



# HIGHLAND PLANNING COMMISSION MINUTES

## TUESDAY, October 28, 2025

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

**Approved January 27, 2026**

### **6:30 PM REGULAR SESSION**

Call to Order: Chair Chris Howden

Invocation: Commissioner Jerry Abbott

Pledge of Allegiance: Commissioner Sherry Kramer

The meeting was called to order by Commissioner Chris Howden as a regular session at 6:32 pm. The meeting agenda was posted on the *Utah State Public Meeting Website* at least 24 hours prior to the meeting. The prayer was offered by Commissioner Abbott and those in attendance were led in the Pledge of Allegiance by Commissioner Kramer.

**PRESIDING:** Commissioner Chris Howden

### **COMMISSIONERS**

**PRESENT:** Jerry Abbott, Sherry Kramer, Debra Maughan, Audrey Moore, Trent Thayn, Wesley Warren

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

**OTHERS PRESENT:** Jon Hart, Shawn Eliot – Hales Engineering, Council Member Doug Cortney

### **1. CLOSED MEETING**

The Planning Commission will recess to convene in a closed meeting to discuss items, as provided by Utah Code Annotated §52-4-205. It is anticipated that the Planning Commission will reconvene in open meeting by 7:00 PM.

*Commissioner Maughan MOVED that the Planning Commission recess the regular Planning Commission meeting to convene in a closed meeting in the executive conference room to discuss pending or reasonably eminent litigation as provided by Utah Code annotated §52-4-205.*

*Commissioner Thayn SECONDED the motion.*

*The vote was recorded as follows:*

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

*The motion carried 5:0*

Commissioner Abbott arrived at 6:44 PM and joined the closed meeting.

Commissioner Warren arrived at 6:53 PM and joined the closed meeting.

The regular session was reconvened at 7:08 PM.

## **2. UNSCHEDULED PUBLIC APPEARANCES**

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

None was given.

## **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 – August 13, 2025 (PC/CC General Plan Workshop)** *General City Management*  
*Stephannie Cottle, City Recorder*
- b. Approval of Meeting Minutes – September 23, 2025** *General City Management*  
*Heather White, Deputy City Recorder*

*Commissioner Thayn MOVED to approve the August 13, 2025 and September 23, 2025 meeting minutes.*

*Commissioner Maughan SECONDED the motion.*

*The vote was recorded as follows:*

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

*The motion carried 7:0*

## **4. ACTION ITEMS**

### **a. PUBLIC HEARING/ORDINANCE: Text Amendment – Well Drilling Conditional Use**

**Consolidation: Development Code Update (Legislative)**

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

The Planning Commissioner will hold a public hearing to consider and make a recommendation regarding the consolidation of the well drilling conditional use into the Public Utilities zone.

Mr. Patterson explained that city staff continued to work to consolidate and clean up city code regarding review and approval procedures, approving and recommending bodies, and allowed uses. He explained that the proposed amendment removed well drilling as an allowed conditional use in the R-1-40, R-1-30, and R-1-20 zones and added it to the public utility zone. He explained that wells serving only a resident's lot would be permitted, but wells drilled for a development would likely need to be in a public utility zone. He said the amendment did not apply to irrigation or ditches. The amendment applied to large substations.

Commissioner Howden opened the public hearing at 7:13 PM and asked for public comment. Hearing none, he closed the public hearing at 7:13 PM and called for a motion.

*Commissioner Moore MOVED that the Planning Commission recommend approval of the proposed amendments.*

*Commissioner Thayn SECONDED the motion.*

*The vote was recorded as follows:*

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

*The motion carried 7:0*

### **b. PUBLIC HEARING/ORDINANCE: General Plan, – Comprehensive Update and Amendment,**

**Public Hearing General Plan Amendment (Legislative)**

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

The Planning Commission will discuss the proposed comprehensive update and amendment to the General Plan, hold a public hearing, and make a recommendation to the City Council regarding the adoption of the draft amended General Plan if ready to do so.

Mr. Patterson reviewed the background and process for updating the general plan. He reviewed minor and supported changes as suggested by commissioners and staff. The commissioners discussed details of the

proposed plan. Mr. Patterson reviewed questions either from staff or submitted by commissioners. After discussing each topic, the commissioners requested the following changes:

