E or F. These segments are short in nature and except on 4800 West, congestion today should be considered as acceptable.



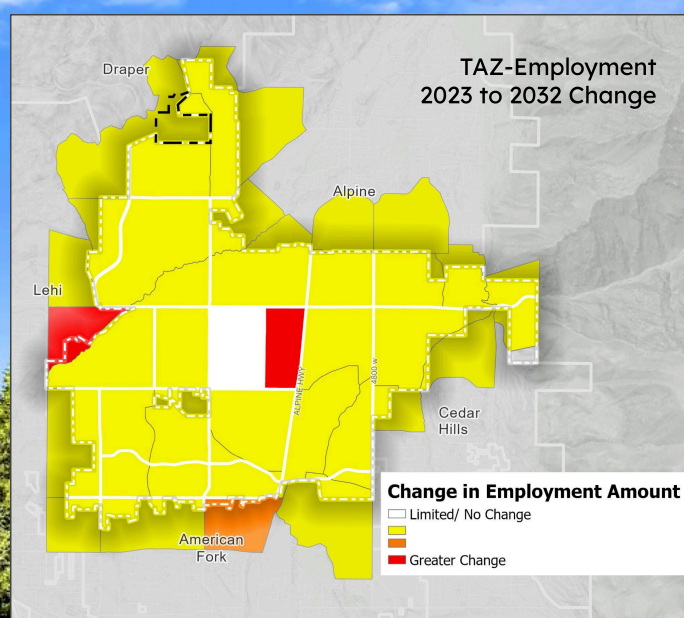
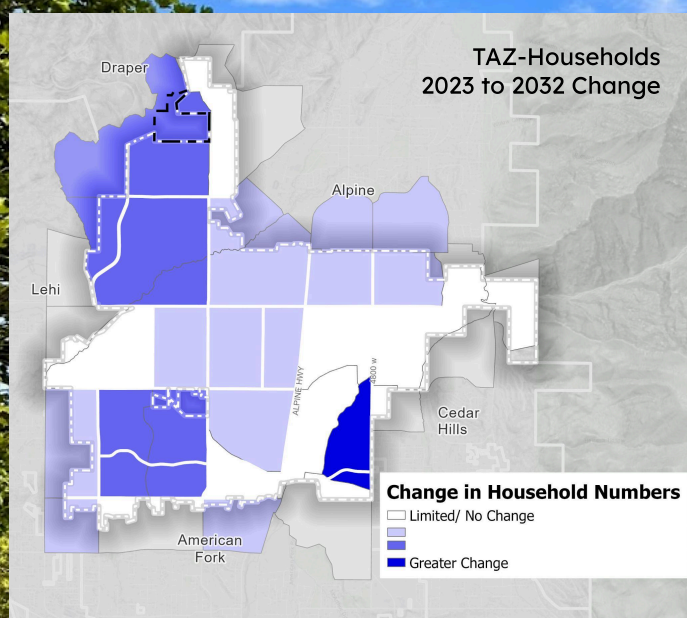
## 2.4 Future Conditions

Future conditions look at projected growth in the socio-economic data for households and employment and the latest traffic predictions to inform the traffic model in predicting a 2032 and 2050 traffic scenario. A No-build and Build scenario are run to see what impact growth has on the system with and without improvements made.

### 2032 Scenario - Socio-economic Data

Using the latest traffic and socio-economic projections, TAZ data is used to inform the traffic model to predict 2032 No-build and Build traffic conditions.

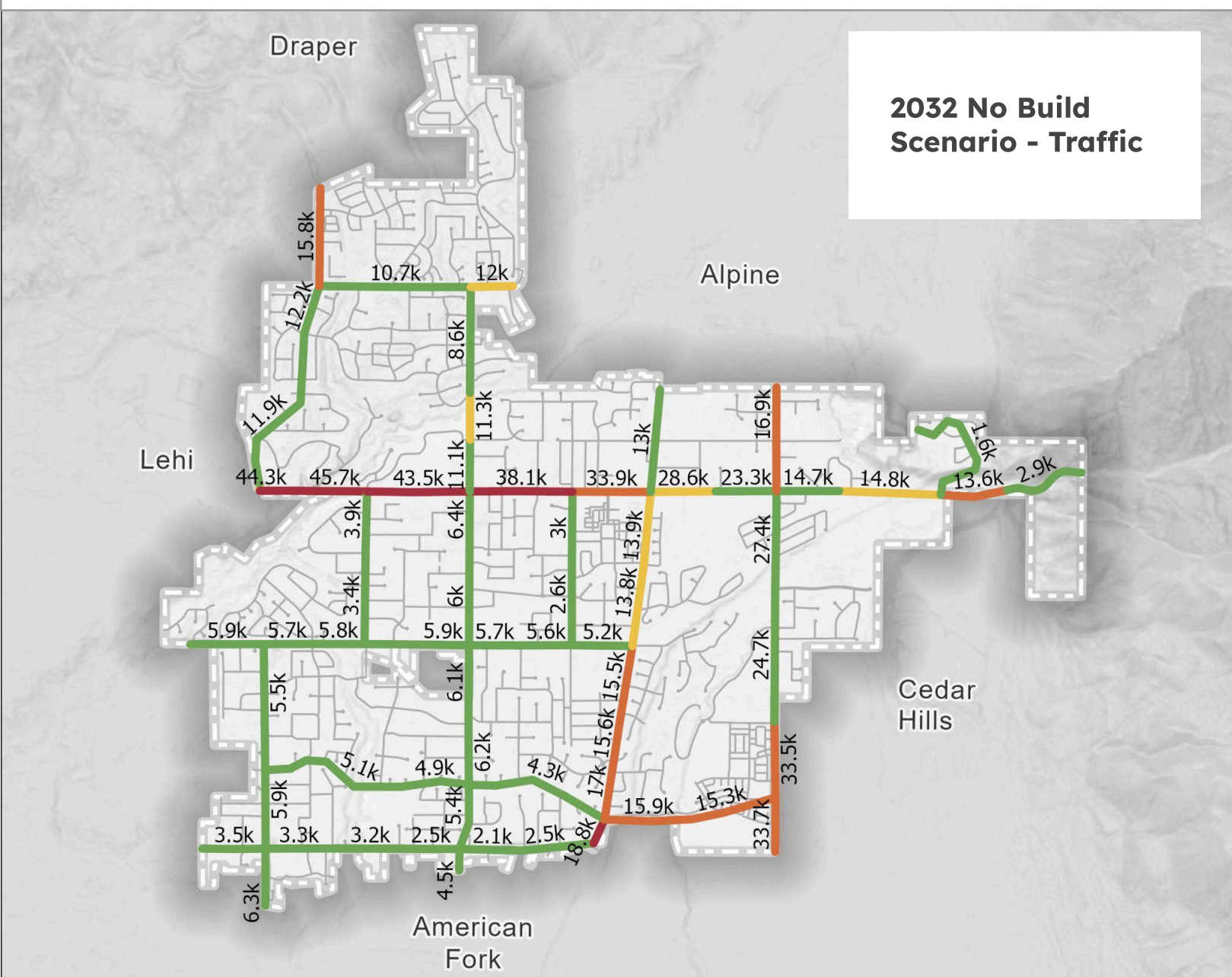
#### 2032 Change from Base Year - Socio-economic Data





