



HIGHLAND CITY COUNCIL MINUTES

Tuesday, December 2, 2025
Approved January 20, 2026

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

6:00 PM REGULAR SESSION

Call to Order: Mayor Kurt Ostler

Invocation: Mayor Kurt Ostler

Pledge of Allegiance: Council Member Kim Rodela

The meeting was called to order by Mayor Kurt Ostler as a regular 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 Mayor Kurt Ostler and those in attendance were led in the Pledge of Allegiance by Council Member Kim Rodela.

PRESIDING: Mayor Kurt Ostler

COUNCIL MEMBERS:

Brittney P. Bills	Present
Ron Campbell	Present
Doug Courtney	Present
Kim Rodela	Present
Scott L. Smith	Present

CITY STAFF PRESENT: City Administrator Erin Wells, Assistant City Administrator/Community Development Director Jay Baughman, City Attorney/Planning & Zoning Administrator Rob Patterson, City Recorder Stephannie Cottle, Finance Director David Mortensen, City Engineer/Public Works Director Chris Trusty, Police Chief Brian Gwilliam, Fire Chief Brian Patten, Library Director Karen Liu, Human Resources Generalist Jess Andra

OTHERS PRESENT: Jon Hart, Rachel Farnsworth, Kevin Tams, Teri Jerman, Jessica Anderson, Debra Maughan, Eileen H. Miller, Natalie Ball, Jeff Anderson, Liz Rice, Amy Brinton, VaLayne Ostler

1. UNSCHEDULED PUBLIC APPEARANCES

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

Liz Rice, Highland City resident and Council Member-elect, stated she received a copy of Council Member Courtney's suggested amendments to the October 21, 2025 minutes and she thanked him for his recommendation to amend the minutes to correct the Mayor's and her statements about her feelings that the third place vote getter in the most recent election should be appointed to fill the vacancy created by Council Member Bills' election as the City's next Mayor. She stated she honestly believed she would be the third-place vote getter in the election.

2. PRESENTATIONS

a. Legislative Update - Senator Brady Brammer & Representative Kristen Chevrier

Senator Brammer and Representative Chevrier will provide an update on upcoming legislation related to Highland City.

Representative Kristen Chevrier provided the Mayor and Council with handouts summarizing key legislative issues and discussed several topics relevant to Highland City:

- Public Infrastructure Districts (PIDs): She noted concerns about the absence of a defined dissolution process, noncontiguous/cross-jurisdictional annexation, and financing of privately owned improvements.
- Data Privacy Protections: Representative Chevrier explained that SB 260 from last year established groundwork for bringing cities into compliance with state data privacy law. She mentioned that several bills related to individual identity and data protection would be introduced in the upcoming session, including reintroduction of the automatic license plate reader bill.
- Digital Identity: She described Utah's unique approach to digital identity where individuals own their data and share it when and where they choose, with no capability for tracking, tracing, surveillance, or profiling.
- Land Use: Representative Chevrier indicated that the focus would be on preserving city land use authority while working on housing bills aimed at infrastructure investment in communities.
- Election bills: Council Member Rodela is familiar with the pending legislation that could impact municipal elections.

Senator Brady Brammer thanked Mayor Ostler for his service and addressed several legislative priorities:

- Transportation Issues: Senator Brammer expressed frustration with MAG (Mountainland Association of Governments) and their funding allocation formulas that haven't adequately addressed Utah County's growth. He noted that while Utah County accounts for 40% of the state's growth, UTA did not allocate new public transit projects to the county this year.
- Gas Tax: He explained work on a proposal to tax fuel production at refineries to capture revenue from fuel that is exported to other states, which could save Utah families between \$300-500 annually.
- Upcoming Bills: Senator Brammer mentioned bills addressing cryptocurrency fraud, elected official safety by allowing immediate address privacy requests, sexual assault evidence, and a potential law school at UVU.
- Local Issues: He discussed the transportation utility fee compromise with The Church of Jesus Christ of Latter-day Saints and advised the Council to monitor positions taken by the League of Cities and Towns, as they might not always align with Highland's interests.

Council Members engaged in a detailed discussion about population growth rates, transportation connectivity challenges, and local zoning authority. Mayor Ostler noted the significant development growth in Utah County and its implications for infrastructure demands, expressing the need for state involvement in addressing these challenges to ensure sustainable growth. Councilmember Smith expressed concern about state mandates reducing local control over land use decisions, emphasizing the frustration cities face when adjusting local codes to comply with state requirements. He highlighted the balance between growth and infrastructure, and stressed the importance of local autonomy in zoning matters. Senator Brammer agreed that there are philosophical differences in approaches to housing affordability at the state level and acknowledged the pressure on cities like Highland to accommodate growth while maintaining their unique community character. He mentioned the need for better state-city collaboration to address transportation issues, referencing the strain placed on major roads and the potential future expansion of public transit options. Overall, the discussion underscored the importance of aligning state and local goals to manage Highland's development effectively.

Council Member Doug Courtney raised a concern about a change in legislation affecting land use decisions. He noted that a change was made during the last session which classified the allowance of new land uses in zones

as an administrative decision rather than a legislative one. Council Member Cortney argued that the decision on what types of uses are allowed in various zones should be legislative, given its fundamental ties to land use planning, and sought confirmation that this was the intent of the legislation. Senator Brammer offered to review the specific bill in order to provide an answer to the Council.

City Administrator Erin Wells inquired about potential property tax legislation amendments. Senator Brady Brammer mentioned a bill by Senator Dan Mackay concerning property tax that might limit annual increases to five percent. He elaborated that this initiative is largely driven by the consistent year-over-year increases implemented by school districts, which have placed significant pressure on property owners. Unlike municipalities, which typically do not raise taxes annually, school districts are often responsible for the bulk of property tax burdens, sometimes as much as 80 percent—and residents are finding it increasingly difficult to cope with these constant adjustments.

City Administrator Wells then highlighted an ongoing issue with Rocky Mountain Power, where the City has been experiencing delays in action and responsiveness. Mayor Ostler noted that specifically, Highland City has been awaiting over a year and a half for Rocky Mountain Power to move a utility box necessary for completing a new parking lot entrance at the City's fire station, which is currently in disrepair. Mayor Ostler emphasized the significance of this issue, noting its impact on essential City infrastructure projects. Both Ms. Wells and Mayor Ostler requested assistance from legislative representatives in pressuring Rocky Mountain Power to expedite their response and action regarding this critical infrastructure improvement. Senator Brammer asked Ms. Wells to send him an email with detailed information about the matter so that he can follow up with Rocky Mountain Power government relations representatives.

b. Library Annual Report

The Library Board will present their annual report to the City Council.

Library Board Chair Amy Brinton introduced the Library Board Members and presented the annual report for Highland Library; key highlights of the report included:

- Support and Recognition: The Library Foundation provided a \$6,000 grant for discovery kits, while Friends of the Library purchased a storage unit. The library received a \$4,700 state library grant and held its most successful book sale ever, benefiting from donations from an estate sale and Hideaway Books.
- Staff Changes: Ms. Brinton recognized former Director Donna Cardon's contributions in expanding programming, technology, and collaborative efforts. She introduced Karen Liu, the new Director who previously served as youth services librarian for the Utah State Library.
- Usage Statistics: Over 60% of Highland households are active cardholders (6,300 total). The library circulated over 200,000 items last year (9% increase), with digital circulation reaching nearly 100,000 items (9% increase). Through consortium partnerships with American Fork and Pleasant Grove libraries, Highland residents now have access to nearly 200,000 items.
- Community Engagement: The library hosted over 200 programs for children and teens with 13,000 attending, 20 adult programs with over 500 attending, and 23 family programs with over 3,000 attending. Ms. Brinton highlighted new initiatives for seniors, including a recently awarded competitive grant of over \$10,000 to create a senior social club hub.
- Future Challenges: Ms. Brinton noted that annual costs for digital services will increase due to changes in federal grant money that won't be available in fiscal year 2027.

Council Members inquired about fundraising efforts and business partnerships, with Council Member Smith suggesting more outreach to local businesses for donations. He highlighted his experience with the Friends of the American Fork Library and how they receive contributions from local businesses like Alta Bank and Central Bank, which often donate between \$1,000 and \$2,000. Councilmember Smith emphasized that libraries have historically relied on donations in addition to tax support and organizational support. He encouraged the Highland Library to engage more aggressively with local businesses for fundraising opportunities. In response, Ms. Brinton

acknowledged the importance of these contributions and expressed interest in increasing their outreach efforts. She noted that the Library Board is considering hiring a professional fundraiser to organize larger fundraising events, like a gala, to better support the library's financial needs. Karen Liu, the new Library Director, shared that the Friends of the Library group was actively soliciting donations and had recently received contributions from companies such as Alta Bank and Woodman's Insurance, with additional potential support from Adobe. Ms. Liu assured the council that the library is scrupulous and meticulous in its accounting and use of donated funds, ensuring that they are stretched as far as possible and used towards valuable library programs and collections.

In response to Council Member Smith's inquiry about the Library's fundraising efforts, Council Member Cortney expressed concern regarding potential competition between Library fundraising initiatives and other city efforts. He emphasized the need for coordination with the broader municipal activities to avoid conflicting approaches to soliciting donations. His apprehension focused on scenarios where various city entities, such as the Arts Council or city departments, might independently approach the same donors, potentially leading to donation fatigue or reduced contributions. Council Member Cortney suggested a more unified strategy to ensure collaborative success in fundraising across all city activities and programs. City Administrator Wells noted that although the City used to coordinate donations more effectively, recent staff turnover, particularly in the events position, had made this coordination more challenging. However, she acknowledged the ongoing collaboration between the library and the Arts Council, as well as other entities. Once a new Events Coordinator is hired, she aims to foster a more unified strategy to improve cooperation in soliciting donations across all City activities and programs.

Mayor Ostler thanked the Library Director and Library Board for their efforts to manage the Library and make the community aware of the services and events provided at the Library.

c. Thank You to Mayor Kurt Ostler

The City Council and Staff will recognize Mayor Kurt Ostler for his commitment and service to Highland City.

Council Member Scott Smith recognized Mayor Ostler's service to Highland City, highlighting his love for the people, the City, and his dedication.

Mayor Ostler expressed his deep appreciation for the acknowledgment and felt grateful for the opportunity to serve the City and its residents that he loves dearly. He emphasized that his decision not to run again was not due to any negative experiences but rather prioritizing new goals in his personal life. Despite stepping down, he reflected on City Council and Mayoral responsibilities as one of the highlights of his life. He thanked those who supported him throughout his tenure, including his wife, who played a vital role in his journey as an elected official. He thanked residents for their trust and support over his eight years of service and expressed gratitude to City staff, with whom he has enjoyed a great working relationship.

City Administrator Wells thanked Mayor Ostler for the opportunities he has given her, and for all he has done for the City.

The City Council presented Mayor Ostler and his wife, VaLayne, with a gift in recognition of their service.

3. 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

October 7, 2025

- b. Approval of Meeting Minutes** *General City Management*
Stephannie Cottle, City Recorder
October 21, 2025
- c. Approval of Meeting Minutes** *General City Management*
Stephannie Cottle, City Recorder
November 18, 2025 Canvass Meeting

Council Member Doug Cortney requested to pull item 3b from the consent agenda.

Council Member Kim Rodela MOVED to approve consent item 3a approval of meeting minutes from October 7, 2025, and 3c approval of meeting minutes November 18, 2025.

Council Member Ron Campbell SECONDED the motion.

