



# HIGHLAND PLANNING COMMISSION MINUTES


**TUESDAY, September 23, 2025**

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

**Approved October 28, 2025**

## VIRTUAL PARTICIPATION

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

 Email comments prior to meeting: [planningcommission@highlandcity.org](mailto:planningcommission@highlandcity.org)

## 7:00 PM REGULAR SESSION

Call to Order: Chair Chris Howden

Invocation: Commissioner Sherry Kramer

Pledge of Allegiance: Commissioner Jerry Abbott

The meeting was called to order by Commissioner Chris Howden as a regular session at 7:00 pm. The meeting agenda was posted on the *Utah State Public Meeting Website* at least 24 hours prior to the meeting. The prayer was offered by Commissioner Kramer and those in attendance were led in the Pledge of Allegiance by Commissioner Abbott.

**PRESIDING:** Commissioner Chris Howden

## COMMISSIONERS

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

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

**OTHERS PRESENT:** Jon Hart, Sam Taylor Landmark Design Representative, Sean Elliot Hales Engineering Representative

## 1. UNSCHEDULED PUBLIC APPEARANCES

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

None was given.

## 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** *Heather White, Deputy City Recorder*
- b. **Approval of Meeting Minutes – July 22, 2025** *Heather White, Deputy City Recorder*
- c. **Approval of Meeting Minutes – August 26, 2025** *Heather White, Deputy City Recorder*

Commissioner Howden mentioned a typo where a “he” should have been a “she” in the July 8<sup>th</sup> meeting minutes.

*Commissioner Maughan MOVED to approve the July 8 with edit, July 22, and August 26, 2025 meeting minutes. Commissioner Hill SECONDED the motion. All present were in favor. The motion carried unanimously.*

### **3. DISCUSSION ITEMS**

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

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

Mr. Patterson explained that the general plan was an advisory guide. He said the current plan was last adopted in 2008 and needed to be updated. He talked about the combined meetings, field trips, public comment opportunities, and other ways the city prepared to update the general plan.

Sam Taylor presented an overview of the proposed general plan update which included land use, water use and preservation, classification and service levels for parks, and environment and sustainability. Sean Elliot with Hales Engineering reviewed highlights of transportation and roads.

Commissioner Howden asked that the area west of the church on 11200 North not be shown as mixed use. Commissioner Kramer asked about the area south of Ridgeview. Mr. Taylor explained that it was State trust land. He did not know of any future plans.

Commissioner Howden encouraged commissioners to review the proposed document. Comments needed to be submitted by October 16<sup>th</sup> using an editable .pdf or via email. Residents were encouraged to submit comments via email.

### **4. COMMUNICATION ITEMS**

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

The planning commission reviewed future meeting dates.

### **ADJOURNMENT**

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

The meeting ended at 7:43 pm.

I, Heather White, Deputy Recorder, hereby certify that the foregoing minutes represent a true, accurate and complete record of the meeting held on September 23, 2025. The document constitutes the official minutes for the Highland City Planning Commission Meeting.

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General Plans Generally

- Many optional elements – almost anything the city wants can be put into a general plan
- 4 required elements
  - Land use – future land plan, projections and standards for population density and building intensity
  - Transportation – existing and proposed streets, connections between different uses
  - Water – impacts on water demand and infrastructure, methods of reducing water use for future and existing development, opportunities to reduce water waste
  - Moderate income housing – adoption of at least 3 strategies and implementation plans for the strategies

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General Plans Generally

- UCA 10-9a-405 “Except as provided in Section 10-9a-406, the general plan is an **advisory guide** for land use decisions, the impact of which **shall be determined by ordinance.**”
  - General plan is not zoning
  - General plan does not give anyone entitlement to develop or build
- UCA 10-9a-406: “After the legislative body has adopted a general plan, no street, park, or other public way, ground, place, or space, no publicly owned building or structure, and no public utility, whether publicly or privately owned, may be constructed or authorized until and unless it conforms to the current general plan.

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Background

- City’s current general plan was adopted in 2008
  - Amended in part several times to address transportation issues, parkway detail updates, and moderate income housing strategies as required by state law
- 2023-24 – RFP issued and proposals received for consultants to assist the City in comprehensively updating its general plan
- April 2024 – Landmark Design, with LRB and Hales Engineering, chosen as the City’s consultants

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Information Gathering & Outreach - 2024

- May 2024 - Website and social pinpoint launched
- June 2024 - CC, PC, staff, & consultants field trip
- Aug & Oct 2024 - Resident advisory board meetings
- Sept & Oct 2024 - General plan open houses
- Boards and booths at city events (open house in may, Fling) and city hall/library
- 2024 Resident survey – included questions on Longhorn property, future use of residential lots on SR-92, density for senior housing, detached ADUs, flag lots

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City Leadership Workshops - 2025

- CC/PC - January 2025 – draft vision statement, guiding principles, and future land use
- CC/PC – March 2025 – Water element
- CC/PC – April 2025 – Transportation
- CC/PC – May 2025 – Land use
- CC/PC – June 2025 – Land use & economic development
- CC/PC – July 2025 – Land use & housing; public facilities and services
- CC/PC – Aug 2025 – Parks, recreation, and trails

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Draft General Plan

- General Plan
  - Introduction, History, and Context
  - Land Use & Placemaking (Required)
  - Transportation (Required)
  - Housing (Required)
  - Water Use & Preservation (Required)
  - Parks, Open Space, Trails & Recreation (Optional)
  - Environment & Sustainability (Optional)
  - Public Facilities and Services (Optional)

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Draft General Plan

- Appendices
  - Appendix A: Engagement Report
  - Appendix B: Existing Conditions (Demographics)
  - Appendix C: Economic Development Analysis
- Transportation Master Plan

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What now?