## 2032 No Build Scenario - Traffic

In this scenario, population and employment growth are modeled in the year 2032. No new improvements are modeled to the transportation system. The results show which corridors will become congested, based on growth, without any improvements.





## 2032 Build Scenario - Traffic

In this scenario, population and employment growth are modeled in the year 2032 and two widening projects and three intersection projects are proposed.

### Proposed Improvements

- 4800 West; 2-SB travel lanes at Timpanogos HWY
- Canal BLVD; Double Left Turn Lanes off of Alpine HWY and North County BLVD
- Highland BLVD/11800 North New Roundabout
- Timpanogos HWY; Alpine HWY west into Lehi,| Widen to 7-lanes

A-C

Stable Flow

D

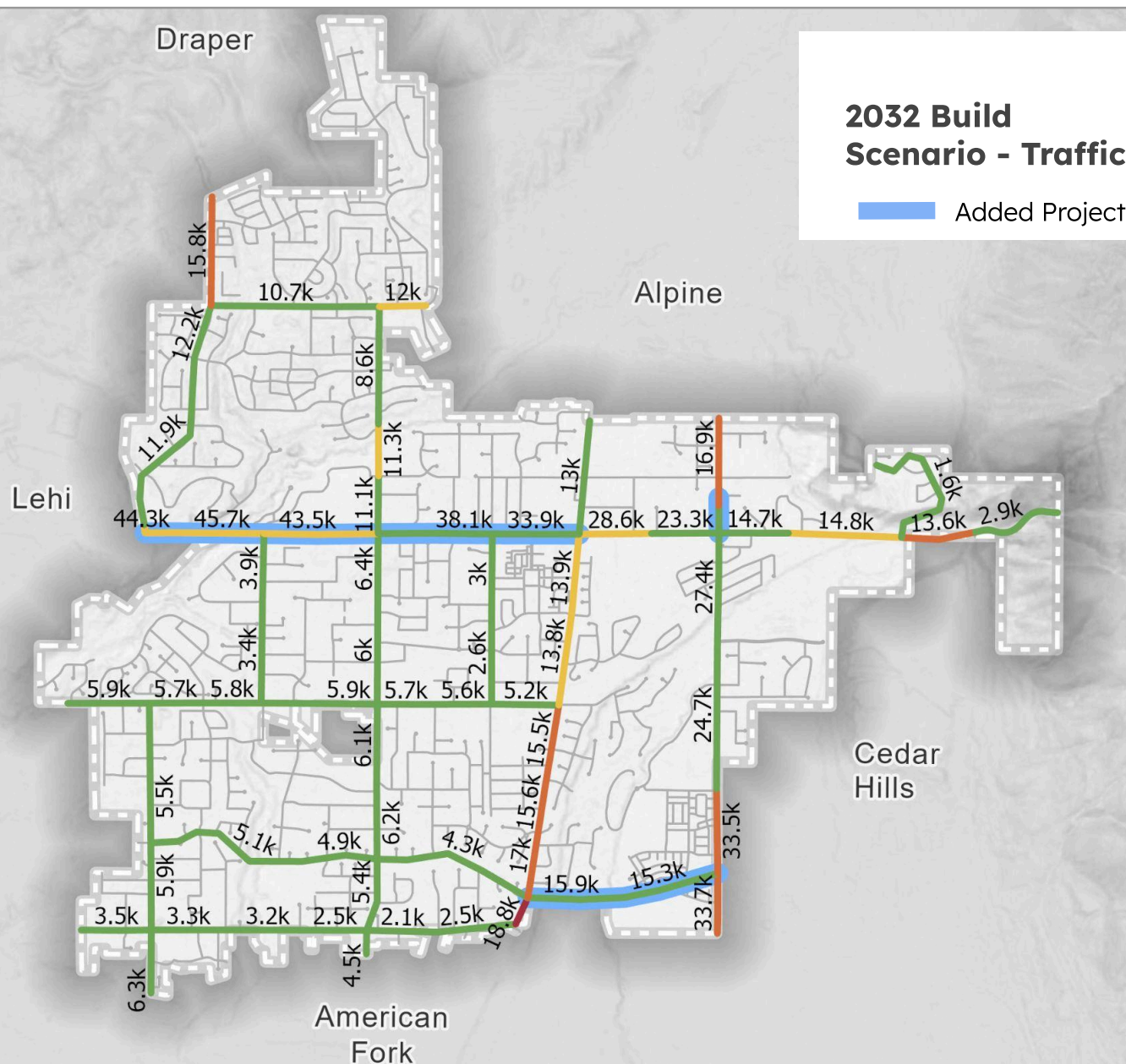
Stable Flow  
Near Capacity

E

Unstable Flow  
At Capacity

F