The vote was recorded as follows:

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

The motion carried 5:0

Council Member Cortney provided the recommended amendments to the October 21 minutes. In the penultimate paragraph of the October 21 minutes under item 4d (p. 5), it appears that Liz Rice's comments and Mayor Ostler's comments are comingled. According to the video (2:25:34), Liz Rice said, "the third runner up should really get that council seat." Mayor Ostler subsequently said, "I'll address my personal opinion on that. So, let's assume you have some closeness on this election ... that might be a good indication of the people and their willingness. However, where you have someone who's a distant third or a distant fourth you could also look at it the other way that the residents didn't want them as a council member." Council Member Cortney proposed striking the penultimate paragraph under item 4d of the October 21 minutes and replacing it with the following text: "Liz Rice suggested that the third runner up should be appointed to the vacancy. Mayor Ostler suggested that in a close election this might indicate public support but that if a candidate is a distant third or fourth place, it could indicate the public's desire not to have them on the Council."

Council Member Doug Cortney MOVED to approve the meeting minutes from the October 21, 2025 meeting, as amended.

Council Member Scott L. Smith SECONDED the motion.

The vote was recorded as follows:

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

The motion carried 5:0

4. ACTION ITEMS

- a. PUBLIC HEARING/ORDINANCE: General Plan, Comprehensive Update and Amendment,**

Public Hearing General Plan Amendment (Legislative)

Jay Baughman, Assistant City Administrator/Community Development Director, Rob Patterson, City Attorney/Planning & Zoning Administrator

The City Council will discuss the proposed comprehensive update and amendment to the General Plan, hold a public hearing, and adopt the draft amended General Plan if ready to do so.

Assistant City Administrator/Community Development Director Baughman presented the General Plan update, reviewing the extensive process that included:

- Information gathering and outreach throughout 2024.
- Creation of a website and Social Pinpoint for public input.
- Site visits with Council, Planning Commission, and consultants.
- Resident Advisory Board meetings.
- General Plan open houses with Highland Youth Council members as subject matter experts.
- A booth at the Highland Fling event.
- The 2024 resident survey with specific questions on key properties and development types.
- Joint workshops between Council and Planning Commission on major elements.

Council Member Cortney expressed gratitude towards the staff for their support during the workshops, acknowledging the extra hours dedicated to meeting preparations and follow-ups. He praised the result, suggesting the effort led to a well-rounded final product. Council Member Rodela echoed this sentiment, noting that dissecting the plan section by section streamlined the process and minimized redundant discussions for the final review. However, Council Member Smith raised concerns about the limited public outreach and involvement in the final stages of the Plan's development. He pointed out that previous workshops saw limited attendance from Planning Commission members, averaging only 50 percent present, with inconsistent participation even among the Council. He stressed the importance of community awareness about the completed General Plan, suggesting the need for better distribution and availability of the final draft before action is taken on the matter. Additionally, he mentioned spelling errors and factual inconsistencies within the document, emphasizing the importance of ironing out details for a polished final version.

Mayor Ostler responded to Council Member Smith's suggestion to delay action on the General Plan update, acknowledging the significant investment of time and effort from both the Council and staff. Mayor Ostler recognized the importance of garnering broader community input and agreed with Council Member Smith's position to ensure the plan reflects public interests and addresses any existing inaccuracies. He emphasized the need for a final review and expressed support for postponing adoption until all necessary revisions were completed and residents had adequate opportunity to engage with the final draft.

Staff acknowledged the complexity and number of changes suggested by the Council and the limited time for public review and Mr. Baughman indicated that it might be prudent to consider delaying final approval until the necessary revisions are completed. City Attorney Patterson further outlined potential paths forward for the Council:

1. **Delay the Approval:** By opting to delay, the Council could allow more time for staff to incorporate the discussed changes and provide adequate opportunity for public engagement and feedback. This would ensure that the final version of the General Plan reflects the community's input and resolves any outstanding discrepancies or errors.
2. **Approve with Changes Tonight:** Alternatively, Patterson suggested that the Council could vote to approve the plan with the specified changes discussed during the meeting, while still requiring a final review of the updated document before publication. This contingent approval would expedite the process but would necessitate a careful review to ensure all agreed-upon adjustments are accurately reflected.

Council Member Cortney highlighted the necessity to adopt the water conservation element of the General Plan by the end of the year to comply with statutory requirements and maintain eligibility for grant funding. Mr.

Patterson stated that is correct.

Aubrey Larsen and Sam Taylor from Landmark Design served as moderators for reviewing Council Members' comments on the draft plan. The Mayor, Council, Ms. Larsen, and City staff discussed numerous aspects of the plan, including:

- Population Projections: The Council debated the 24,500 population projection figure but ultimately agreed to keep it as provided by Transit Area Zone estimates.
- Land Use Issues: Discussions covered concerns about property designations, commercial areas, and development language. The Council decided to remove language about revisiting open space density bonus concepts due to historical issues with implementation.
- USDC Property: The Council approved updated language for the Utah State Development Center property to align with their 2025 strategic master plan.
- Transportation: The Council removed proposals for double left turn lanes on Canal Boulevard due to neighborhood impacts and safety concerns for pedestrians and cyclists. They maintained language about considering grade-separated crossings over SR-92.
- Other Elements: The Council addressed various concerns throughout the water use, housing, and other elements, making adjustments to language where needed.

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

Council Member Scott L. Smith SECONDED the motion.

All voted in favor, and the motion passed.

Due to the complexity and number of changes needed, and concerns about limited public notice for the final document, the Council decided not to adopt the entire Plan at this meeting. However, they acknowledged the need to adopt the Water Use and Preservation Element before the end of the year. There was considerable debate about language that suggested limiting private ponds and pools. The general feeling among council members, particularly Council Member Smith, was that such proposals were unrealistic and possibly unfeasible to enforce. As a collective decision, the Council opted to remove the bullet point regarding limitations on ponds and pools, emphasizing individual choice while respecting the necessity of water conservation. They highlighted that any limitations should be considered carefully and perhaps only in instances of extreme drought or necessity. Mr. Patterson also referenced the goals and implementation strategies involved in the Water Use and Preservation Element of the General Plan and suggested the addition of another implementation strategy under Goal 3 to read as follows: "Adopt or update regulations to ensure that creation or expansion of public and private water systems and facilities within the City are planned and coordinated with the City's system to avoid negative impacts to the City's system. Limit new or expanded systems as appropriate to prevent interference with the City's water supply and unnecessary use of water." The Council accepted the language.

Mayor Ostler opened the public hearing at 9:48 p.m.

Liz Rice thanked the Council for their careful consideration of the General Plan proposal; she referenced the Council's debate of the differences between rural and urban and agreed with Council Member Rodela that it would be helpful for the Council to have a clear understanding of the number of orphan parcels that still exist in the City's open spaces. She discussed the public feedback received during the open houses in support of family businesses or farmers markets as part of neighborhood-oriented retail. She expressed support for traffic islands rather than roundabouts as a traffic calming measure. She likes the idea of discouraging increased traffic in certain areas of the City, especially when traffic is generated by growth and commercial development in other cities. She believes American Fork is not 'holding up their end of the bargain' in terms of transportation improvements and the crossing at State Road (SR) 92 is unsafe for kids that go to and from school in that area. She concluded the Council should consider rebates for converting mature park strips to make them waterwise. She also thanked the

Mayor and Council for their condolences when her mother passed away.

Debra Maughan stated she agreed with many of the comments articulated by Council Member Smith during the discussion of the General Plan. She stated there is a conflict between the desire for keeping the community rural but also approving double turn lanes and wider roads in certain areas of the City. There is a great deal of traffic in residential areas and near schools and this will increase danger for kids trying to move throughout the City. She stated many larger cities, like Boston, still have single lane roads and the residents have become accustomed to it, and it is a good thing. She expressed opposition to increasing speed limits, especially on Canal Boulevard. She concluded by asking if pressurized irrigation (PI) is mandatory for the entire City and noted she understood that was the case.

Mayor Ostler closed the public hearing at 9:55 p.m.

Council Member Ron Campbell MOVED to approve the Water Use and Preservation section of the General Plan.

Council Member Scott L. Smith SECONDED the motion.

Mr. Patterson asked that the motion clarify that the Water Use and Preservation Element of the General Plan is approved with the inclusion of the additional implementation strategy discussed tonight.

Council Member Ron Campbell MOVED that the Highland City Council adopt the Water Use and Preservation element of the proposed General Plan as included in the agenda packet but with the amendments agreed to this evening as an element of Highland City's current General Plan.

Council Member Scott L. Smith SECONDED the motion

The vote was recorded as follows:

<i>Council Member Brittney P. Bills</i>	<i>Yes</i>
<i>Council Member Ron Campbell</i>	<i>Yes</i>
<i>Council Member Doug Courtney</i>	<i>Yes</i>
<i>Council Member Kim Rodela</i>	<i>Yes</i>
<i>Council Member Scott L. Smith</i>	<i>Yes</i>

The motion carried 5:0

Council Member Smith suggested that the final draft of the General Plan be updated to include the changes discussed tonight; he wants the public to have the opportunity to review the General Plan, and he would still support the idea of mailing a postcard to residents to inform them that the final draft is available for review. He would like those things to be done before the final public hearing on the Plan is held.

Council Member Ron Campbell MOVED to CONTINUE the remainder of the General Plan discussion until the second meeting in January.

Council Member Scott L. Smith SECONDED the motion.

Mr. Patterson stated staff will make the revisions soon and publish the updated document to the City's website. Council Member Smith suggested that information about the General Plan be included in the next edition of the City newsletter. Mayor Ostler added that the links on the City's website need to be updated to point the user to the proposed updates to the General Plan rather than the existing Plan.

Council Member Bills proposed that the public hearing in January be expedited; it is not necessary for the Council to perform another review of the entire Plan during that meeting, but to accept any public hearing and address new issues that may arise before that time.

The vote was recorded as follows:

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

The motion carried 5:0

b. RESOLUTION: Boundary Line Adjustment Between Highland City and Draper City *General City Management*

Stephannie Cottle, City Recorder

The City Council will consider the adoption of a resolution indicating the intent of Highland City to adjust a common boundary with Draper City.

City Recorder Stephannie Cottle presented a resolution indicating Highland City's intent to adjust a common boundary with Draper City. Highland City received parcel 11:017:0157, referenced as the "Trail Parcel" as part of an agreement with Alpine Joint Ventures (AJV), and AJV received parcel 35:544:0050, referenced as the "Boundary Parcel". The trail parcel needs to be moved into Highland City boundaries, and the boundary parcel needs to be moved into Draper City boundaries. As stipulated in the agreement, Highland City agreed to work with Draper City to formalize the boundary line agreement related to these parcels. This action has been delayed due to ongoing conversations between Draper City and Highland City regarding the trail system in the area; however, both cities are now ready to move forward with this action. Boundary line adjustments are a multi-step process outlined in state code. This is the first of two required Council actions. If the resolution of intent to adjust the boundary line is approved, staff is then required to advertise the intent to adjust the boundary line. Staff also needs to prepare a plat and other documents to record the boundary adjustment. Finally, Council will hold a public hearing and formally approve or deny the boundary adjustment. She concluded Draper City would be considering their resolution of intent on December 16, with both cities scheduling public hearings in February 2026.

Council Member Scott L. Smith MOVED that City Council adopt the resolution indicating the intent of Highland City to adjust a common boundary with Draper City and set a date of Tuesday, February 3, 2026, for a public hearing on the matter.

Council Member Doug Cortney SECONDED the motion.

Council Member Campbell asked why the resolution indicates the intent to adjust the boundary, rather than approval of the boundary adjustment. Council Member Cortney stated that according to State Law, the boundary adjustment process is a two-step process, the first being notifying the public of the intent to adjust the boundary. The next step is to set a public hearing, after which the boundary adjustment can be approved.

The vote was recorded as follows:

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

<i>Council Member Kim Rodela</i>	<i>Yes</i>
<i>Council Member Scott L. Smith</i>	<i>Yes</i>

The motion carried 5:0

c. ACTION: Rename Canterbury South Park - Charlie Greenland Park *General City Management Kim Rodela, Council Member, Scott Smith, Council Member, Ron Campbell, Council Member, Erin Wells, City Administrator*

The City Council will consider whether to rename Canterbury South Park to Charlie Greenland Park.

