



HIGHLAND CITY COUNCIL MINUTES

Tuesday, July 8, 2025

City Council Approval: September 2, 2025

Planning Commission Approval: September 23, 2025

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; she 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:

<ul style="list-style-type: none">• Cemetery• Community Events• Culinary Water• Fire/EMS• Garbage & Recycling• Justice Court• Library	<ul style="list-style-type: none">• Parks and trails;• Planning & Building• Police Services• Pressurized Irrigation• Sewer• Streets• Storm water
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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 Courtney 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

HIGHLAND GENERAL PLAN UPDATE 2025

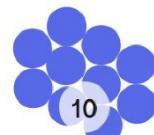
Workshop 5: Housing & Public Services

PLANNING COMMISSION/CITY COUNCIL WORKSHOP
July 8, 2025
6:00 pm

WHAT WE HEARD LAST TIME

PROMPT 4

What measures should the City use to support existing and desired businesses in Highland? (you can select multiple options)



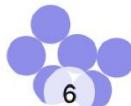
Focus on Town Center



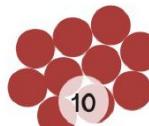
Target Major Hwy Corridors



Reduce Business Barriers (Hours,
Alcohol, Parking, Etc.)



Business Retention/Expansion



Host Regular Events & Programming



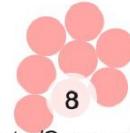
Encourage Mixed-Use or Office
Development



Promote Local Identity



Senior Economy/Aging in Place



Promote/Support Local
Entrepreneurship



Other Ideas? Please Share

"Hosting regular events and creating traditions around those events will support local businesses and the town center."



KEY IDEAS

- **Host Regular Events:** Farmers markets, festivals, and arts programming to boost foot traffic and create community traditions.
- **Energize the Town Center:** Central hub for community life, with events and mixed-use development. Highland Mains is an important component.
- **Support Local Businesses & Entrepreneurship:** Focus on creating a thriving environment for existing and new businesses.



KEY IDEAS

- **Promote Community Engagement:** Build a stronger sense of place and identity through local gatherings.
- **Aging in Place:** Support families and individuals as they transition through life - ADUs are a good tool.
- **Promote Local Identity:** Enhance Highland's unique identity.



STRATEGIC OPPORTUNITIES

- Interest in forming a **local chamber of commerce** to advocate for and assist Highland businesses (current staff/budget limitations).
- Interest in exploring more **senior-specific** events and programming.
- Support for **mixed-use development** to increase daytime activity in the town center.
- Goal to **integrate economic strategies into the General Plan** for long-term growth and sustainability.

MODERATE INCOME HOUSING ELEMENT STATE REQUIREMENTS



REQUIREMENTS

The 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).



REQUIREMENTS CONTINUED

The Moderate Income Housing Element (10-9a-403):

- Includes a recommendation to implement the required number of **moderate income housing strategies**.
- The required number for Highland is **three**.



REQUIREMENTS CONTINUED

The Moderate Income Housing Element (10-9a-403):

- 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.

STRATEGY CONSIDERATIONS

There are 29(!!!) strategies. It helps to evaluate strategies based on:

- **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.



REMEMBER TO CONSIDER...

- 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.**

Current Strategy

Previously Considered Strategy

Full list of strategies (10-9a-403)

- (A) rezone for densities necessary to facilitate the production of moderate income housing;
- (B) demonstrate investment in the rehabilitation or expansion of infrastructure that facilitates the construction of moderate income housing;
- (C) demonstrate investment in the rehabilitation of existing uninhabitable housing stock into moderate income housing;
- (D) identify and utilize general fund subsidies or other sources of revenue to waive construction related fees that are otherwise generally imposed by the municipality for the construction or rehabilitation of moderate income housing;
- (E) create or allow for, and reduce regulations related to, internal or detached accessory dwelling units in residential zones;
- (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;
- (G) amend land use regulations to allow for higher density or new moderate income residential development in commercial or mixed-use zones near major transit investment corridors;
- (H) 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;
- (I) amend land use regulations to allow for single room occupancy developments;

Full list of strategies (10-9a-403)