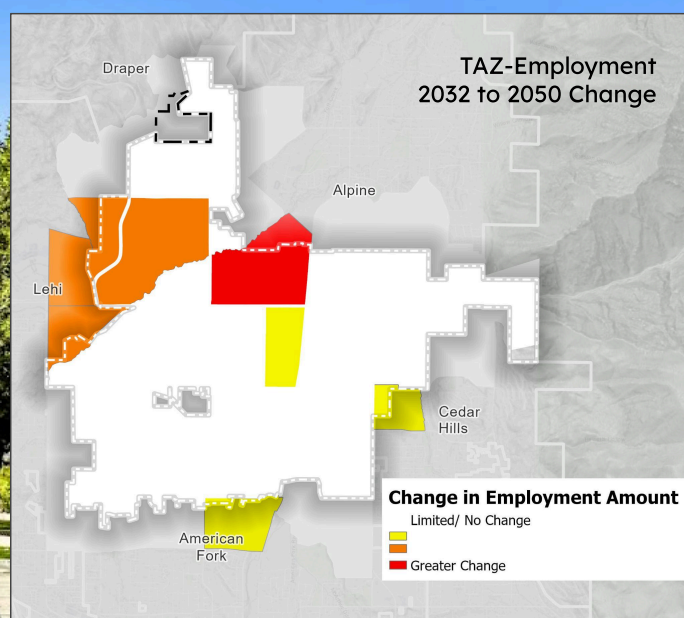
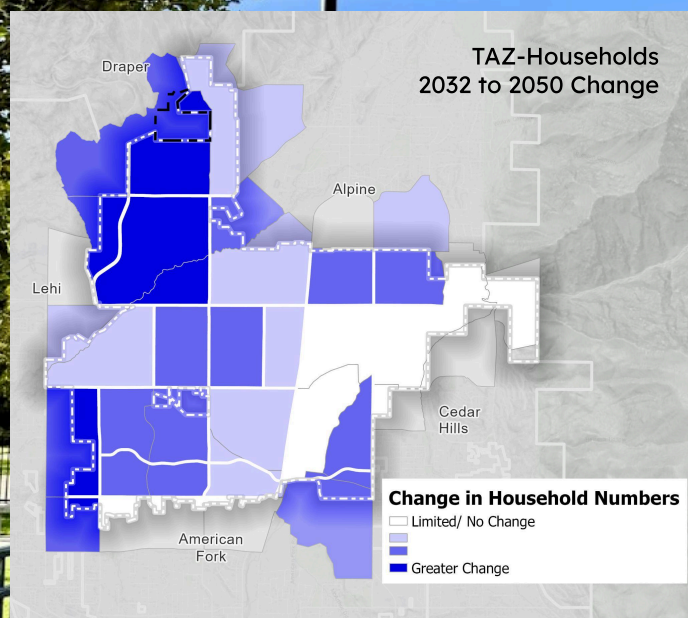
Force Flow  
Over Capacity



## 2050 Scenario - Socio-economic Data

Using the latest traffic and socio-economic projections, TAZ data is used to inform the traffic model to predict 2050 No-build and Build traffic conditions.

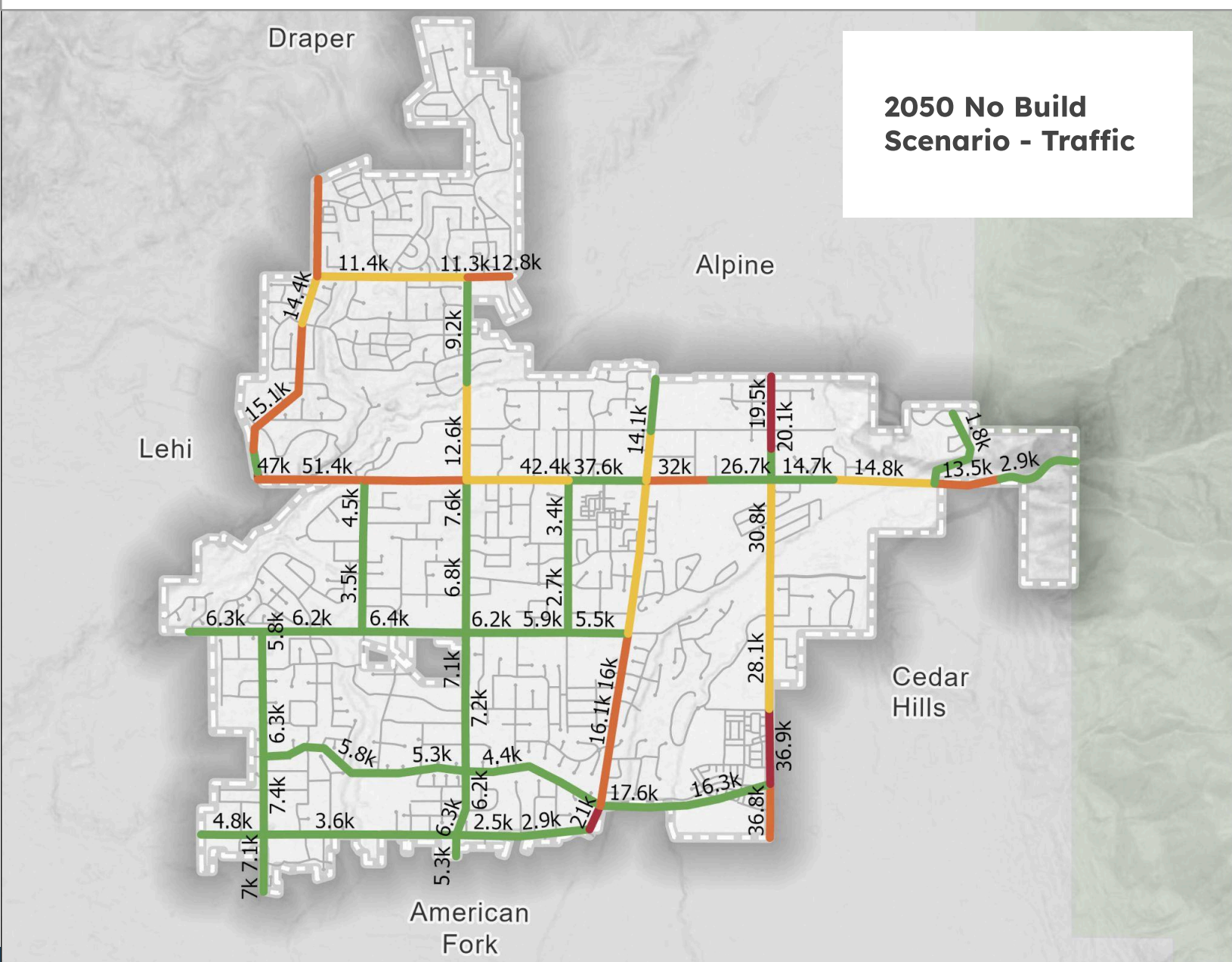
### 2050 Change from 2032 - Socio-economic Data





## 2050 No Build Scenario - Traffic

In this scenario, population and employment growth are modeled in the year 2050. Only 2032 Build Scenario projects are modeled to the transportation system. The results show which corridors will become congested, based on growth, without any improvements since 2032.



## 2050 Build Scenario - Traffic

In this scenario, population and employment growth are modeled in the year 2050 and a widening project and two intersection projects are proposed.