City Administrator Wells presented the request to rename Canterbury South Park as Charlie Greenland Park. On November 18, 2025, a number of residents from the Canterbury South subdivision came to the Council meeting requesting that Council consider changing the name of the Canterbury South Park to Charlie Greenland Park. Council Members Rodela, Campbell, and Smith requested that the item be put on the City Council agenda for approval. Canterbury South park is located at approximately 10300 North Canterbury Lane. It is approximately 1.4 acres and has a walking trail. The reasons the residents gave to rename the park after Charlie Greenland included the fact that his grandfather, father, and Charlie himself all lived in a home that has since been removed near the park and Charlie currently lives in a different home near the park. In total, his family has been in the area approximately 120 years and Charlie has been there approximately 50 years. In addition, Charlie was the first Historical Society president and done a great deal of good for the community in that capacity. The only other City park named after an individual is Merlin B. Larson Park. A document written by the Historical Society on the reasons for that park naming is attached to this report. Many cities and other public entities have adopted policies for how to decide on names of their property and landmarks, particularly when dealing with naming facilities after people. Staff is looking for direction from the Council whether they would like a formal policy first crafted on this topic or whether they would like to go ahead and move forward to rename the park.

Council Member Cortney expressed concerns regarding the process of renaming parks after individuals, emphasizing the need for Highland City to establish a formal policy beforehand. He highlighted the importance of creating a standardized process to ensure fairness and consistency in decisions involving park naming. Council Member Cortney advocated that any renaming of city parks to honor individuals should include not only the act of renaming but also the installation of a plaque or other form of display to properly memorialize the contributions of the individual being honored. Additionally, he suggested that the Council adopt a formal resolution rather than a simple motion for such matters, arguing that a formal resolution would lend the decision more authority and permanence. Council Member Brittney Bills and Mayor Ostler agreed with developing a policy first, with Mayor Ostler noting the need to be sensitive to other long-term residents who have contributed to the community.

Council Member Ron Campbell argued that since residents had specifically requested this change, the Council should act on it. He emphasized the importance of listening to the community's voice, noting that the petition and requests from residents indicated a clear desire for this to be done.

Council Member Smith emphasized that the requests reflected community engagement and desires, which should guide the Council's actions. He suggested that while developing a naming policy is important, leveraging the community's initiative and input is also crucial in honoring valuable contributions within Highland.

Council Member Doug Cortney MOVED that the Highland City Council direct staff to rename Canterbury South Park to Charlie Greenland park, to design and place a suitable monument in the park memorializing Charlie Greenland, and to prepare a suitable certificate for presentation to Charlie Greenland at a dedicated event.

Council Member Scott L. Smith SECONDED the motion.

The vote was recorded as follows:

<i>Council Member Brittney P. Bills</i>	No
<i>Council Member Ron Campbell</i>	Yes
<i>Council Member Doug Cortney</i>	No
<i>Council Member Kim Rodela</i>	Yes
<i>Council Member Scott L. Smith</i>	Yes

The motion carried 3:2

The Mayor and Council encouraged staff to work to develop a formal policy for renaming parks.

d. ORDINANCE: Alcohol License Amendments - Removing Per-Zone Limit *Municipal Code Update (Legislative)*

Kim Rodela, Council Member, Scott Smith, Council Member, Rob Patterson, City Attorney/Planning & Zoning Administrator

The City Council will consider repealing the restriction on the number of alcohol licenses that may be issued within a particular zone within the Town Center, while maintaining the overall 4-license limit within Highland City.

City Attorney Rob Patterson explained the proposed amendment to remove the per-zone limit on alcohol licenses while maintaining the overall city limit of four licenses. He displayed a map showing the current commercial zones within the City Center area where alcohol licenses are permitted. Mr. Patterson noted that since the alcohol ordinance was adopted, only Little India has received a limited-service license, while Highland Mains has expressed interest in additional licenses. Under current regulations, with a limit of two licenses per zone, Highland Mains could only get one additional license as it shares a zone with Little India.

Council Member Smith asked for clarification on the differences between limited and full-service licenses. Mr. Patterson explained that a limited-service license, like the one Little India holds, restricts them to serving beer and wine, but not spirits or mixed drinks. Council Member Smith inquired further about the 4-license cap within the City and sought confirmation that these licenses could include either full or limited-service licenses up to that cap, without the requirement to allocate separately for each type. Mr. Patterson confirmed that the City allows for up to 4 licenses total, which can be either type, rather than splitting them as specific numbers for each service type.

Council Member Rodela explained she proposed this change to enable development in Highland Mains, where leases for restaurants include contingencies for alcohol service. She stated that the decision to bring this matter before the council was made independently and was not a result of developers pressuring her. Instead, she wanted the council to fully evaluate the proposal so that it was a council decision rather than a developer-led initiative. Council Member Smith expressed his rationale for supporting the proposed ordinance change, noting that although he personally opposes the proliferation of alcohol sales due to his experiences as a physician, he recognizes the importance of supporting the majority decision of the Council. Council Member Smith emphasized that the Council, having made a decision on alcohol licenses previously, should continue to act cohesively in support of that decision, despite individual reservations. Council Member Scott further highlighted the aspect of fairness and the importance of a collective response from the Council once a decision is made. Council Member Campbell thanked Council Member Smith for his comments and stated his position on this matter has strengthened his respect for him.

Council Member Cortney emphasized his opposition to proceeding with the amendment to the alcohol license ordinance without conducting a public hearing. He highlighted the controversial nature of the proposal and the importance of transparency and public involvement in such decisions. He pointed out that the existing per-zone limit was initially established as part of a compromise when the original ordinance permitting alcohol licenses

was adopted. Council Member Cortney argued that such a significant change warranted sufficient notice and an opportunity for resident feedback, particularly given the sensitivities surrounding alcohol licensing within the community. He expressed concerns about the possible perception of rushing the decision without adequately engaging the public, who had previously expressed mixed opinions on the issue of alcohol sales in Highland. Moreover, he noted that making a substantial policy change like removing the per-zone limit aligns with the Council's commitment to a transparent and participatory process, ensuring that the perspectives of community members are considered before implementing revisions to policies that affect the character and economy of the city. This approach would not only uphold public trust in city governance but also provide a platform for addressing any potential concerns or questions from residents regarding the implications of the proposed changes.

Council Member Bills disagreed with the idea that the proposed ordinance amendment is substantive and indicated a willingness to take action on the proposal this evening.

Mayor Ostler noted that at the beginning of tonight's meeting, he indicated he would accept public comment on this matter; he asked Council Member Bills to refrain from making a motion on the proposal until after hearing public input.

Council Member Smith stated that the proposal does not expand the number of total licenses allowed in the City.

Mayor Kurt Ostler opened for public comment at 10:36 p.m.

Liz Rice expressed her concerns to the City Council regarding the proposal to concentrate all four alcohol licenses within a single area of the city, emphasizing her apprehension about timing the decision before newly elected officials take office. She articulated her belief that such an action could potentially overlook the input of incoming representatives, who may bring fresh perspectives or alternative approaches to city governance. Ms. Rice highlighted the feedback she received from various residents, noting their frustration with what they perceive as an accelerated process lacking sufficient public involvement. Her remarks underscored the importance of distributing licenses thoughtfully across diverse commercial areas instead of clustering them, in order to ensure balanced economic growth and community wellbeing across Highland. She provided the Mayor and Council with a hard copy of her comments on the matter, which she read for the record of the meeting.

Debra Maughan voiced her support for the proposed change to the alcohol license regulation, citing alcohol service as a matter of personal choice that has historically been well-managed within the community. She referenced the longstanding operation of the golf course as an example of responsible alcohol service, noting that it has not resulted in any significant issues over the years. Ms. Maughan highlighted the legal safeguards and strict regulations that govern alcohol service in restaurants and public establishments, emphasizing that these regulations ensure safe and responsible service. She communicated she believes that expanding the availability of alcohol licenses could contribute positively to the local dining scene without compromising community safety or values.

Mayor Ostler closed the public comment at 10:46 p.m.

Mayor Ostler asked several questions regarding the proposed amendments to alcohol license regulations, focusing on potential impacts to existing and future licensees. Mr. Patterson clarified the process for securing a license, explaining that State law mandates separate business licenses for each entity, thus requiring Black Sheep and Pizzeria 712 to operate independently if they wish to secure alcohol licenses, while emphasizing the inability to share licenses due to overlapping business operations.

Council Members deliberated on whether the proposed changes represented a substantive change from prior agreements, with Council Member Ron Campbell affirming the relevance of maintaining a four-license city. He noted, based on current applications, the proposed amendments did not appear substantive as they revisit or

reject increasing the overall license number. He emphasized the measure's potential to stimulate commercial development without favoring one project over another.

Conversely, Council Member Doug Cortney stated he still favors public input, pressing the need for procedural integrity rather than avoiding policy alterations without proper communication. He stated he will be voting against a motion to approve tonight, based simply upon procedural concerns rather than the subject matter of the amendment.

Council Member Ron Campbell MOVED that City Council adopt the ordinance amending Title 5, Chapter 12 of the Highland Municipal Code and repeal the per-zone alcohol license regulation.

Council Member Brittney P. Bills SECONDED the motion.

The vote was recorded as follows:

<i>Council Member Brittney P. Bills</i>	<i>Yes</i>
<i>Council Member Ron Campbell</i>	<i>Yes</i>
<i>Council Member Doug Cortney</i>	<i>No</i>
<i>Council Member Kim Rodela</i>	<i>Yes</i>
<i>Council Member Scott L. Smith</i>	<i>Yes</i>

The motion carried 4:1

e. RESOLUTION: Personnel Policy Regulations - Elected Officials Retirement Contribution Amounts General City Management

Erin Wells, City Administrator, Jess Andra, Human Resources Generalist

The City Council will consider the City's policy on retirement contributions for elected officials.

Human Resources Generalist Jess Andra explained that during a recent Utah Retirement Systems audit, it was discovered that Highland City had been contributing 16.04% to elected officials' 401(k) accounts instead of the 7.5% established in a 2016 policy that was never incorporated into the personnel policy manual. Ms. Andra presented two options: Continue making additional contributions for Elected Officials (going into effect immediately); or discontinue making additional contributions for Elected Officials (made effective Jan 2, 2026; the start of the first pay period in the calendar year).

Several Council members expressed concern about effectively reducing compensation for elected officials, especially given Highland's comparatively low pay rates for Council and Mayor positions. Council Member Rodela highlighted the additional challenge of attracting qualified candidates to serve in elected positions when compensation is perceived as inadequate. She noted that other cities offer more competitive financial packages for their elected officials, including higher salaries and additional benefits such as healthcare. While acknowledging the importance of compliance with established policy, she emphasized her support for efforts to re-evaluate the entire compensation structure within the broader context of the upcoming budget process, where issues of salary and benefit adjustments would be thoroughly discussed and considered. Ultimately, the Council decided to align with the existing established policy by adjusting the contribution to match the 7.5% level temporarily while agreeing to revisit the overall compensation structure as part of future budget discussions.

Council Member Cortney advocated for holding a public hearing before proceeding with any decisions regarding adjustments to elected officials' compensation, emphasizing the importance of transparency and community engagement in the decision-making process.

Council Member Doug Cortney MOVED to extend the meeting to 11:30 p.m.

There was no SECOND.

Council Member Kim Rodela MOVED to extend the meeting to 11:13 pm.

Council Member Brittney P. Bills SECONDED the motion.

All voted in favor and the motion passed.

Council Member Kim Rodela MOVED that the City Council adopt the resolution Amending the City Personnel Policies to Eliminate the City's Retirement Contribution for Elected Officials but readdress this issue along with salaries as part of the budget in the upcoming year.