- Goal is to have Planning Commission make a recommendation during Oct 28 meeting
- Please review and provide feedback to staff and entire Commission by Oct 16
  - Minor changes (typos, grammar, clarity) staff will automatically incorporate into plan
  - Major changes (visions, recommendations, goals, implementation strategies) will be incorporated if 4 commissioners voice support by email, otherwise changes will be presented for discussion on Oct 28

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PLANNING COMMISSION AND  
STAFF COMMUNICATION ITEMS

a. Future Meetings and Events


- October 7, City Council, 6:00 PM, City Hall
- October 21, City Council, 6:00 PM, City Hall
- October 28, Planning Commission, 7:00 PM, City Hall
  - Public Hearing on general plan
- November 18, 2025, City Council, 6:00 PM City Hall
  - Public hearing on general plan
- December 2, 2025, City Council, 6:00 PM City Hall
  - Adoption of general plan

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# Highland City General Plan Update

Presentation of Draft

PLANNING COMMISSION  
09/23/2025




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# If you fail to plan, you plan to fail

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## Role of the General Plan

- A general plan is an **advisory guide** to land use decisions.
- It describes **where you are, where you want to be, and how you will get there.**
- A general plan does NOT create regulations or requirements but **may recommend new policies or strategies** as implementation strategies.
- Under state law, public infrastructure cannot be authorized or constructed if it does not conform to the general plan.




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## Requirements

Utah code allows for general plans to contain any elements which the City feels are appropriate. Per Utah state code, there are **four sections that are required**:

1. Land Use
2. Housing
3. Transportation
4. Water Use & Preservation




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## Highland’s General Plan “Elements” or Chapters

**blue = required by state code**


- CHAPTER 1: Introduction
- **CHAPTER 2: Land Use & Placemaking**
- **CHAPTER 3: Transportation**
- **CHAPTER 4: Housing**
- **CHAPTER 5: Water Use & Preservation**
- CHAPTER 6: Parks, Open Space, Trails & Recreation
- CHAPTER 7: Environment & Sustainability
- CHAPTER 8: Public Facilities & Services



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## (General) Anatomy of a Chapter

- Introduction/resident insights
- Define the current conditions
- Describe desired future conditions
- Outline the path to move towards those desired conditions



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Appendices

A. Engagement Summary Report

B. Existing Conditions Report (LRB)

C. Economic Development Analysis (LRB)

D. Transportation Master Plan (Hales)



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Guiding Principles for Using the Plan  
(found in Chapter 1)

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.



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CHAPTER 1:  
Introduction

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.

Sets the stage for the General Plan

Outlines the purpose of the plan

Establishes the context for the plan update

Provides an overview of community engagement efforts



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\*CHAPTER 2: Land Use & Placemaking

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.


Updated future land use vision

Balances Highland's low-density, open-space character with thoughtful, incremental growth

Focuses on residential infill

Reinforces the Town Center as the heart of the community

Emphasizes intentional placemaking



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Land Use Vision Components

LAND USE VISION

INCREMENTAL RESIDENTIAL INFILL

THE HEART OF HIGHLAND

PLACEMAKING

1. Incremental Residential Infill

2. The Heart Of Highland

3. Placemaking



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Sample Future Land Use Description

RESIDENTIAL USES

Location

Future residential uses are envisioned to account for nearly 60 percent of the total land area, representing the largest land use in the community.

Purpose & Character

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.

Preferred Land Uses

Low-Density Single-Family Homes:

Characterized by large lots and strong neighborhood identity.

Medium-Density Single-Family Homes:

Typically located within residential subdivisions, with lot sizes under half an acre.

Open Space Residential:

Clustered homes with usable shared open space and trail access.

Senior-Friendly Housing:

Options such as small cottages or courtyard homes, ideally situated near trails, parks, and amenities.