### Proposed Improvements

- North County BLVD; Canal BLVD south into AF, widen to 7-lanes
- 6000 West/10400 North; New Roundabout
- 6000 West/Canal BLVD; New Roundabout

A-C

Stable Flow

D

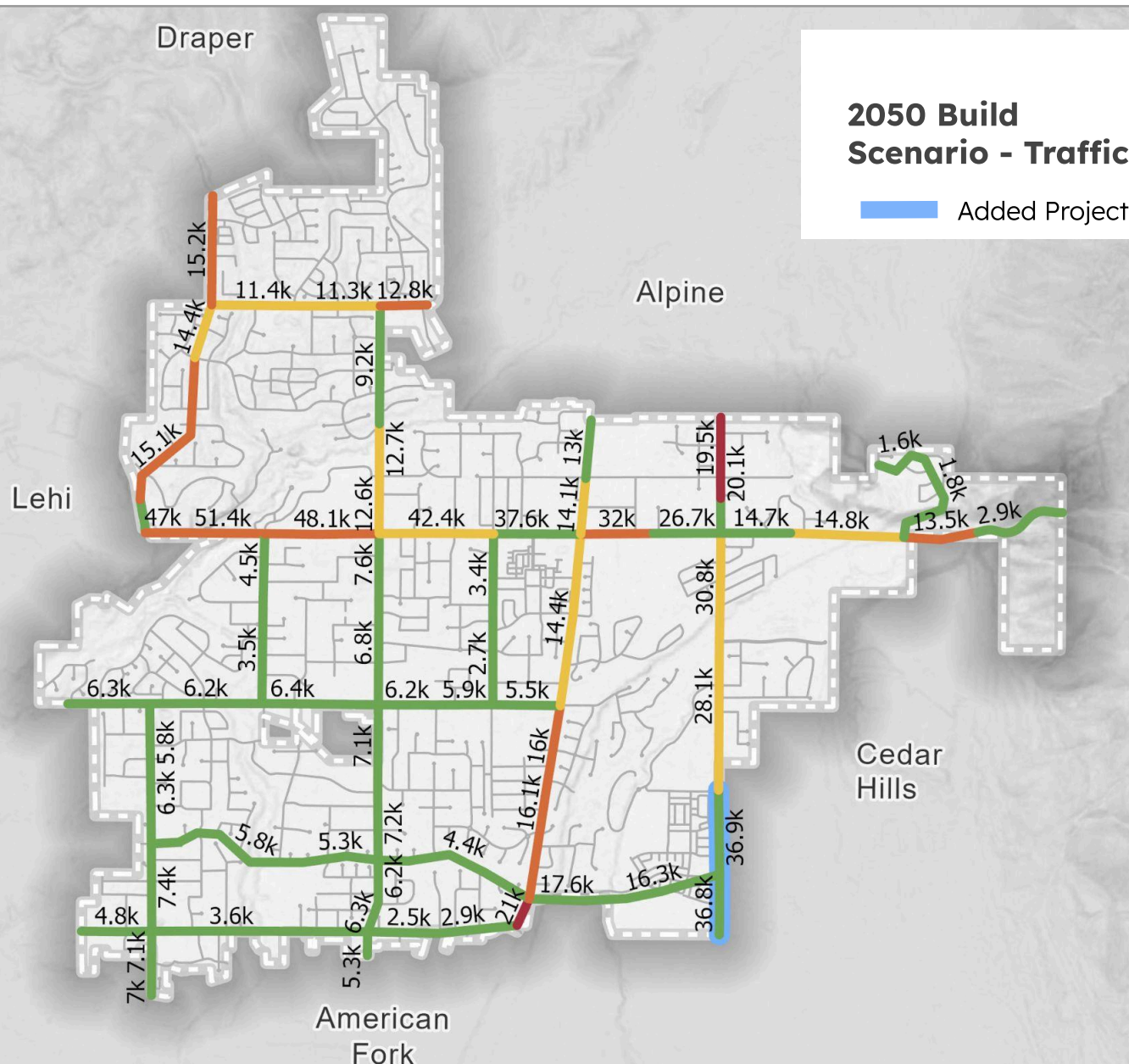
Stable Flow  
Near Capacity

E

Unstable Flow  
At Capacity

F

Force Flow  
Over Capacity



## 2.5 Recommendations

The proposed street network is designed for Highland City's projected build-out population of approximately 25,000, assuming the city remains a low-density residential community with primarily 1/3 to 1-acre single-family lots, consistent with current public policy. Significant shifts in land development policy towards higher densities would necessitate re-evaluation and modification of this plan. These recommendations should be continuously reviewed and updated to reflect evolving conditions and public policy. Major changes to either the transportation or land use elements of the general plan should only occur with careful consideration of their mutual impacts.

The core components of the proposed street network enhancements are outlined below. While the timing and prioritization of these recommendations will depend on various factors like growth timing and location, the paramount goal is to identify corridors to preserve adequate right-of-way for long-term capacity requirements.

### Highland Road Widening Projects

These projects are proposed to address growth and deficiencies within the transportation system. These should be considered the major additions to the network.

#### 1. 4800 West; Timpanogos HWY to Alpine

**Proposed Improvement:** Add additional southbound through lane before the Timpanogos HWY intersection, improve intersection geometrics, add active transportation Off-street Side Path/Shared Use Path.

The existing 3-lane minor arterial configuration of 4800 West (comprising two travel lanes and one continuous center turn lane) is currently insufficient to manage the present traffic volumes, leading to congestion. Furthermore, the intersection of 4800 West and Timpanogos Highway exhibits deficiencies, primarily