Council Member Scott L. Smith SECONDED the motion.

The vote was recorded as follows:

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

The motion carried 5:0

5. EXPEDITED ITEMS

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

a. RESOLUTION: Lone Peak Public Safety District Interlocal Agreement Amendment General City Management

Erin Wells, City Administrator

The City Council will consider adopting changes to the Lone Peak Public Safety Interlocal Agreement, specifically on the assessment formula for the Fire Department charged to each city.

City Administrator Wells summarized background information regarding this matter, and asked if Council was amenable to option three as part of the budget process.

The Council briefly discussed the matter and debated available options, ultimately affirming they are supportive of option three, with Council Member Cortney stating that he would reach out to Alpine and encourage them to support option three as well.

Council Member Doug Cortney MOVED that City Council approve the resolution Approving and Adopting Amendments to the Interlocal Cooperation Agreement Between Alpine City and Highland City Governing the Lone Peak Public Safety District.

Council Member Scott L. Smith SECONDED the motion.

The vote was recorded as follows:

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

<i>Council Member Doug Cortney</i>	Yes
<i>Council Member Kim Rodela</i>	Yes
<i>Council Member Scott L. Smith</i>	Yes

The motion carried 5:0

b. ACTION: 4800 West Design Contract Approval *General City Management*

Chris Trusty, City Engineer/Public Works Director

The City Council will consider the award of a design contract for the 4800 West Safety Improvement project.

In conjunction with the biannual Mountainland Association of Governments (MAG) Transportation Improvement Plan (TIP) project cycle, Highland City, along with the city of Alpine, co-submitted a request for improvements along 4800 West between Highland City and Alpine City. These plans within each City were approved by the respective City Councils. Highland Council approval was on April 19, 2022. On June 16, 2025, the Council approved the City budget which included the revenue sources and city expenditures for this project. Subsequently, the City Council voted to approve Interlocal Agreements with Utah County and Alpine City on September 19, 2025, specifically for the funding of this project. Staff recommends that the design contract for the 4800 West Safety Improvement project be awarded to Consor North America in the amount of \$307,780.

Council Member Kim Rodela MOVED that City Council award the design services contract for the 4800 West Safety Improvement project to Consor North America in the amount of \$338,459.00

Council Member Scott L. Smith SECONDED the motion.

The vote was recorded as follows:

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

The motion carried 5:0

c. ACTION: Public Works Work Order System *General City Management*

Chris Trusty, City Engineer/Public Works Director

The City Council will consider the purchase and implementation of asset management software.

City Engineer/Public Works Director Trusty discussed inefficiencies associated with the City's current work order system, which has led staff to evaluate two separate software platforms: AtomAI and OpenGov. Both platforms perform the same basic functions, but some of the differences between the two are that AtomAI works with a Google platform, allowing users to access the program through Google Earth and to use the street view application, which is a unique feature that staff felt would be beneficial when reviewing work orders. He highlighted additional benefits of moving to the AtomAI enterprise asset management software. He noted it would enable better tracking of maintenance activities, personnel time, equipment usage, and materials. He noted the cost was about half of what was initially expected.

Council Member Smith raised a concern about the City's multiple software systems and questioned if they all communicate with each other. He suggested the potential benefit of having a unified system. City Administrator Wells acknowledged the issue, stating that while it would be ideal to have one cohesive system; however, budget

constraints and the availability of a single software to meet all needs make it challenging. She confirmed efforts are made to coordinate systems to the extent possible.

Council Member Doug Cortney MOVED that City Council approve the purchase and implementation of the AtomAI Enterprise Asset Management Software.

Council Member Kim Rodela SECONDED the motion.

The vote was recorded as follows:

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

The motion carried 5:0

Council Member Cortney requested a demo of the software for the City Council.

6. COMMUNICATION ITEMS

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

a. Council Vacancy Update *Kurt Ostler, Mayor*

Mayor Ostler noted that tomorrow is last day individuals can apply to be considered for appointment to the Council vacancy. The successful candidate will be appointed December 11 - 6:00 p.m.

The oath of office ceremony for newly elected officials will be held January 5, 2026.

City Attorney Patterson stated he has heard concerns from lawyers in other municipalities about the concept of interviewing/discussing matters with applicants before the official meeting where the appointment will occur. He advised the Mayor and Council Members to avoid discussions with any of the applicants until the December 11th appointment meeting.

b. Development Update: Ridges at Alpine *Rob Patterson, City Attorney/Planning & Zoning Administrator*

City Engineer Chris Trusty provided an update on the Ridges at Alpine development and its impact on Highland's trailhead and access to trails. He displayed maps showing the planned development, and explained that while trail access is currently closed for construction, it should reopen in spring once culvert work is completed.

c. Meeder Investment Update *David Mortensen, Finance Director*

Finance Director David Mortensen provided a brief update on the City's investments with Meeder, noting that interest returns were starting to increase after the initial implementation phase.

Council Member Cortney inquired if the City's investments through Meeder were currently yielding lower interest rates compared to the PTIF. Finance Director Mortensen confirmed that, as of now, the interest rate from Meeder was lower. While the federal funds rate stood at approximately 3.89%, the City's Meeder investments averaged around 3.65%. Mr. Mortensen expressed confidence that the long-term benefits of Meeder's stability would become more evident as PTIF rates are expected to decline further in response to the Federal Reserve's actions.

d. Possible Safety Improvements to City Hall, the Library, & the Justice Court *Erin Wells, City Administrator*

City Administrator Erin Wells presented preliminary plans for security improvements to City facilities that would cost an estimated \$200,000. The proposed improvements included:

1. Council Chambers: Hardening the dais area to provide protection
2. City Hall Front Counter: Moving the counter forward and adding a secure door
3. Courtroom: Hardening the areas where the judge, court clerk, and witnesses sit
4. Library: Creating a safe room in the director's office and adding automated blinds
5. Fire Station Lobby: Upgrading the reception area with ballistic materials

Council Members expressed mixed opinions about proceeding with the improvements, with some wanting more data on threats and others supporting the security enhancements. Ms. Wells agreed to gather additional information on security threats to municipal buildings.

e. America250 Grant *Kurt Ostler, Mayor*

Mayor Ostler informed the Council about the opportunity to receive a \$1,500 grant for America's 250th anniversary celebration by establishing a committee of 5-10 individuals and passing a resolution by December 31. The Council agreed to proceed with applying for the grant, which would be included on the December 11 agenda.

The Mayor and Council also reviewed upcoming events including:

- December 8: Park Maintenance Building Open House at 5:00 p.m.
- December 10: Council Christmas Party at 5:15 p.m.
- December 11: Council Appointment at 6:00 p.m.
- January 5: Oath of Office at 6:00 p.m.

7. CLOSED MEETING

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

There was no closed meeting.

ADJOURNMENT

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

The meeting adjourned at 11:44 pm.

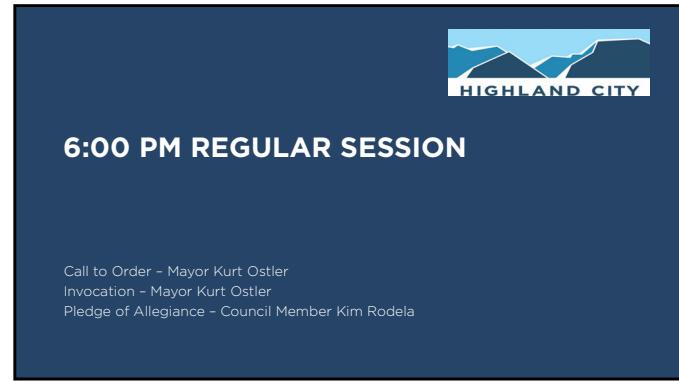
I, Stephannie Cottle, City Recorder of Highland City, hereby certify that the foregoing minutes represent a true, accurate and complete record of the meeting held on December 2, 2025. This document constitutes the official minutes for the Highland City Council Meeting.



Stephannie Cottle, CMC, UCC
City Recorder



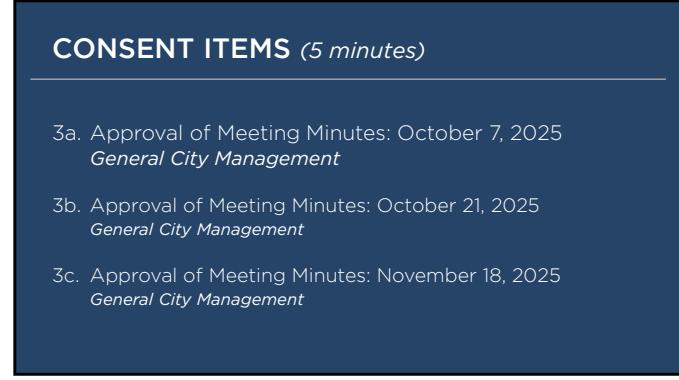
1



2



3



4



5



6

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



7

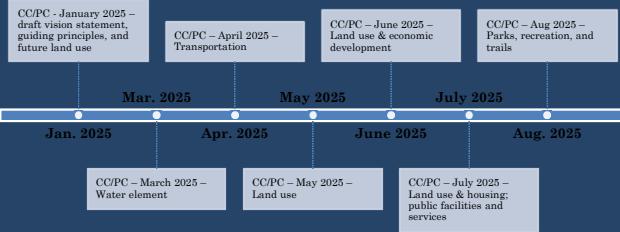
Information Gathering & Outreach - 2024

- 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



8

City Council & Planning Commission Workshops - 2025



CC/PC - January 2025 – draft vision statement, guiding principles, and future land use

CC/PC – April 2025 – Transportation

CC/PC – June 2025 – Land use & economic development

CC/PC – Aug 2025 – Parks, recreation, and trails

Mar. 2025

CC/PC – March 2025 – Water element

Apr. 2025

CC/PC – May 2025 – Land use

May 2025

June 2025

CC/PC – July 2025 – Land use & housing; public facilities and services

July 2025

Aug. 2025

Jan. 2025

9

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)

10

Draft General Plan

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

11

Element Layout Guide

1. Introduction
 - Overview of the element section
2. Community Perspectives & Feedback
 - Reviews community feedback
3. Existing Conditions
 - Current Snapshot
4. **Goals and Implementation Strategies**
 - **What will we explore or consider for the future?**

12

Council Feedback

Review Questions and Comments by City Council Members

- **Minor changes**, such as a change in word choice, can be handled quickly
- **Substantive changes** staff needs a clear consensus
- Motion would allow the Council to approve the Plan with the changes agreed upon

13

Council Feedback

Landmark Design

Aubrey Larsen

14

Motion to Approve

I move that the City Council adopt the comprehensive update and amendment to the Highland City General Plan and Transportation Master Plan, as presented tonight, incorporating all changes and additions approved by the City Council tonight.

15

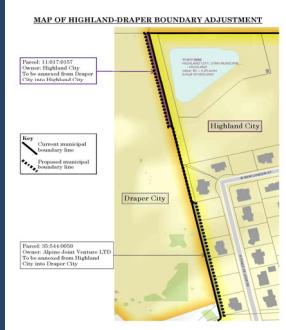
BOUNDARY LINE ADJUSTMENT BETWEEN HIGHLAND CITY AND DRAPER CITY

General City Management



Item 4b – Action/Resolution
Presented by – Stephannie Cottle, City Recorder

16



17

Next Steps

- Notice public hearing for 3 weeks prior to public hearing
- February 3 – hold public hearing and may adopt ordinance to change boundaries
- Recording process with County Surveyor, Lieutenant Governor's office, County Recorder
- Draper City is scheduled to have their meetings on December 16 and February 17

18

Motion to Approve

I move that City Council adopt the resolution indicating the intent of Highland City to adjust a common boundary with Draper City and set a date of Tuesday, February 3, 2026, for a public hearing on the matter.