- The active transportation roadside trail along SR-92 should be extended west to connect to Highland Boulevard, while also bringing in the Murdock Canal trail, in order to make the area more pedestrian and access friendly. They suggested that the use of the existing underpass be considered.
- The Placemaking concept should be included in the General Plan. They discussed updating city design standards. Mr. Patterson talked about using streetscapes and unified public amenities.
- The title of the map should be “Future Land Use” instead of “Potential Future Land Use.”
- The Placemaking concept, especially in town center, should include the civic center, services, and potential expansion. Commissioners discussed community events and programming within the town center.
- Add that the mixed-use, commercial, and office areas should be walkable and be integrated with the city’s trail and park network.
- All gateways into the city should have consistency with similar thematic branding. The commissioners discussed defining main gateways into the city and having consistency between them.
- Dark sky and lighting requirements were discussed. The commissioners agreed that dark sky and lighting requirements should be mentioned in the general plan as aspirational.
- Referring to the description of mixed-use in the land use category, the commissioners agreed to take out “and other areas deemed appropriate.”
- The concept of sales tax pooling should be included in the General Plan. The commissioners thought it was important to note that Highland had existing commercial areas as well as sales tax gains from areas outside the city. Highland had neighborhood scaled commercial areas and the commissioners wondered if there was a way for the General Plan to encourage local shopping.
- Commissioners voiced concern regarding R-1-40 described as “feathering” into low-density single-family homes. After Mr. Patterson explained the concept of R-1-40 gradually moving to other low-density housing, they decided that it should remain as written.
- Parkway detail description and example should be included in the General Plan.
- Language should be added to Placemaking explaining that the city would incorporate Placemaking and streetscaping ideas into traffic calming measures. Commissioners agreed that traffic calming measures could be beautifying.
- Traffic calming should be noted generally in the General Plan instead of calling out specific streets. It was suggested to add something similar to “traffic calming is important to the character of the city.”
- Add a strategy for water conservation - incentives to use new smart irrigation controllers for private property.
- Add general language to ensure appropriate signage and regulations to protect trails from unauthorized

use. Concerns were voiced regarding high-powered e-bikes and scooters on trails.

- Add general language for the city to partner with agencies, private property owners, etc. in order to alleviate traffic in the canyon. Could also include language regarding a gateway feature or outdoor recreation facility by the canyon.

The following items were also discussed during the meeting. It was decided to approach each topic with city code rather than adding it to the General Plan:

- create updated city design standards
- define elements of the city's gateways
- define xeriscaping materials, maintenance, and public education
- consider ways to handle noise impacts of street racers and other loud vehicles
- define which e-bikes and scooters were not permitted on trails
- address specifics of trail signage
- consider ways to handle tree roots and the impact to sidewalks
- discuss water conservation strategies and public education

Commissioner Howden opened the public hearing at 9:02 PM and asked for public comment.

City Council Member Doug Cortney thanked the Planning Commission for their hard work and attendance at extra meetings in order to complete the draft amendment.

Commissioner Howden thanked city staff for their hard work. He called for additional public comment. Hearing none, he closed the public hearing at 9:03 PM and called for a motion.

*Commissioner Warren MOVED that the Planning Commission recommend that the City Council adopt the comprehensive update and amendment to the Highland City General Plan and Transportation Master Plan, as presented tonight, including the discussed changes, and incorporating all changes and additions approved by the Planning Commission tonight.*

*Commissioner Maughan SECONDED the motion.*

*The vote was recorded as follows:*

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

*The motion carried 7:0*

## **5. COMMUNICATION ITEMS**

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

It was mentioned that the City Council meeting to discuss the proposed General Plan will be held on November 18 with possible approval on December 2.

## **ADJOURNMENT**

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

The meeting ended at 9:05 pm.

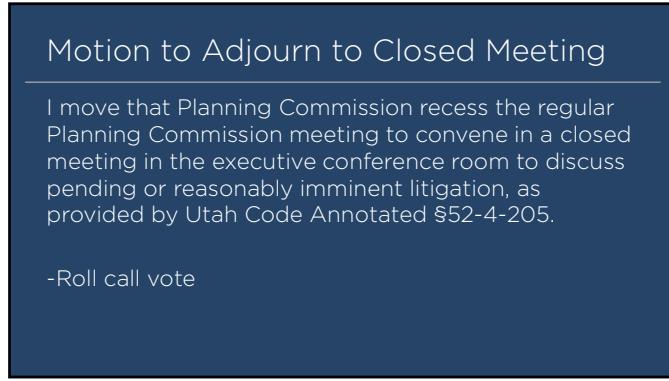
I, Heather White, Deputy Recorder, hereby certify that the foregoing minutes represent a true, accurate and complete record of the meeting held on October 28, 2025. The document constitutes the official minutes for the Highland City Planning Commission Meeting.