Educational and Civic Uses:

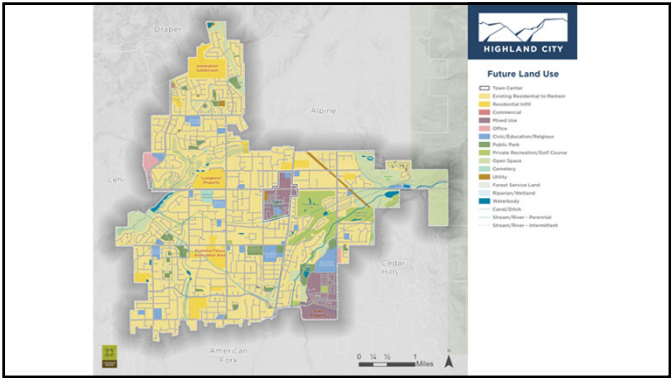
Integration of schools, civic buildings, and places of worship as part of the neighborhood fabric.



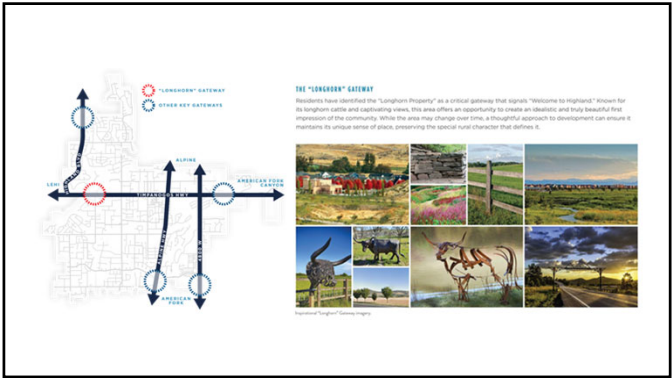
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### \*CHAPTER 3: Transportation

CHAPTER 3  
TRANSPORTATION

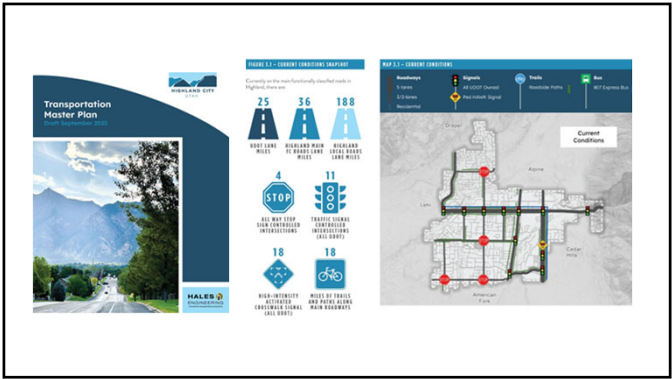
Provides a snapshot of the new 2025 Transportation Master Plan (TMP), offering a high-level overview rather than a full technical document. The chapter describes Highland's current transportation conditions, and identifies proposed projects. While this chapter highlights key developments and strategies,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

REQUIRE CITY COUNCIL PLAN AND RESOLUTION

\* required by state code

- Snapshot of the new **2025 Transportation Master Plan (TMP)**
- **High-level overview**, not a full technical document
- Describes **current** transportation conditions
- Identifies **proposed projects**
- Highlights **key** improvements and strategies
- **Refers readers to the TMP** for detailed analysis, policies, and implementation steps

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### \*CHAPTER 4: Housing

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.

REQUIRE CITY COUNCIL PLAN AND RESOLUTION

\* required by state code

- Vision for providing housing options for **different life stages** (Highland lens is critical)
- Builds on **existing strategies**
  - Opportunities for **detached accessory dwelling units (ADUs)**
  - **Targeted residential zoning** in commercial and mixed-use areas
  - Supports development of **senior housing** projects

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### \*CHAPTER 5: Water Use & Preservation

CHAPTER 5  
WATER USE & PRESERVATION

Integrates Highland's 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.

REQUIRE CITY COUNCIL PLAN AND RESOLUTION

\* required by state code

- Meets new legislative requirements:
  - Effect of permitted **development on water demand** and infrastructure
  - Methods for reducing water demand and per capita consumption for **future development**
  - Methods for reducing water demand and per capita consumption for **existing development**
  - **Opportunities to modify operations** to eliminate or reduce conditions that waste water

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### 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 effectively 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.



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

#### IDEAS & STRATEGIES FOR BUILDING COMMUNITY RESILIENCE

- Land Use & Water Preservation:** Water is one of Highland's most valuable resources. Optional strategies may include wastewater upgrades, leak repairs, water efficient irrigation, water reuse 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.

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## CHAPTER 8: Public Facilities & Services

### CHAPTER 8 PUBLIC FACILITIES & SERVICES

Outline Highland's vision for public services and facilities, focusing on its commitment to 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.

- Vision for safe, resilient, and connected **public services**
- Emphasizes **maintaining** existing infrastructure and allocating resources strategically
- Emphasizes **partnerships** and fiscal prudence to ensure high-quality services for current and future residents

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Identifies recommendations for:


- Utilities and infrastructure
- Institutions - library, community center, rec
- Public Safety
- Recycling and other resource conservation

#### 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 park-to-hoot 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.

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## Anticipated Next Steps

- **Today:** Planning Commission Discussion
- **October 16th:** Submittal deadline for comments, changes, revisions, or additions to the draft
- **October 28th:** Public Hearing/Planning Commission Formal Recommendation



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# Thank you!

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