- (J) implement zoning incentives for moderate income units in new developments;
- (K) preserve existing and new moderate income housing and subsidized units by utilizing a landlord incentive program, providing for deed restricted units through a grant program, or, notwithstanding Section 10-9a-535, establishing a housing loss mitigation fund;
- (L) reduce, waive, or eliminate impact fees related to moderate income housing;
- (M) demonstrate creation of, or participation in, a community land trust program for moderate income housing;
- (N) implement a mortgage assistance program for employees of the municipality, an employer that provides contracted services to the municipality, or any other public employer that operates within the municipality;
- (O) apply for or partner with an entity that applies for state or federal funds or tax incentives to promote the construction of moderate income housing, an entity that applies for programs offered by the Utah Housing Corporation within that agency's funding capacity, an entity that applies for affordable housing programs administered by the Department of Workforce Services, an entity that applies for affordable housing programs administered by an association of governments established by an interlocal agreement under Title 11, Chapter 13, Interlocal Cooperation Act, an entity that applies for services provided by a public housing authority to preserve and create moderate income housing, or any other entity that applies for programs or services that promote the construction or preservation of moderate income housing;
- (P) demonstrate utilization of a moderate income housing set aside from a community reinvestment agency, redevelopment agency, or community development and renewal agency to create or subsidize moderate income housing;
- (Q) eliminate impact fees for any accessory dwelling unit that is not an internal accessory dwelling unit as defined in Section 10-9a-530;
- (R) create a program to transfer development rights for moderate income housing;

Full list of strategies (10-9a-403)

- (S) ratify a joint acquisition agreement with another local political subdivision for the purpose of combining resources to acquire property for moderate income housing;
- (T) develop a moderate income housing project for residents who are disabled or 55 years old or older;
- (U) develop and adopt a station area plan in accordance with Section 10-9a-403.1;
- (V) create or allow for, and reduce regulations related to, multifamily residential dwellings compatible in scale and form with detached single-family residential dwellings and located in walkable communities within residential or mixed-use zones;
- (W) demonstrate implementation of any other program or strategy to address the housing needs of residents of the municipality who earn less than 80% of the area median income, including the dedication of a local funding source to moderate income housing or the adoption of a land use ordinance that requires 10% or more of new residential development in a residential zone be dedicated to moderate income housing;
- (X) create a housing and transit reinvestment zone pursuant to Title 63N, Chapter 3, Part 6, Housing and Transit Reinvestment Zone Act;
- (Y) create a home ownership promotion zone pursuant to Part 10, Home Ownership Promotion Zone for Municipalities;
- (Z) create a first home investment zone in accordance with Title 63N, Chapter 3, Part 16, First Home Investment Zone Act;
- (AA) approve a project that receives funding from, or qualifies to receive funding from, the Utah Homes Investment Program created in Title 51, Chapter 12, Utah Homes Investment Program;
- (BB) adopt or approve a qualifying affordable home ownership density bonus for single-family residential units, as described in Section 10-9a-403.2; and
- (CC) adopt or approve a qualifying affordable home ownership density bonus for multi-family residential units, as described in Section 10-9a-403.3;

3 CURRENT STRATEGIES

CHOSEN STRATEGIES/PROGRESS MADE



High Impact,
Low Effort
(Quick Wins)

(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).

CHOSEN STRATEGIES/PROGRESS MADE



(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.
- **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

CHOSEN STRATEGIES/PROGRESS MADE



(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.

DISCUSSION PROMPT

- Should the current strategies remain?
- Should any of the unchosen strategies be revisited?

PUBLIC FACILITIES

SUGGESTED COMPONENTS:

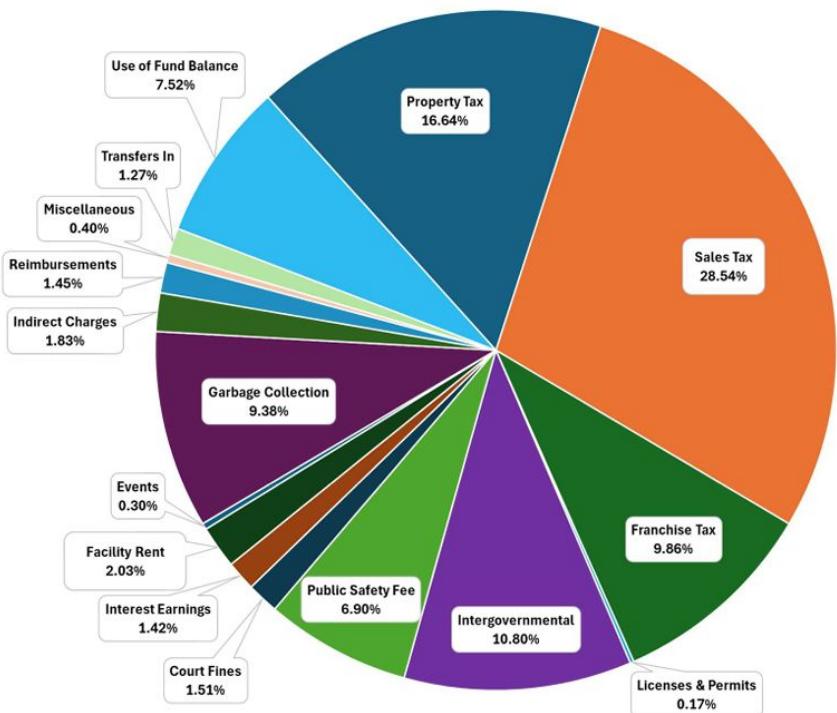
- **General plans for:**
 - sewage,
 - water,
 - waste disposal,
 - drainage,
 - public utilities,
 - rights-of-way,
 - easements, and facilities for them,
 - police and fire protection, and other public services.

MAJOR SERVICES PROVIDED*

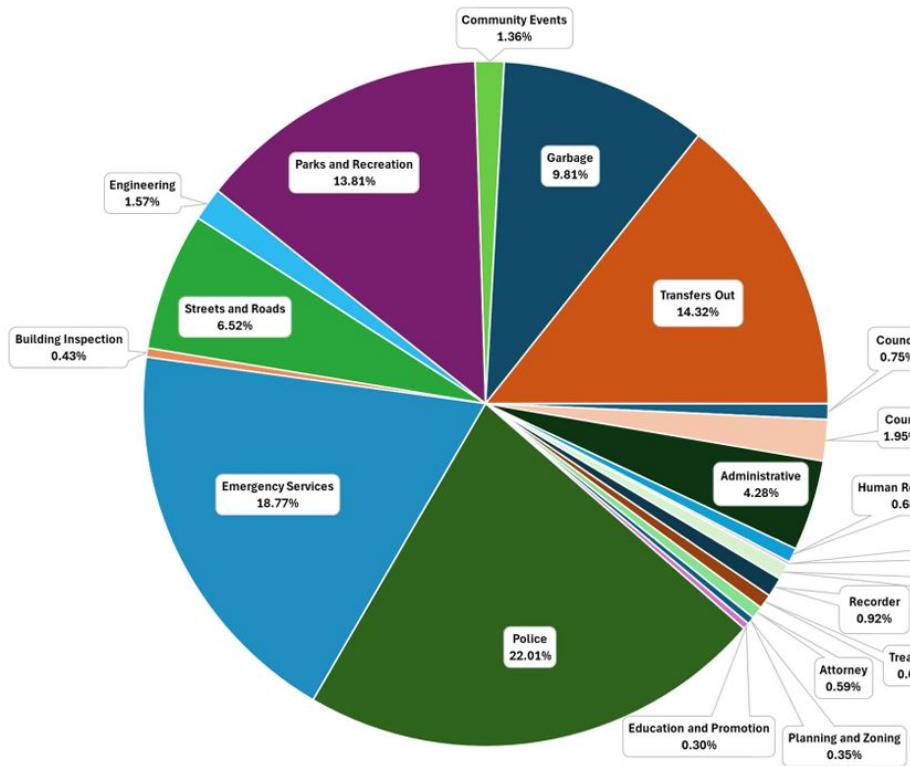
- Cemetery
- Community Events
- Culinary Water
- Fire/EMS
- Garbage & Recycling
- Justice Court
- Library
- Parks & Trails
- Planning & Building
- Police Services
- Pressurized Irrigation
- Sewer
- Streets
- Storm Water

*Citizens' Budget Fiscal Year 2024-2025

REVENUES - \$14,122,220



EXPENDITURES - \$13,791,142



PROMPT

- What are Highland's needs over the next decade? What is on your wishlist?
 - (1) If money wasn't an issue
 - (2) Tempered by the reality of budgetary constraints

Thank You!

Last Workshop:
Parks & Open Space/Environment & Sustainability