19



RENAME CANTERBURY SOUTH PARK - CHARLIE GREENLAND PARK

General City Management

Item 4c - Action
Presented by - Kim Rodala, Council Member
Scott L. Smith, Council Member
Ron Campbell, Council Member
Erin Wells, City Administrator

20

Background

- At November 18 City Council, residents from the Canterbury South subdivision petitioned the City Council to rename Canterbury South Park to Charlie Greenland Park
- Park located at 10300 North Canterbury Lane
- 1.4 acres with walking trail

21



22

Charlie's Legacy

- Charlie, his father, and grandfather lived in a home previously near the park. ~120 years
- Charlie currently lives near the park in a different home ~50 years
- Charlie was the first Historical Society president

23

Merlin B. Larson Park

- Only park in Highland named after an individual
- Prominent callings in the Church of Jesus Christ of Latter-day Saints
- Utah County and Highland Planning Commission
- Highland Water Company
- Owned a farm in Highland

24

Some Potential Options

- Rename the park now
- Wait to rename the park with a more formal resolution with more detail and plans
- Adopt a policy on the naming of city facilities before considering the renaming.

25

Motion to Rename

I move that the City Council direct staff to rename Canterbury South Park to Charlie Greenland [or another name chosen by the Council] Park.

26

Motion to Create Policy

I move that the City Council direct staff to research and draft a policy on the Naming of City Facilities.

27



ALCOHOL LICENSE AMENDMENTS - REMOVING PER-ZONE LIMIT

Municipal Code Update (Legislative)

Item 4d - Action/Ordinance
 Presented by - Kim Rodela, Council Member
 Scott L. Smith, Council Member
 Rob Patterson, City Attorney/Planning & Zoning Administrator

28

Background

- Jan 2024 alcohol law changes
- Restaurant licenses only
- Full and limited service
- 4 licenses total in city center
- Up to 2 licenses per zone
- 4 zones: CR, C-1, Apple Creek, Town Center



29

Current and Remaining Development

- No requests for alcohol licenses from current or planned restaurants in Town Center, C-1, or Apple Creek zones (3 pads undeveloped/unplanned)
- Little India in CR zone has alcohol license
- Highland Mains in CR zone has expressed interest for restaurant alcohol licenses
- Under current regulations, CR zone can only have one additional alcohol license, regardless if other city center businesses want/use any licenses

30

Proposed Amendment

- C. Highland City shall issue no more than four (4) business licenses or other approvals for the commercial sale or consumption of alcohol at any time.
- D. Business licenses or other approvals for the commercial sale or consumption of alcohol shall be issued only to businesses within the city commercial center, consisting of commercially zoned property within the C-1, CR, Town Center Commercial Retail, and Apple Creek Planned Development zoning districts, ~~provided that no more than two (2) total licenses related to alcohol shall be issued to businesses within the same zoning district.~~
- Removes 2-license-per-zone restriction
- Does not change any other restriction:
 - 4 license limit city-wide, only within city center
 - Restaurant licenses only (limited or full)
 - No retail sale, no off-premise sales/consumption

31

General Plan and Staff Review

- New General Plan, as recommended, emphasizes treating Town Center as whole and strengthening it as City's commercial heart
- There are very little differences in commercial uses for the zones in Town Center
- Because existing businesses (except Little India) have not asked for licenses for last 2 years, and there is little difference between zones, staff does not have concerns with removing 2-per-zone restriction and believes it follows the General Plan

32

Motion to Approve

I move that City Council adopt the ordinance amending Title 5, Chapter 12 of the Highland Municipal Code and repeal the per-zone alcohol license regulation

33



PERSONNEL POLICY REGULATIONS - ELECTED OFFICIALS RETIREMENT CONTRIBUTION AMOUNTS

General City Management

Item 4e - Action/Resolution
 Presented by - Erin Wells, City Administrator
 Jess Andra, Human Resources Generalist

34

History

- Recently, Highland underwent a URS Audit. Which brought attention to the requirement of a Tier 2 Elected Official policy.
- 2016 a Tier 2 Elected Official policy was presented and adopted. (Though, never put into the policy manual)
- Long history of the Elected Officials' URS contribution being 16.04%.

35

Fiscal Impact

- Below is the annual pay and extra retirement amounts for elected officials.
 - Mayor:
 - Salary: \$12,600.00
 - Retirement: \$1,076.00
 - Council Member:
 - Salary: \$8,064.00
 - Retirement: \$689.00
- Staff is presenting two options to the council.
 - Continue making additional contributions for Elected Officials. (Going into effect immediately)
 - Discontinue making additional contributions for Elected Officials. (Made effective Jan 2, 2026; the start of the first pay period in the calendar year.)

36

Motion to Maintain the Extra Retirement Contributions for Elected Officials

I move that the City Council adopt the resolution Amending the City Personnel Policies to Formalize the City's Retirement Contribution for Elected Officials. [The Council can also direct staff to do further research on any particular topic to be brought back to a future meeting.]

37

Motion to Eliminate the Extra Retirement Contributions for Elected Officials

I move that the City Council adopt the resolution Amending the City Personnel Policies to Eliminate the City's Retirement Contribution for Elected Officials. [The Council can also direct staff to do further research on any particular topic to be brought back to a future meeting.]

38

LONE PEAK PUBLIC SAFETY DISTRICT INTERLOCAL AGREEMENT AMENDMENT

General City Management



Item 5a - Expedited
Presented by - Erin Wells, City Administrator

39

Background

- Changes to the interlocal agreement being brought based on the discussions over the past many months by the Lone Peak Public Safety Board and Alpine and Highland City Councils.
- Second recent change to the ILA
- Formula to calculate the assessment to the cities for the fire department.

40

Formula Summary

- Current
 - 10% is split evenly between each City
 - 45% is charged based on population
 - 45% is charged based on Equivalent Residential Units
- ILA Change
 - Taxable value of all real property within each City in as a whole of the aggregate taxable value of the District

41

Fiscal Impact

City	Current Assessment	Percent Share of Assessment	Proposed Assessment	Difference	Percent Share of Assessment
Alpine	\$1,529,294	35.2%	\$1,810,544	\$281,251	41.7%
Highland	\$2,817,049	64.8%	\$2,535,799	\$(281,251)	58.3%

42

Transition to New Formula

- Lone Peak Board on 3:1 vote opted for Option 1
 - Formula change FY27 with no transition
- Option 3: transition using fund balance
 - Could still occur as a part of the budget process or Alpine could adopt that option on January 13 and ask the Highland Council to consider adopting that option instead
- Seeking Council input on whether Option 3 is still an option from a budget process consideration (or IIA option)

43

Motion to Approve

I move that City Council approve the resolution Approving and Adopting Amendments to the Interlocal Cooperation Agreement between Alpine City and Highland City governing the Lone Peak Public Safety District.

44

4800 WEST DESIGN CONTRACT APPROVAL

General City Management



Item 5b – Expedited
Presented by – Chris Trusty, City Engineer/Public Works Director

45

4800 West Design Contract Award



Updated Drawing showing Safety Improvements

46

Safety Improvements

- Lanes align through intersection for safety.
- Roadway shoulders for safe driveway exits and bicycle lanes.
- Completing center two-way left turn lane for safe turning movements.
- Multi-use trail on the east side to allow for safe pedestrian passage to City border.
- Safe pedestrian crossings.

47

4800 West Improvements

	Consort	Methods	CMT
Design	\$257,700	\$239,420	\$172,200
Construction Management	\$20,000	\$41,780	\$43,800
Inspections/ Material Testing	\$19,980	\$212,210	\$113,850
Construction Survey	\$10,010	\$12,200	\$27,200
TOTAL	\$307,690	\$505,610	\$357,050
Plus 10% Contingency	\$338,459	\$556,171	\$392,755

48

Motion to Approve

I move that City Council award the design services contract for the 4800 West Safety Improvement project to Consor North America in the amount of \$338,459.

49



PUBLIC WORKS WORK ORDER SYSTEM

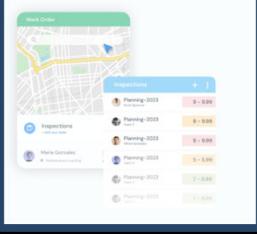
General City Management

Item 5c – Expedited
Presented by – Chris Trusty, City Engineer/Public Works Director

50

Work Order Software

ENTERPRISE TOOL: organize, track, maintain and optimize physical assets
LABOR MANAGEMENT: Assign Work Orders, log time and monitor work forces
EQUIPMENT UTILIZATION: Track usage, availability, and maintenance needs for all equipment
MATERIAL TRACKING: Ensure accurate inventory usage and replenishing for optimized workflows



51

Work Order Software

- Improved flow on work orders
- Auto feedback available for public reporting
- Integrates with city's existing ArcGIS and Google Earth
- Customizable for individual users
- Unlimited users
- App can be downloaded to IOS and Android cell phones/ tablets
- Provides Asset Management for
 - Culinary Water
 - Pressurized Irrigation
 - Sewer
 - Storm Drain System
 - Streets
 - Traffic Signs
 - Parks
 - City Facilities

52

Work Order Software Purchase

	ATOM AI	Open Gov
Implementation	\$67,600	\$51,510.23
Year 1	\$15,000	\$36,670.21
Year 2	\$15,000	\$38,503.72
Year 3	\$15,000	\$40,428.91
Year 4	\$15,000	\$60,000?
Year 5	\$15,000	\$60,000?
Initial 5 years	\$142,600	\$287,113

Includes all infrastructure from start date

Initial package only includes:

- Water Distribution
- Transportation
- Facilities

53

Motion to Approve

I move that City Council approve the purchase and implementation of the AtomAI Enterprise Asset Management Software.

54



COUNCIL VACANCY UPDATE

Item 6a - Communication
Presented by - Kurt Ostler, Mayor

55

Dates

- December 3, before 6:00 pm - Applications Due
- December 11, 6:00 pm - Council Appointment Meeting, City Hall
- January 6, 6:00 pm - Oath of Office Ceremony, City Hall

56

Applicants

- Ron Campbell
- Wes Warren
- Kristin Richey
- Jeffrey Anderson

57



DEVELOPMENT UPDATE: RIDGES AT ALPINE

Item 6b - Communication
Presented by - Rob Patterson, City Attorney/Planning & Zoning Administrator

58

Ridges at Alpine



59

Ridges at Alpine



60



MEEDER INVESTMENT UPDATE

Item 6c - Communication
Presented by - David Mortensen, Finance Director

61

Meeder Investment Update

- \$15 million investment
- 2.5 year average maturity (0-1 years = 17.5%, 1-2 years = 20.2%, 2-3 years = 21.0%, 3-4 years = 24.7%, 4-5 years = 16.6%)
- AA average credit rating
- 3.65% average yield (commercial paper = 4.03%, U.S. treasuries = 3.53%, U.S. agencies = 3.59%, corporate bonds = 3.81%, money market funds = 3.92%)

62

Meeder Investment Update

- Asset Allocation
 - U.S. Treasuries = 62.27%
 - U.S. Agencies = 13.364%
 - Commercial Paper = 13.345%
 - Corporate Bonds = 10.603%
 - Money Market Funds = 0.417%



Asset Type	Percentage
U.S. Treasuries	62.27%
U.S. Agencies	13.364%
Commercial Paper	13.345%
Corporate Bonds	10.603%
Money Market Funds	0.417%

63

Meeder Investment Update

- Interest Accrued and Received
 - September: \$93,883 purchased + \$25,396 accrued - \$13,292 received = \$105,987 ending accrued interest
 - October: \$105,987 beginning + \$35,372 accrued - \$36,097 received = \$105,262 ending accrued interest
- PTIF Comparison
 - September = \$56,357 at 4.38% (first week balance at \$27.6 million, rest of month balance at \$11.5 to \$13 million)
 - October = \$42,028 at 4.27% (balance at \$11 to \$12 million)

64



POSSIBLE SAFETY IMPROVEMENTS TO CITY HALL, LIBRARY, JUSTICE COURT

Item 6d - Communication
Presented by - Erin Wells, City Administrator

65



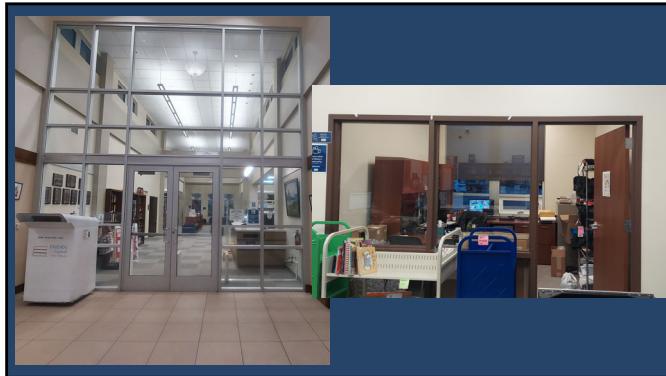

66



67



68



69



70



71



72

Council Direction

- FY26 Budget Amendment?
- FY27 Budget Consideration?
- Need more information?