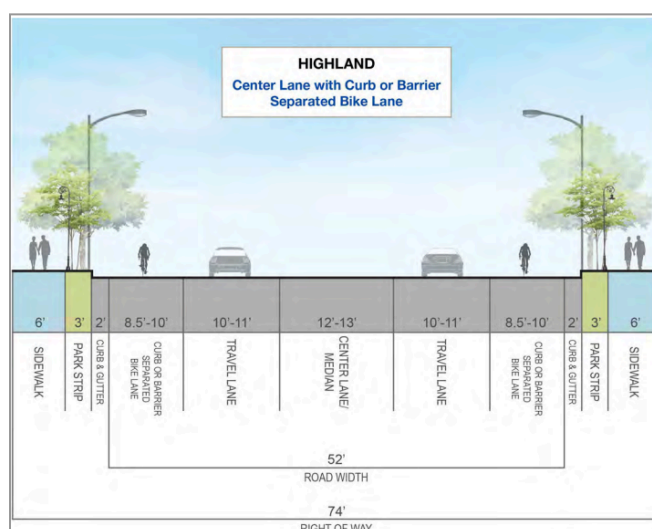


concerning the restricted width of the 4800 West approach. To address these issues, it is proposed to widen 4800 West to a four-lane facility. This expanded design would include two southbound lanes, one northbound lane, and a continuous center turn lane, facilitating improved access to neighboring properties. The project also incorporates upgrades to the North County BLVD/4800 West/Timpanogos HWY intersection. While the SR92 Access & Circulation Study (2022) identified the need for a five-lane road for enhanced regional connectivity, and the MAG Regional Transportation Plan anticipates the construction of this project by 2032, with traffic modeling suggesting a five-lane configuration would be optimal for service in both Highland and Alpine, the city council has opted for the four-lane solution outlined in this plan. This decision is primarily influenced by constraints related to limited right-of-way and potential adverse impacts on adjacent properties. The implementation of this four-lane design will serve as an initial assessment to determine if it sufficiently alleviates traffic congestion, potentially precluding the necessity for a full five-lane expansion. The Alpine & Highland Active Transportation Plan (2023) shows this road with a Backbone - Off-street Side Path/Shared Use Path.

## 2. 6800 West

**Proposed Improvement: create a continuous turn lane, adding shoulder, curb, and sidewalk (where needed), add On-street Buffered/Separated Bike Lanes.**

This 3-lane (2-travel lanes and 1-continuous center turn lane) major collector corridor serves as an important north/south route in western Highland City connecting 10400 North southward to the dense commercial areas along State ST (US-89) to the south in American Fork. This cross-section is consistent with that of American Fork. The city is planning a 74-foot cross-section for this road with two travel lanes and a continuous turn lane. The Alpine & Highland Active Transportation Plan (2023) shows this road with an On-street Buffered/ Separated Bike Lanes.



## Highland Road Improvement Projects

These are smaller projects that include improvements including turn lanes, shoulders, curb, sidewalks, and active transportation projects associated with the corridor.

### 1. 5600 West

**Proposed Improvement: add sidewalk, curb and shoulder, storm drain, and On-street Bike Lanes.**

This 2-lane minor collector road connects 11000 North and 10400 North. Improvements on the road are not consistent and have been implemented with new residential development. It is the intent of Highland City that the road be built to the specifications of a minor collector with a 42' pavement within a 66' right-of-way including sidewalks on each side, shoulders, and storm drain improvements where needed. The Alpine & Highland Active Transportation Plan (2023) project number 77H shows this road with On-street Bike Lanes as a way to delineate a place for cyclists and to act as a form of traffic claiming.

### 2. 6000 West

**Proposed Improvement: add sidewalk, Off or On-street Side Path/Shared Use Path, curb and shoulder, storm drain, and On-street Buffered or Curb Separated Bike Lanes.**

This 2-lane major collector is one of the few north/south routes that connects Alpine, Highland City, and American Fork. Because of this, it will continue to carry traffic volumes consistent with a collector street. Similar to other legacy collector roads in Highland, improvements on the road are not consistent with different improvements made with past rural development and new residential development. This corridor has schools and churches along it making active transportation a priority. Recommendations include focusing on active transportation improvements to provide access to adjacent churches and schools. The Alpine & Highland Active Transportation Plan (2023) project number 11H shows as a priority project having either an On-street or Off-street Backbone Side/Shared Use Path and an On-street Buffered/Separated Bike Lanes. As a part of any active transportation project, the city should secure funding to include full curb, shoulder, and storm drain improvements.

### 3. 6400 West

**Proposed Improvement: add sidewalk, curb and shoulder, storm drain, and On-street Bike Lanes.**

Similar to 5600 West, this 2-lane minor collector road connects 11000 North and 10400 North. Improvements on the road are not consistent and have been implemented with new residential development. It is the intent of Highland City that the road be built to the specifications of a minor collector with a 42' pavement within a 66' right-of-way including sidewalks on each side. The Alpine & Highland Active Transportation Plan (2023) project number 25H shows this road with On-street Bike Lanes as a way to delineate a place for cyclists and to act as a form of traffic claiming.

### 4. 9600 North

**Proposed Improvement: add sidewalk, curb and shoulder, storm drain, and On-street Bike Lanes.**

This 2-lane minor collector road serves as the southernmost route in the city providing access from Lehi in the west to Alpine HWY (SR-74). The corridor exhibits a rural footprint with limited curb, gutter, and sidewalk. Due to multiple driveways and access points, Highland City plans for 66 feet of right-of-way with two travel lanes. It is recommended that curb, gutter, and storm drain be added in the future. The Alpine & Highland Active Transportation Plan (2023) project number 33H shows this road with On-street Bike Lanes as a way to delineate a place for cyclists and to act as a form of traffic claiming.

### 5. 10400 North

**Proposed Improvement: add sidewalk, Off-street Side Path/Shared Use Path, curb and shoulder, and storm drain.**

This 2-lane major collector serves east/west travel through the central portion of Highland City and provides access to Highland City offices and to Mountain Ridge Junior High. From the western city boundary to approximately 6500 West, the road has been improved with curb, gutter, and sidewalks on both sides. These improvements have occurred with residential development in the area. Between 6500 West and the Alpine Highway, improvements are inconsistent. It is the intent of the city that the road be built to be consistent with the city's standard cross-section for this type that includes shoulders, curb, gutter, park strips, and sidewalks and the parkway detail on both sides. This is most likely to occur when development and/or redevelopment of existing land uses occur. Where

necessary, widening at intersections to provide for left-turn lanes would be highly desirable for both capacity and safety. The Alpine & Highland Active Transportation Plan (2023) project number 17H shows having a Off-street Backbone Side/Shared Use Path. As a part of any active transportation project, the city should secure funding to include full curb, shoulder, and storm drain improvements.

## 6. 11800 North

**Proposed Improvement: add sidewalk, Off-street Side Path/Shared Use Path, curb and shoulder, storm drain.**

This 2-lane major collector road serves as a main connection to Alpine on the east and will connect into Lehi on the west. Minor improvements are proposed with curb and sidewalk east of 6000 West to the eastern city boundary, a roundabout at Highland BLVD, and the new connection road west of Highland BLVD into Lehi. The Alpine & Highland Active Transportation Plan (2023) project number 3AH shows as a priority project having an Off-street Backbone Side/Shared Use Path.

## 7. Canal BLVD; Alpine HWY to 6800 West

**Proposed Improvement: add sidewalk, Off-street Side Path/Shared Use Path, curb and shoulder, storm drain.**

With 2-travel lanes, this minor collector has few improvements needed. These include curb and sidewalk in a few undeveloped areas. It is the city's desire that this road be used to channel traffic from Highland and Cedar Hills over the 6800 West to connect south into the American Fork commercial areas, rather than 9600 South. The Alpine & Highland Active Transportation Plan (2023) project number 21H shows this road having a Backbone Off-street Backbone Side/Shared Use Path.