73



AMERICA 250 GRANT

Item 6e - Communication
Presented by - Kurt Ostler, Mayor

74

Background

- Federal and State Governments encouraging local communities to plan activities to celebrate and honor the 250th anniversary of the Declaration of Independence
- \$1,500 grant
 - Create Utah250 Committee
 - Adopt a Resolution pledging City will support committee in executing activities to celebrate Amerca250.
 - Submit an idea for our own event
 - Due December 31

75

Event Ideas

- Contest to walk 250 miles
- Service project
- Special parade
- Obtain Veteran stories
- Do a special movie night

76

Council Direction

- Do we want to try to meet the December 31 deadline for the grant money?
 - Create committee
 - Adopt resolution
 - Committee come up with idea

77



FUTURE MEETINGS

- December 3, Deadline for Council Vacancy Applications
- December 8, Parks Building Open House, 5:00 pm, Parks Building
- December 10, Lone Peak Public Safety District Meeting, 7:30 am, City Hall
- December 10, Council Christmas Party, 5:15 pm, Carver's - Sandy
- December 11, City Council Vacancy Appointment Meeting, 6:00 pm, City Hall
- December 12, Library Senior Event, 11:00 am, City Hall
- December 13, Wreaths Across America, 10:00 am, Highland City Cemetery
- January 6, Oath of Office Ceremony, 6:00 pm, City Hall

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HIGHLAND CITY LIBRARY REPORT 2025
Presented by the Highland City Library Board
Karen Liu, Director

1

Thanks to our supporters



2

Thanks to our supporters



3

Thanks to our supporters



4

Donna Cardon's legacy

- Programs
- Technology
- Physical Facilities
- Collaborations



5

Welcome Karen Liu

- Served as the Youth Services Librarian for the Utah State Library
- Worked with the Orem Public Library, Santa Monica College Library, Concordia International School's Shanghai Campus, and Salt Lake County Library



6

Highland City Library quick stats

- 6300 active cardholders
- Physical circulation: 212,300 (8.9% increase over 2024)
- Digital circulation: 98,671 (9.3% increase over 2024)
- Highland physical items: 44,612 (4.9% increase over 2024)
- With TLC, total access is 194,630 physical items (4x increase)
- Beehive Library Consortium: more than 80,000 eBooks, 50,000 eAudibooks, and 6,000 Digital Magazines

7

Highland City Library quick stats

- 64% Highland residents actively use the library
- 66% Highland residents want to ensure that the library is funded to maintain or expand current services
- Staff have a 96% “good” or “excellent” rating

8



9

Highland City



10

Highland City Library

- “Heart of the community”
- “Gathering place”
- “Primary hub for civic life [...] and events”
- “Focal point for community connection and activity”



11

A Gathering Place

- 236 programs for children and teens
- 12,986 attended children and teen programs
- 20 adult programs with 539 attending
- 23 family programs with 3380 attending



12

Highland City Library: A Place for Children

13

Highland City Library: A Place for Children

14

Highland City Library: A Place for Children

15

Highland City Library: A Place for Teens

16

Highland City Library: A Place for Teens

17

Highland City Library: A Place for Adults

18

Highland City Library: A Place for Seniors

- \$10,410 LSTA 2026 Competitive Grant
- “Bridging the Gap: Highland City Library’s Senior Social Hub”
- Collaboration with Arts Council



19

Highland City Library: A Place for Seniors



20

Highland City Library: A Place for Families



21

A DAY AT HIGHLAND SCHOOL OF MAGIC
SATURDAY, NOVEMBER 8TH

SESSION 1: 10AM-12PM SESSION 2: 1PM-2PM

Hone your magical abilities at our school for extraordinary persons of all sorts!
Ages 6 and above
Children under 9 must be accompanied

22

Highland City Library: A Place for All Needs



23

Highland City Library: A Place for Businesspeople



24

Highland City Library: A Place for Digital Readers

- Highland City users checked out 98,671 items on Libby in FY25
- Our use constitutes much higher than average use in the Beehive Library Consortium
- In FY27, annual costs will increase



Libby.

25

Highland City Library: A Place for Collaboration

- Highland library card holders can now access over 194,690 physical materials.
- Highland: 44,612
- Pleasant Grove: 56,133
- American Fork: 90,493
- Highland has transported over 13,000 items in the first 7 months.



26

Highland City Library: ready to serve




27

Questions?





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Version 1.0
October 17, 2025

STATE-ENDORSED DIGITAL IDENTITY

PROTECTING LIBERTY IN THE DIGITAL AGE



SUMMARY

State-Endorsed Digital Identity, or SEDI, is a constitutionally-based model meant to restore trust and protect liberty in the digital age. It is the first rights-first framework for digital identity, founded on the American value that identity is inherently decentralized and innate to the individual and not created by governments or corporations. SEDI requires that individuals fully control their digital identifiers. In this framework the state endorses and protects identity, rather than creating or owning an individual's identity.

Many of the digital identity systems currently designed and implemented in the United States do not include a comprehensive governance framework. These systems have either neglected or intentionally rejected the concept of individuals' rights. While these systems often seek to solve real challenges such as fraud, child safety, impersonation prevention, efficiency creation, and interoperability, the risks to individuals' rights are profound. Public distrust in digital identity has grown globally in response to systems capable of government tracking, surveillance, profiling, and scoring, which transform digital identity into a means of control. Public trust erodes when digital identity systems are hastily rolled out and do not allow for the public discourse required for such foundational infrastructure.

SEDI offers a different path, one that honors an individual's autonomy and will be a digital export of freedom to the world. Through comprehensive governance, open standards, digital authenticity and autonomy-respecting architecture, SEDI enables individuals to prove facts about themselves securely and privately, without tracking or surveillance, and only if, how, and when they choose. SEDI treats digital identity as critical public infrastructure, essential for national security, ensuring that both democracy and the free market can thrive in the digital age. States are invited to join Utah in the SEDI Consortium, to create a better digital identity and future that harmonizes an individual's rights with a state's responsibilities.

THE CHALLENGE: TRUST HAS COLLAPSED ONLINE

The internet has transformed how people live, work, and communicate. It connects billions of people across continents, supports global commerce, and powers innovation. To date this progress has been primarily driven by commerce, entertainment, and social networks. Yet a trustworthy way for individuals to prove who they are does not exist.

In the physical world, trust is reinforced by an individual's image, voice, and official documents. In the digital world, those natural and institutional signals of trust vanish. In their absence, governments and corporations attempt to fill the void, building—either intentionally or unintentionally—digital identity systems that control, surveil, profile, objectify, score and monetize our behaviors and personal data, as seen in China and other authoritarian nations.

Today, identity online is fragmented across countless accounts and systems but unified by the trackable profiles that technology companies, data brokers, and governments create. This digital ecosystem has fueled fraud, data breaches, impersonation, manipulation, and disinformation, eroding public trust. With the rise of generative AI, new techniques such as *deepfakes* allow attackers to dramatically reduce their costs and conduct even more sophisticated attacks, using

digitally doctored photos, videos, and audio streams that took days or weeks to produce, can now be done in minutes. This trend will only accelerate impersonation fraud.

The absence of a secure, privacy-preserving identity layer has become more than an inconvenience; it has become a national vulnerability that puts at risk individual security, trust in democracy, and the free market economy.

WHY SEDI IS NEEDED

For more than a decade, technologies and standards, such as ISO/IEC 18013-5/-7 (mobile driver's license), OpenID Connect, OAuth 2.0, KERI, SAML, and W3C Verifiable Credentials have advanced the technical capabilities of digital identity worldwide. Organizations who have adopted these technologies have not addressed some of the most essential questions concerning individual rights, comprehensive governance, and constitutional safeguards. SEDI fills that gap, ensuring that digital identity is designed to serve people.

A CONSTITUTIONAL FOUNDATION FOR DIGITAL TRUST

SEDI begins with a foundational principle: identity belongs to the person, not the government. The government's role is not to create or control identity but to endorse and protect it as a matter of public trust.

This reflects the founding idea of the United States, that all just powers of government derive from the consent of the governed. SEDI recognizes it is the role of the state to act as a trusted endorser, verifying an individual's asserted identity and then issuing an endorsed credential mathematically bound to a digital identifier that the individual alone controls.

A hierarchy of values is used to establish priorities for SEDI requirements, the highest being to protect individual rights (including privacy), safeguard children and the vulnerable, and strengthen families and communities. Operational goals such as interoperability, efficiency, convenience, or private-industry profits are recognized as legitimate but subordinate to these higher values and may never justify compromising them.

SEDI BASICS

1. **Comprehensive Legal Framework** - Before implementing any digital identity system, states should establish a comprehensive legal and governance framework that protects an individual's rights and ensures accountability. The SEDI Model provides the structure and principles to define this framework. It requires that states adopt:

- clear governance structures;
- comprehensive program requirements;
- enforceable standards for how digital identity systems operate;
- open standards and open protocols;
- explicit provisions for transparency;
- separation of duties;

- a right to paper;
- enforcement mechanisms;
- and independent audits.

2. **Individual Control** - With SEDI, an individual creates a globally unique digital identifier using cryptography that they alone control. After verifying the individual's real-world identity, the state digitally signed credential that endorses, not creates, the individual's identity, which is cryptographically (mathematically) bound to the provided identifier. The individual's identifier can be thought of as a keyring, a foundational digital starting point to which verifiable credentials can be attached. Licenses, permits, certifications, and other credentials are like keys a person might add to their ring, all under their exclusive custody and control within a digital wallet of their choosing.
3. **Privacy** - SEDI implements a decentralized, peer-to-peer approach. Credentials stored in a user-controlled wallet can be verified with mathematical proofs, eliminating the need for privacy-invasive 'phone-home' checks to a central authority, issuer, database or proxy. Individuals can prove facts (such as age) without revealing unnecessary details (such as sex, height, or address). No tracking by other parties is permitted when a SEDI credential is used.
4. **Parental Rights and Delegation** - With SEDI, parents are able to manage their children's digital identity and any associated credentials. In today's digital world, identity and data are too often used to exploit children rather than protect them. SEDI gives parents the technical tools to protect their children from those who would misuse their identity or personal data for profit or manipulation. It also enables delegation, allowing a legally appointed guardian to act on behalf of a vulnerable adult.
5. **Critical Public Infrastructure and Security** - SEDI expects digital identities to be under constant attack by nation-state actors, and some will be compromised. SEDI breaks new ground in security, providing both individuals and government with powerful means to detect compromise, contain any intrusion, and fully and rapidly recover. SEDI credentials are verifiable offline and can continue to function securely during outages, disasters, or attacks.
6. **Backward Compatibility** - SEDI is backwards compatible with existing technologies in the digital identity ecosystem. This ensures that individuals, states, and organizations can transition toward full SEDI compliance without disruption or loss of functionality. Backward compatibility makes SEDI both principled and practical, allowing advancement while maintaining continuity.