## Highland Intersection Improvement Projects

These are stand-alone intersection improvements and intersection projects that warrant widening of adjacent corridors. An important factor in determining the capacity of the transportation system is type of intersection control. Appropriate traffic control is necessary to provide access and safe roadway operations.

### 1. Canal BLVD at Alpine HWY and North County BLVD

**Proposed Improvement:** add double left turns at Alpine HWY and North County BLVD, add receiving lanes for the double left turn movement, preserve current trail.

This 3-lane (2-travel lanes and a continuous center turn lane) minor arterial corridor provides an east-west connection between the Alpine HWY and the commercial uses and high school on North County BLVD. Due to limited spacing of other east/west corridors in the area, this corridor carries heavier loads of local and regional traffic. Left turn movements at the intersections at Alpine HWY and North County BLVD onto Canal BLVD by 2050 warrant double left turn lanes which will require widening on Canal BLVD for receiving lanes. Generally, widening the entire corridor is warranted, but due to limited right of way and the impacts to adjacent properties, a hybrid solution is proposed. This would use a similar cross section with two travel lanes at the intersections to receive the double left turns tapering down to one lane mid-corridor. In essence, one lane would be added to most of the corridor creating at Alpine HWY 2-lanes EB, 1-lane WB and at North County BLVD 2-lanes WB, 1-lane EB. Coordination with UDOT will need to occur due to the intersections being on state roads and the signals are owned and maintained by UDOT.



### 2. Highland BLVD/11800 North

**Proposed Improvement:** add roundabout.

Intersection warrants traffic control with a roundabout being the recommended solution.



### 3. 6000 West/10400 North

**Proposed Improvement: add roundabout.**

This project is proposed as an improvement project and for traffic calming purposes.

### 4. 6000 West/Canal BLVD

**Proposed Improvement: add roundabout.**

This project is proposed as an improvement project and for traffic calming purposes.

## UDOT Road Widening Projects

These are the major backbone corridors in Highland City. They are maintained by UDOT. Proposed widening projects are currently not within the MAG Regional Transportation Plan (RTP). Coordination with MAG and UDOT will need to occur to place projects within the upcoming 2027 RTP update.

1. **North County BLVD SR 129 (7-Lane Arterial):** This UDOT owned highway is a major north/south facility within the region with many high-value destinations. Traffic projections indicate a need for a 7-lane cross-section is warranted by 2050 from Canal BLVD southward into American Fork. This project is not currently in the current MAG Regional Transportation Plan. It is recommended that the city collaborate with MAG and UDOT to prioritize this project in the upcoming 2027 plan update. The Alpine & Highland Active Transportation Plan (2023) shows this road having a Backbone Off-street Side/Shared Use Path, the MAG Regional Transportation Plan does not currently list a trail on this corridor.
2. **Timpanogos HWY SR-92 (7-Lane Arterial):** This UDOT owned highway will continue to serve as Highland City's primary east-west route, connecting northeast Utah County communities (Highland, Alpine, Cedar Hills, eastern Lehi) to I-15. Traffic projections indicate a need for a seven-lane cross-section from I-15 to Alpine HWY (four travel lanes and a continuous center turn lane), transitioning to 5-lanes between Alpine HWY and North County BLVD, and 3-lanes eastward to Canyon RD. The SR92 Access & Circulation Study focused on intersections, concluding that a seven-lane cross-section is needed at major intersections west of Alpine Highway. Traffic modeling suggests a 7-lane

cross-section is warranted for the entire stretch. Although this project was previously in MAG's Regional Transportation Plans, it was omitted from the latest version. It is recommended that the city collaborate with MAG and UDOT to prioritize this project in the upcoming 2027 plan update.

Highland City emphasizes maintaining its "Parkway Detail" and side treatments along SR-92 within city limits. Ideally, a ten-foot paved pedestrian and bicycle path, along with an additional one-lane bicycle lane for faster cyclists, should be provided on both sides of the road. At-grade crossings should be restricted to intersections, and access should be strictly controlled to ensure efficient, high-volume traffic flow. The Alpine & Highland Active Transportation Plan (2023) shows this road having a Backbone Off-street Side/Shared Use Path with the MAG Regional Transportation Plan supporting this with an identified ten-foot trail. Understanding that this corridor constricts pedestrian connectivity, a Ped HAWK signal or bridge separated crossing should be studied near Town Center BLVD to allow for better connectivity between these two areas of the city.

## Recommended Improvements

With future growth, improvements are needed to keep the overall highway network acceptable congestion levels. Details of how these projects were developed or explained further within the document.

### Road Widen

4800 West (SB lane)  
6800 West (turn lane)  
Timpanogos HWY  
North County BLVD



### Double Left Turns

Canal BLVD /  
Alpine HWY  
  
Canal BLVD /  
North County BLVD



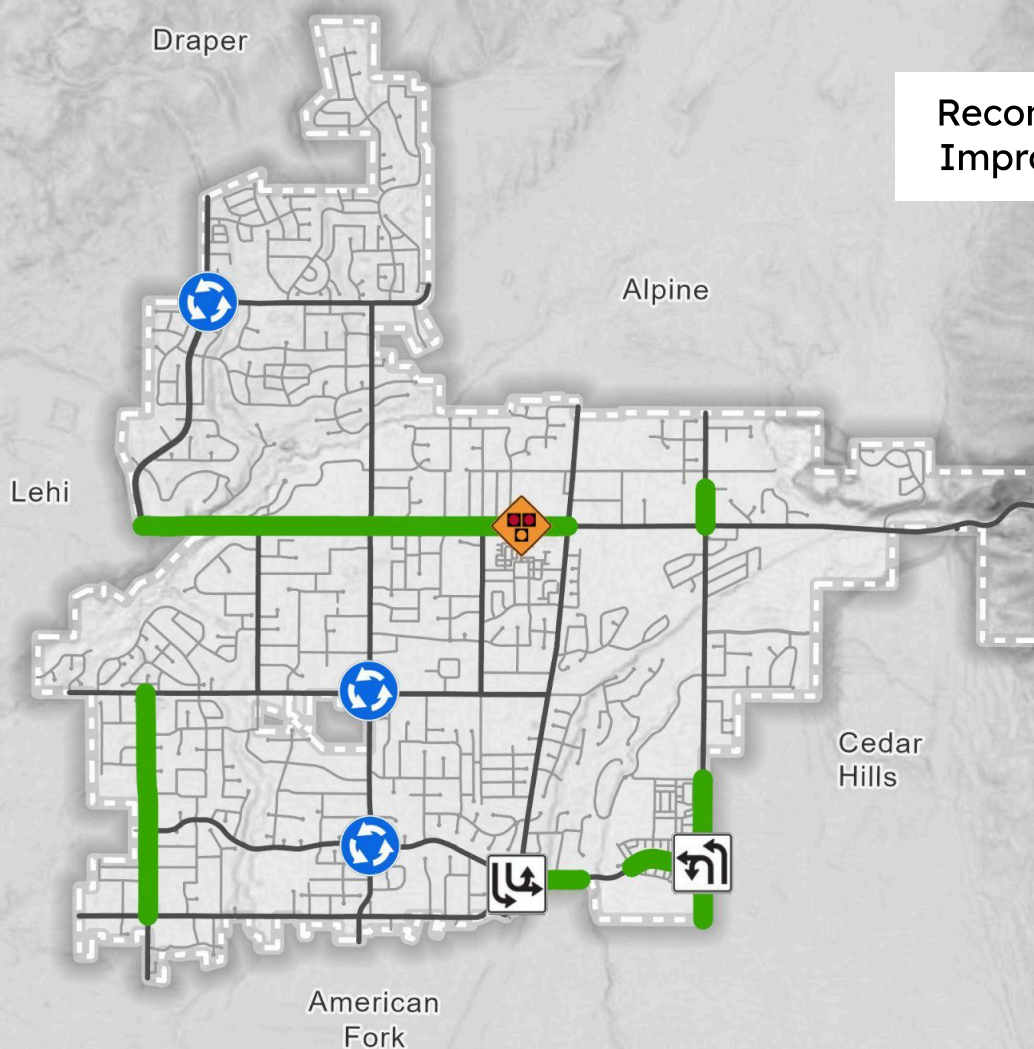
### Roundabout

Highland BLVD / 11800  
North  
  
6000 West/10400 North  
  
6000 West/Canal BLVD



### Ped Crossing

Timpanogos HWY/  
Town Center BLVD



Recommended  
Improvements





CHAPTER  
**3**

# TRANSIT & ACTIVE



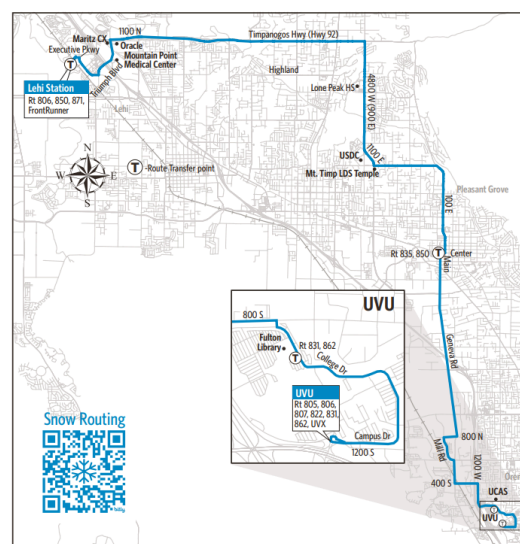


### 3.1 Public Transit

Today the Utah Transit Authority (UTA) is the service provider for transit in Highland City and the entire Wasatch Front. This regional system includes Limited, Regular, and Frequent Bus service, Bus Rapid Transit lines, TRAX Light Rail, FrontRunner Commuter Rail, Ski Bus, UTA On Demand Service, and Paratransit Service.

#### Existing Service

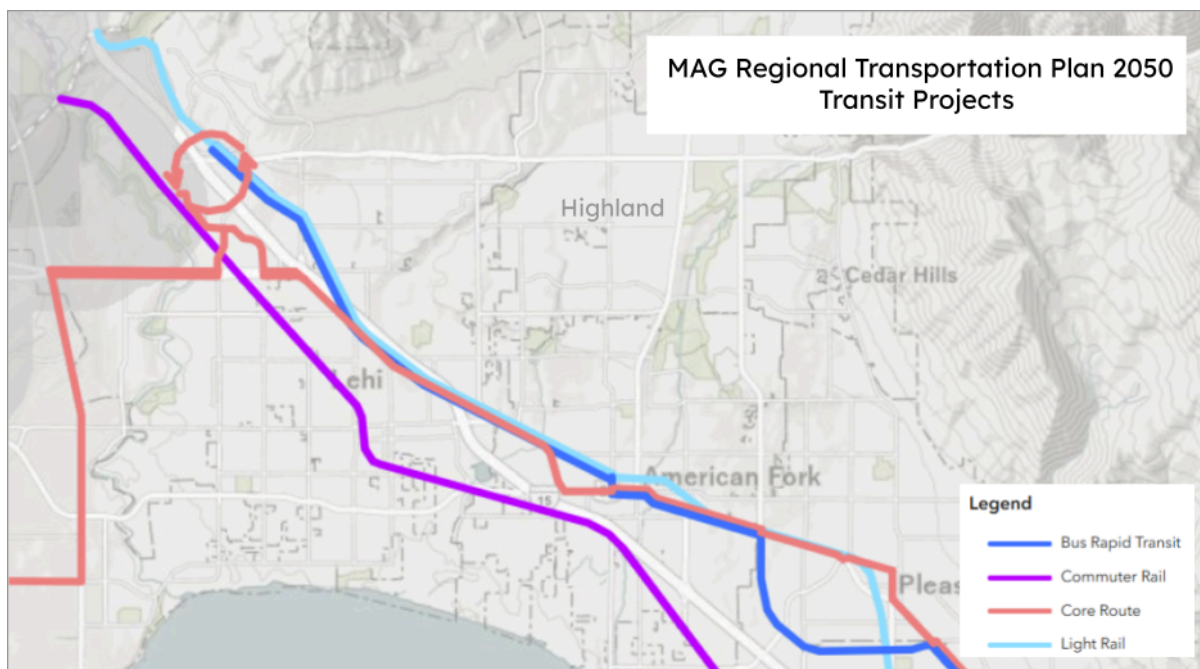
Currently, public transportation within Highland City includes Rush Hour Limited Bus Service Route 807. The 807 route travels westward on Timpanogos HWY to the Lehi FrontRunner commuter rail station and southward on North County BLVD and Geneva RD to the Utah Valley University Orem campus. Route 807 has 10 bus stops within Highland. It has headways of approximately every 30 minutes in the morning and hourly in the afternoon. There are 4 trips in the morning and 4 trips in the evening. There is no all-day bus service in the city nor is Paratransit service available.