SEDI OPPORTUNITY

The benefits and capabilities of SEDI will be profound, providing a foundation for individuals and businesses to derive utility and for the free market to create new value-added solutions, including:

- Proof of identity;
- Replacement of usernames, passwords;
- Consent, permission, and agreement;
- Delegation;
- Management of personal data;
- Agentic AI;
- Government records (birth certificates; school transcripts, property records);
- Age verification;
- Peer-to-peer communication;
- Change of address.

Above all, SEDI is a rights-first, decentralized identity model that will empower individuals and families to control their data and privacy, protect children from digital exploitation, and safeguard democratic trust. SEDI will strengthen states and the free market generally by reducing fraud, enabling secure and efficient transactions, and fostering innovation. Most importantly, it will project freedom to the world, demonstrating that America can lead the digital age by example, anchoring technology in liberty and constitutional order.

A CALL TO ACTION

Utah invites every state to join the State-Endorsed Digital Identity Consortium to create a better digital identity and digital future together.

CONNECT WITH THE TEAM

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LEARN MORE ABOUT THE SEDI CONSORTIUM

Email us at SEDI@utah.gov to learn more about the SEDI Consortium.

Public Infrastructure Districts (PIDs):

Clarifying Dissolution, Annexation, and Non-Public Infrastructure

Background

Utah's Public Infrastructure District Act (Utah Code Title 17D, Chapter 4) allows local governments to create PIDs to finance infrastructure for new development. PIDs are also subject to Title 17B, Chapter 1, Provisions Applicable to All Special Districts, unless specifically exempted by Title 17D, Chapter 4. PIDs issue land-secured bonds repaid by special assessments or property taxes levied within district boundaries—not by the general taxpayer.

While PIDs have helped accelerate growth, their rapid expansion has revealed statutory gaps that could expose residents and local governments to jurisdiction, accountability, and fiscal risks. The issues below have emerged in recent audits and stakeholder reviews.

Issue 1 - Absence of a Defined Dissolution Process

Problem: General Special Service District provisions in Title 17B-1 apply to PIDs, including those pertaining to district dissolution. This section does not address the PID-specific questions of when to dissolve an entity once its intended purpose is complete. Without guidance, PIDs risk remaining as "empty shells" with no ongoing purpose but continuing administrative costs or liability exposure. To address this issue for PID specific cases, additional language would need to be added to Title 17D-4.

Proposed Bill Language (new section 17D-4-4):

17D-4-4. Dissolution of a Public Infrastructure District.

- (1) A district shall be dissolved after:
 - (a) all bonded indebtedness and contractual obligations are satisfied or defeated; and
 - (b) The infrastructure specified by the creating entity in the governing document is constructed and transferred to the entity responsible for its maintenance and operation.
- (2) The dissolution process shall follow the requirements of Title 17B Chapter 1 and be completed within one year of satisfying the requirements in Subsection (1).

Issue 2 - Non-Contiguous and Cross-Jurisdictional Annexation

Problem: Current statute permits annexation of non-contiguous parcels and even annexations into another city or county if pre-authorized in the PID's governing document. This allows a PID to operate inside another jurisdiction's boundaries without that jurisdiction's consent or oversight.

Policy Consequence: Creates potential conflicts between local governments, confusion regarding land use, property taxes, and sales tax rates.

Proposed Bill Language (amendments to §17D-4-201):

Replace current language in 17D-4-201(3) Creation – Annexation or withdrawal of property with:

- (a) An area may not be designated as a designated expansion area unless the area is contiguous to the original district boundary.
- (b) An area may not be annexed to public infrastructure district unless the area is within the designated expansion area that is described in a governing document that is included and submitted with the petition to create the public infrastructure district.



Office of the Utah State Auditor

Tina M. Cannon, Utah State Auditor

Issue 3 – Financing of Non-Public or Privately Owned Improvements

Problem: While PIDs are intended to finance public infrastructure, certain statutory exceptions (e.g., convention center or transit-related districts) allow bond proceeds to fund privately owned facilities. The lack of clear statewide boundaries risks the use of tax-exempt or public debt for private benefit.

Policy Consequence: Potential misuse of public financing authority, erosion of taxpayer confidence, and exposure to IRS private-activity bond limitations.

Proposed Bill Language (amendments to Section 17D-4-102):

Modify Title 17D-4-102 to disallow any privately owned infrastructure, utilities, improvements, facilities, buildings, or remediation.

Summary of Recommended Legislative Actions

Current Condition	Potential Consequence	Recommendation
Unclear dissolution requirements for PIDs	Perpetual inactive districts; unclear asset disposition	Add PID-specific dissolution section
Non-contiguous annexations	Governance overlap; lack of host consent	Require contiguity and jurisdictional approval
Ambiguity on private improvements	Public debt funding private assets	Clarify and limit private-improvement financing

Key Takeaway

These statutory updates would preserve PIDs as a transparent, limited-purpose financing tool—protecting taxpayers, ensuring intergovernmental coordination, and maintaining investor confidence in Utah’s local government debt markets.



Office of the Utah State Auditor

Tina M. Cannon, Utah State Auditor

Subject: Agenda item #3b: October 21 minutes

Date: Tuesday, December 2, 2025 at 8:25:48 AM Mountain Standard Time

From: Doug Cortney

To: Stephannie Cottle

CC: City Council

I'm sorry for sending this so late. I thought I'd completed reviewing the minutes but discovered this morning I'd only gotten half-way through the second set (October 21).

1. In the penultimate paragraph of the October 21 minutes under item 4d (p. 5), it appears that *Liz Rice's comments and Mayor Ostler's comments are comingled*.

According to the video ([2:25:34](#)), Liz Rice said, "the third runner up should really get that council seat." Mayor Ostler subsequently said, "I'll address my personal opinion on that. So, let's assume you have some closeness on this election ... that might be a good indication of the people and their willingness. However, where you have someone who's a distant third or a distant fourth you could also look at it the other way that the residents didn't want them as a council member."

I therefore propose striking the penultimate paragraph under item 4d of the October 21 minutes and replacing it with the following text: **"Liz Rice suggested that the third runner up should be appointed to the vacancy. Mayor Ostler suggested that in a close election this might indicate public support but that if a candidate is a distant third or fourth place, it could indicate the public's desire not to have them on the council."**

Highland General Plan

City Council 12/02/2025

Land Use & Placemaking

Clarify contradictions between desires for low-density/rural character and references to increased density. (pg. 14?)

Discussion

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 unique character of the lots and surrounding 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 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*).

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)

Correct outdated map references, including: Cedar Hills golf course appearing in Highland boundaries; questionable office zoning at 4800 West; and water features shown at 6800 West. (pg. 20)

Verified that a portion of the Cedar Hills Golf Course is located within Highland's boundaries.

This isn't a zoning map, it is meant to represent a future land use possibility (in this case, potential office uses in this area).

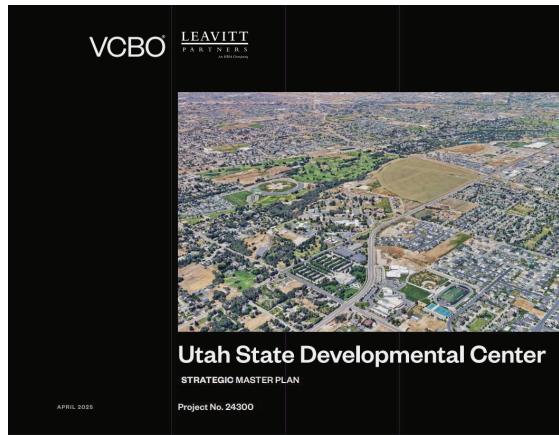
Water features verified and removed.

Clearly define terms such as "courtyard homes" and any new housing typologies. (pg. 19)

Discussion

This section could be adjusted to specify other preferred types e.g. townhomes, condos, duplexes, etc. or be more vague e.g. housing typologies as appropriate (remove courtyard homes?)





<https://usdc.utah.gov/wp-content/uploads/USDC-Strategic-Plan-2025-compressed.pdf>



Strategic Plan Vision



North Property Development (Mixed Use)

USDC will engage a master developer to create a development plan, working closely with the USDC Governing Board to determine the vision and implementation strategy for the 45 acres on the east side of the north property. The goal of this development is to provide services and opportunities for those with intellectual and developmental disabilities as well as providing a funding stream to help support the development of the core campus improvements.

Compatible uses envisioned for the north property include, but are not limited to, the following:

- Healthcare offices
- Full-service hospital
- Educational services or training
- Small to mid-sized grocery or retail stores
- Restaurants and cafes
- Small businesses
- Limited housing
- Vocational training and job opportunities
- Agriculturally engaged businesses

Community Farm (Open Space)

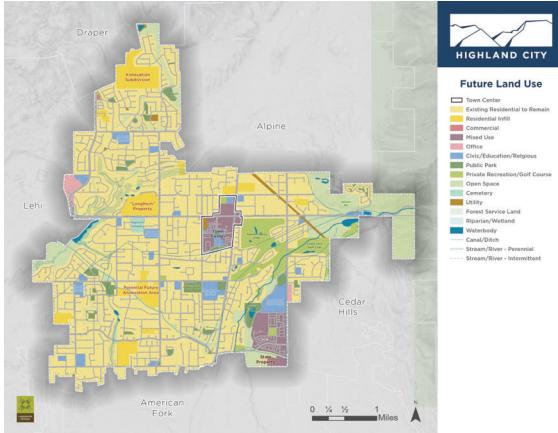
In an effort to increase community engagement and awareness around USDC, the area just north of the core campus and south of the partnership area is planned as a community farm and gathering area. The plan for this area includes the following:

- All-abilities playground and splash pad
- Community garden
- Transit center
- Animal stables
- Community education and event center
- Large agriculture space

USDC has identified the Utah State University (USU) Extension program as a potential partner to operate this community farm. USU Extension has similar visions for community outreach, education, and wellness resources that complement the goals of USDC. The next step for this relationship is to seek a partnership agreement and feasibility study to clarify the program and funding approach for the community farm.



- The Highland portion of the community farm (open space) is approximately 38.4 acres (out of 55 acres)
- The Highland portion of the developed area (mixed use) is approximately 15.6 acres (out of 45 acres)



Change current GP designation (senior/townhome density) to a more flexible Mixed Use. (pg. 24)

I believe this no longer applies with the USDC revision.

Confirm and reference existing easements and accurate boundaries. (pg. 20)

If this is referencing the State property, adjustments have been made to reflect the USCD strategic vision.

Correct acreage: only ~45 acres appear developable due to canal corridor restrictions (Scott). (pg. 24)

Updated map to reflect USCD strategic vision.

Verify land ownership; county data shows the full 54 acres belonging to the state (Doug). (pg. 24)

Updated map to reflect USCD strategic vision.

Reflect USDC's newly released master plan and their mandate that development must directly benefit individuals with disabilities. (pg. 24)

Changed the description on pg. 24 to reflect the USCD strategic vision.

Vacant State of Utah Property (16 acres to be Developed)

A vision for the State-owned land south of Ridgeview Subdivision is described in the *Utah State Developmental Center (USDC) 2025 Strategic Master Plan*. Referred to in the plan as the "North Property" the portion within Highland's boundaries is envisioned to include approximately 16 developed acres of mixed uses including healthcare or educational services, small retail or restaurants, limited housing, and vocational or job-training opportunities to support individuals with intellectual and developmental disabilities. The adjoining 38 acres within Highland are slated for a community farm and gathering area, potentially with an all-abilities playground, community gardens, agricultural fields, and facilities for community education or events. Highland supports the vision outlined in the USDC Master Plan and seeks to collaborate in guiding development on the north property to ensure it aligns with community goals, land use constraints, and USDC's mission.