## Future Service

The current UTA 5-year service plan, Long-Range Transit Plan, and the MAG Regional Transportation Plan list no service changes or new transit projects within Highland City through 2050. Regional improvements that will benefit Highland include:



**Front Runner Double Track:** will expand headways from the current 30/60-minute peak hour/non-peak service to 15/30-minute peak/non-peak, generally doubling service.

**Point of the Mountain Light Rail:** will construct a new light rail facility connecting the Draper FrontRunner Station with service to Lehi (near Mountain Point Medical Center). It is currently planned to have service before 2042. Future plans show the service to extend southward into Orem.

**Point of the Mountain Shuttle Service:** This planned new service would connect the Lehi Silicone Slopes area with the new development proposed at the old prison site at the Point of the Mountain. This service is planned as a precursor to the future light rail service.

Future discussions should occur as to the direction the city would like to go in regards to transit. Discussions could include:

**Regular Bus All-day Service:** This type of service generally caters to persons that have limited or no access to their own personal transportation.

**Paratransit Service:** To qualify for Paratransit Service, the city must first have a Regular Bus route. Paratransit serves those most vulnerable within the community catering to the disabled community.

**UTA On Demand Service:** This service allows a rider to schedule a ride that will come to the nearest main intersection to their residence and take them to anywhere within the On Demand service area. This also makes available connections to other major transit services.

### 3.1 Active Transportation

Still under development





CHAPTER

4

# Transportation Management



Still under development- Need to add graphics and maps

## 4. Transportation Management

Once a transportation system is planned out to handle anticipated volume demands, it is important to put policies and improvement programs in place to maintain the system and maximize safety. This section outlines the policies that have been developed previously and along with this TMP for Highland City to use going forward. In addition, a safety analysis of current conditions was completed, and safety mitigation measures were recommended.

### 4.1 Transportation Safety Analysis

The purpose of this section is to discuss the safety of the existing road network in Highland City and to recommend improvements. A few intersections have been identified by the City as areas of concern. Factors including crash history were examined to determine if any mitigations are needed to improve safety. Crash data was collected between the years 2019-2024 and are protected under 23 USC 409.

The following are seven (7) intersections in Highland that experience more crashes than typical. The crash histories of each were identified, and mitigations were recommended where a common crash trend was identified:

- **6000 West / Timpanogos Highway**

- Crash Stats:
  - 75 total crashes, including 5 serious injury and 13 minor injury crashes
  - Angle collisions comprised approximately 41% of crashes
  - Approximately 13% of crashes involved distracted driving
  - Predominant movements for crashes was an eastbound left conflicting with westbound through traffic
- Recommendations: Consider protected only left turn phasing for eastbound and westbound, due to high speeds and crash trends

- **Alpine Highway / Timpanogos Highway**

- Crash Stats:
  - 117 total crashes, including 2 serious injury and 18 minor injury crashes
  - Angle collisions comprised approximately 46% of crashes
  - Approximately 9% of crashes involved distracted driving
  - Predominant movements for crashes was an eastbound left conflicting with westbound through traffic

- No improvements recommended due to lack of crash trend
- **North County Boulevard / Timpanogos Highway**
  - Crash Stats:
    - 83 total crashes, including 2 serious injury and 13 minor injury crashes
    - Front to rear collisions comprised approximately 52% of crashes
    - Approx. 17% westbound left is predominant vehicle in crash, with many occurring in the evening/night hours
  - Recommendation: Consider time of day protected phasing for westbound left turn
- **6400 West / Timpanogos Highway**
  - Crash Stats:
    - 37 total crashes, including 1 serious injury and 6 minor injury crashes
    - Roadway Departure and Speed Related collisions comprised approximately 16% of crashes each
    - 40% of Roadway Departure and Speed Related collisions occurred between 6 a.m. and 8 a.m.
    - 30% of collisions occurred in wintry roadway surface conditions
  - Recommendation: Consider installation of “ICE” signage (W8-5aP)
- **Canal Boulevard / Alpine Highway**
  - Crash Stats:
    - 23 total crashes, including 1 serious injury and 1 minor injury crashes
    - Front to rear collisions comprised approximately 48% of crashes
    - Approximately 22% of crashes involved distracted driving
    - 58% of crashes involved teenage drivers
  - Recommendation: Consider increased enforcement around Lone Peak start and end times
- **10400 North / Alpine Highway**
  - Crash Stats:
    - 19 total crashes, including 1 serious injury and 2 minor injury crashes
    - Angle collisions comprised approximately 58% of crashes
    - Approximately 16% of crashes involved northbound left turns
  - Recommendation: Consider protected only left turn phasing for northbound
- **10400 North / 6000 West**
  - Crash Stats:
    - 13 total crashes
    - Angle collisions comprised approximately 70% of crashes



- 30% of crashes came from north and south through movements
- No improvements recommended due to lack of crash trend

## 4.2 Traffic Calming

Traffic calming can be instrumental in altering driver behavior to improve the speed and safety of roadways for all users. Traffic calming measures may include passive provisions like striping and signage, active improvements such as a raised crosswalk, or temporary measures like rubber bulb-outs. Combining strategies together can lead to better overall safety outcomes as well. First performing site specific studies can reveal what level of adjustment is needed and alternatives across budget and impact level to see improvements. For specific traffic calming measures that could be considered in Highland, see *Highland Traffic Calming and Pedestrian Safety Manual* (2023).

## 4.3 Access Management

Access management is a process of controlling the location and number of access points for roadways, driveways, and other transportation facilities. Applied access management standards strive to improve the safety, mobility, and aesthetics of the transportation network. This is accomplished by limiting points of conflict between users and preserving visual continuity. Access spacing should vary by functional classification type. As a general rule, the greater the mobility on a roadway, the lower the accessibility. When possible, streets and accesses should also line up with the street or access across the intersection to prevent potential collisions. For Highland specific access management standards, see *Highland Traffic Calming and Pedestrian Safety Manual* (2023).

## 4.4 Traffic Impact Studies

Hales Engineering has developed traffic impact study (TIS) guidelines for Highland to use going forward. While this TMP provides a high-level overview of transportation needs and projects, a traffic impact study provides greater detail for intersection operations and improvements near new development. By requiring these studies for future development, city officials will know how a certain project will impact traffic flow and what improvements the developer may need to complete for their project to be built.

Technical Reports

Still under development