Reflect USDC's newly released master plan and their mandate that development must directly benefit individuals with disabilities. (pg. 24)

Verified the Gateway C description on pg. 34 doesn't need to change.

Reflect USDC's newly released master plan and their mandate that development must directly benefit individuals with disabilities. (pg. 24)

Adjusted Implementation 2.1:

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.

Fix cut-off lines on sales leakage/strengths sections. (pg. 29)

Fixed!

Reevaluate credibility of the \$709M sales leakage estimate, which appears mathematically implausible (Doug).

Discussion

Explanation from Fred (LRB):

The figures in the sales leakage analysis represent all taxable sales within a community, not just online sales. The data in the report shows that the total taxable sales per capita in Highland is approximately \$10,755, compared to the State per capita spending of \$47,552 (income adjusted), or a difference of nearly \$37K. The leakage is a reflection of how much lower the per capita spending in Highland is compared to the State average. It is not a reflection of how much each individual is spending of their income, but a representation of total taxable sales in a community compared to the State average, on a per capita basis.

Reconsider reintroducing Open Space Bonus Density concepts, given past issues with Open Space Neighborhoods. (pg. 37)

Discussion

Consider Doug's note that Implementation 1.2 does not necessarily endorse the old program but may allow updated approaches for senior or small-lot housing. (pg. 37)

Discussion

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.

Clarify what “neighborhood-oriented retail” means. (pg. 40)

Discussion

Neighborhood-oriented retail provides personal services, food services, and general retail purchases (LRB)

Correct outdated note regarding ZIP code process—USPS path was already denied, current path is federal legislative action. (pg. 40)

Adjusted

Implementation 5.1: Explore the feasibility of obtaining a unique Highland ZIP code through [United States Postal Service \(USPS\) ZIP Code Boundary Review Process](#) federal legislative action, focusing on potential benefits for residents, local businesses, and municipal services.

Remove outdated reference to road condition on 6800 West - recently redone. (pg. 44)

Removed

Transportation

Address whether widening 6800 West is planned (multiple references, like pg. 47).

Discussion

Location	6800 W
Proposed Improvement	Add a continuous turn lane, shoulders, curb, sidewalk (where needed), and buffered/separated bike lanes.
Additional Info	<ul style="list-style-type: none">■ This three-lane major collector connects 10400 North to regional destinations in American Fork.■ The City anticipates a 74-foot cross-section with two travel lanes and a continuous turn lane.■ The <i>Alpine & Highland Active Transportation Plan (2023)</i> calls for buffered/separated bike lanes along the corridor.

Discuss proposed roundabouts at: (pg. 51)

- 6000 West & 10400 North
- 6000 West & Canal Blvd

Discussion

PROPOSED PROJECTS: INTERSECTION IMPROVEMENTS

Location/ Proposed Improvement	<ul style="list-style-type: none">■ 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.

Avoid supporting double-left-turn lanes at Alpine Highway and North County onto Canal Blvd due to impacts on safety, trail access, neighborhood bike lanes, and speeds (Scott). (pg. 51)

[Discussion](#)

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.

Evaluate 2050 UDOT/MAG projections: (pp. 45, 50)

- Scott questions relevance of 25-year projections for a 5–10 year GP.
- Doug supports including them to guide long-term coordination with UDOT/MAG.

[Discussion](#)

Discuss safety concerns related to SR-92 pedestrian crossings; consider alternatives to HAWK or grade-separated crossings. (pg. 51)

[Discussion](#)

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 westward. 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.

Clarify triangle area by Dry Creek Lake. (pg. 52)

[Discussion](#)



Resolve contradictions between concerns about speeding and proposals that expand lanes/widen roads.

[Discussion](#)

Add discussion of cost-sharing for improvements based on impact and resident use.

[Discussion](#)

Address extensive use of on-street bike lanes from the Active Transportation Plan.

Discussion

Housing

Add alignment with city infrastructure support to the ADU ordinance section (pg. 61)

Added:

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~~ alignment with city infrastructure support and services. Consider revisions to ADU ordinance as necessary to encourage ADUs or mitigate undesired impacts.

Remove or clarify unrealistic proposals such as limiting private ponds/pools (Scott). (pg. 81)

Discussion

This is simply a list of the elements that could be part of a more water-efficient landscaping ordinance should you choose to incorporate any of them.

(Reasonable restrictions may include maximum surface area, seasonal operation requirements, drought restrictions, etc.)

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

Water Use & Preservation

Reevaluate discouragement of artificial turf and confirm previous council decisions regarding Central Utah Water rebates. (pg. 81)

Discussion

Reasons for discouraging artificial turf:

Contributes to the urban heat island effect, releases volatile compounds, and often becomes unusable as a play surface without frequent watering. Frequently installed improperly in residential settings and requires regular maintenance and cleaning.

Address irrigation concerns for residents not on PI who use culinary water for landscaping. (pg. 91)

[Discussion](#)

Confirm status of water trade proposal with American Fork and TSSD rejection (pg. 92).

[Discussion](#)

U. Trade reused water with American Fork through the Timpanogos Special Service District (TSSD) Water Reuse Agreement.	The is an agreement which will allow Highland City to trade reused water with American Fork.	DEVELOPING
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Explore optional strategies such as “comparison graphs” on utility bills (pg. 92).

[Discussion](#)

Consider regulating large water users to protect city wells. (pg. 137)

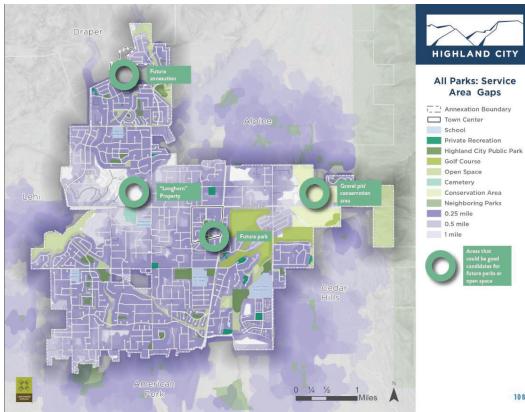
[Discussion](#)

Parks, Open Space, Trails & Recreation

Correct depiction of areas needing parks (pg. 108), including:

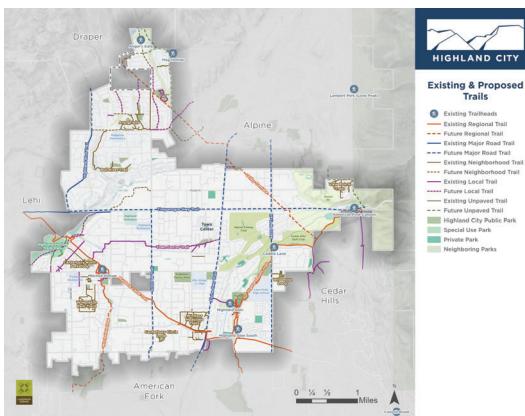
- Acknowledging the newly acquired dog park parcel in Town Center.
- New trail connections in the area.

[Discussion](#)



- Address trail deficiencies, including: (pg. 110)
 - 6000 West corridor
 - Sidewalk along 10400 North
 - Trails north of 6000 West to Alpine Highway

Discussion



Address trail deficiencies, including: (pg. 110)

- 6000 West corridor
- Sidewalk along 10400 North
- Trails north of 6000 West to Alpine Highway

Discussion

Confirm support for Timpanogos Cave Visitor Center option inside Highland. (pg. 118)

Discussion

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).

Assess pickleball conversion feasibility at Canterbury Circle. (pg. 119)

Discussion

Address lack of bathrooms at Lone Peak fields. (pg. 121)

Confirm multipurpose fields at Highland Family Park. (pg. 121)

Discussion

Discussion

- Add implementation strategies:
 - Reconstitute the Parks, Trails & Tree Commission. (pg. 116)
 - Constitute the Emergency Preparedness Committee. (pg. 139)
 - Plan for long-term infrastructure needs. (pg. 154)

Discussion

Environment & Sustainability

Address rebuilding/retrofitting the Community Center. (pg. 138)

Discussion

Public Facilities & Services

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, Open Space, Trails & Recreation*).

Highlight potential joint community center/library partnership. (pg. 144)

Ensure “maintenance storage shed” is updated to “Park Maintenance Building”. (pg. 146)

Discussion

Fixed

Expand or refine library programming language: shift from “should expand” to “may consider expanding,” especially if budget cuts/caps are discussed. (pg. 151)

Changed to:

The library **may consider expanding its programming** **should continue to expand** and strengthen partnerships with nearby cities to broaden resident access to shared resources.

Reword Lone Peak partnership language from “will maintain” to “encouraged,” “consider,” or “evaluate”. (pg. 152)

Changed to:

The City will **evaluate** **maintain and enhance** this partnership as Highland grows, recognizing the community’s strong support for first responders.

Clarify that the Transportation Utility Fee/Fund sunsets in 2028 and may be renewed following new state guidelines. (pg. 153)

Added

Implementation 1.2: Monitor and update road maintenance programs, including adjustments after the Transportation Utility Fee/Fund sunsets in 2028, to maintain safe, functional streets and sidewalks. **The Transportation Utility Fee/Fund may be renewed following new state guidelines.**

Encourage partnership with the School District for a possible recreation center. (pg. 152)

Added

Implementation 2.4: Conduct a feasibility study for regional recreation center partnerships or service districts, including potential public-private collaborations **and partnerships with the School District to explore a joint recreation center.**

*for Stephanie
From her Rep*

I sent tonight's agenda out to a number of residents. I am going to relay most of what I got back. Some of the angrier responses are not appropriate to share here, as they contained some derogatory comments about the current council.

I was reminded more than once, that this is actually a lame duck council which includes one vote from an appointed and not an elected member. Several residents were frustrated by yet another unwanted liquor issue being chosen by this council without input from the residents.

The fact is that two years ago, as a write in candidate, I came within 308 votes of one of these seats. In this recent election, with my name on the ballot, I maintained a sizable lead over the other candidates. ^{while running at Scotty's} I realize that everyone may interpret this information differently, but from where I sit, it tells me that a majority of the residents did not agree with the ^(final) decision to bring liquor to Highland. I believe that same majority ~~is~~ not going to be happy if or when the businesses at the Town Center come back to request more liquor licenses, because this council gave all 4 allowed liquor licenses to Highland Mains. This was a supposed to be a compromise for 2 liquor licenses in Highland Mains and 2 in Town Center... Councilwoman Bills said at the time of the amendment she did not want to deal with this issue again... and yet here we are. I believe we should NOT favor one commercial area over another. I feel as if we are dealing with a needy relative that just keeps coming back time and time again for more money or favors so they can be successful. It is NOT the city council's responsibility to make ~~Highland Mains~~ any developer successful. I want it to be successful, but liquor does not

guarantee that success. PLEASE do not tell me this is about choice. It is not. This is about favors upon favors upon favors to ONE business over all the others. Highland Mains has proven itself to be the proverbial camel in the tent. And they will keep coming back for more.

Other comments I received included:

"Why is this is being pushed through before the recently elected council is in place?"

"Why are they pushing this through at the busiest time of the year when it is hard for people to pay attention?"

"Again? This seems shady or inappropriate."

"Do we really need 4 liquor licenses in one city block?"

I don't think this council... a lame duck council... should be voting on policies and ordinances in the month of December. There are no actual applications for licenses before us currently. Not even one. It remains to be seen if ~~Little India~~^{The current restaurant} has made ANY tax money for Highland at all with their license. But if you are going to move forward with this item, please leave one license available to Town Center, so we are not favoring one commercial area over another. The way this council has bent over backwards for this one particular project is raising eyebrows with the residents. And if you had allowed for public comment on the topic, I believe they might have told you so themselves.

Elizabeth Rice