1



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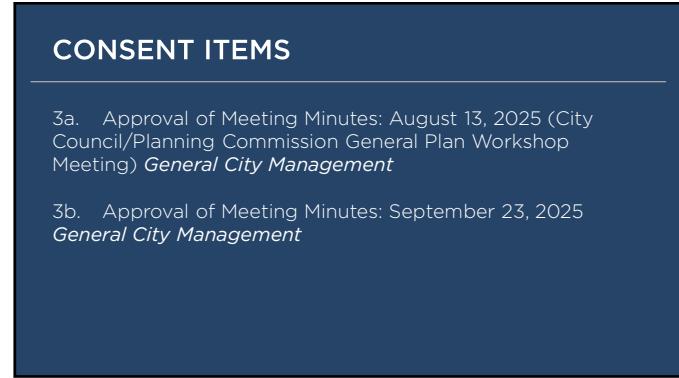
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**TEXT AMENDMENT – WELL DRILLING  
CONDITIONAL USE CONSOLIDATION**  
*Development Code Text Amendment (Legislative)*

Item 4a. – Public Hearing/Action Item  
Presented by – Rob Patterson, City Attorney/Planning & Zoning Administrator  
Jay Baughman, Assistant City Administrator/Community Dev. Director

7

## Background

- Part of ongoing process to clean-up and consolidate code/zoning regulations
- During 2024/2025, amendments establishing the land use authority table, staff noted that the City's public utility zone and supplemental regulations regarding public facilities (section 3-622) needed to be addressed more in depth at a future point.

8

## Background

• City has a Public Utility zone intended to be used for public utilities such as power substations & water storage tanks

• City also regulates public utilities in section 3-622, specifying "Any above ground device or structure of a culinary water, irrigation, reservoir, or private utility system not owned or operated by Highland City or controlled on Highland City owned property, which is intended to regulate the function of a storage device or distribution line or which receives or transmits a signal, shall only be located within the Public Utility Zone (Article 3-4.10 in this Code) and shall be required to obtain a Conditional Use Permit prior to installation."

• These regulations do not apply to lot-specific utilities

9

## Purpose of Amendment

- Intent is to make the public utility zone useful and conform to the existing regulations for utilities
- R-1-40, R-1-30, and R-1-20 zones allow well drilling as a conditional use.
- Because drilling and operating water wells would be an "above ground device or structure of a culinary water, irrigation, reservoir, or private utility system," city code directs that such uses should be in the public utility zone

10

## Proposed Amendment

• Removes well drilling as conditional use within R-1-40, R-1-30, and R-1-20 zones

• Specifically adds well drilling to the public utility zone

• City's goal is to rezone all property (city-owned and otherwise) that is used for public utilities/wells to the public utility zone and regulate them similarly

• Existing uses would be grandfathered/non-conforming, but changes/improvements would fall under public utility zone regulations

11

## Staff Review and Recommendation

- Public notice posted/mailed October 9, 2025
- No comments received
- Staff recommends that the Planning Commission hold a public hearing and recommend approval of the proposed amendments

12

## Proposed Motion

- I move that the Planning Commission recommend APPROVAL of the proposed amendments.
- [Planning Commission may specify different or additional amendments as part of motion]

13



## HIGHLAND CITY GENERAL PLAN COMPREHENSIVE UPDATE - RECOMMENDATION OF DRAFT *General Plan Amendment (Legislative)*

Item 4b. - Public Hearing/Action Item  
Presented by - Rob Patterson, City Attorney/Planning & Zoning Administrator  
Jay Baughman, Assistant City Administrator/Community Dev. Director

14

## Background

- September 11, 2025 – notice of preparation, review, and public hearing on general plan was published and mailed to affected entities
- September 23, 2025 – complete draft of plan presented to Planning Commission and shared with public.
- Asked for comments to be received by October 16
- No public comments received
- Planning Commission provided many comments

15

## Implemented Changes from September

1. Cover – slogan
2. PII – Clarified vision statement
3. P2 – Removed “sets the stage...” language
4. P17 – Added legend to figure 2.1
5. P18 – Updated existing land use map to show Family Park as park
6. P20 – Updated future land use map to show 11200 N church/baseball field as religious/private park

16

## Implemented Changes from September

7. P30 – Shifted Longhorn “gateway” circle
8. P31 – Staff added a page describing the parkway detail and the locations where it is implemented
9. P46 – Added note to 4800 W project that costs to be allocated between cities based on use/impact
10. P73 – Clarified that smart irrigation controls are being installed in existing parks as well as new parks
11. P101 – Corrected # pickleball courts

17

## Implemented Changes from September

Other:

- Will implement internal hyperlinks when done
- Corrected typos/grammar
- Water Element – added/changed language to try and address DWR’s comments. Will address more in-depth during review of element
- Transportation Master Plan – added discussion of parkway detail, finalized Active Transportation Discussion, finalized graphics, added appendices of technical studies and reports

18

## Remaining Questions

1. Need more specific goals/objectives/timelines?
2. Placemaking – good to keep discussion, even if implementation requires more work?
3. Future land use vs. potential future land use?
4. Description of mixed-use/commercial/office – specify connections/integrations to trails/parks?
5. Placemaking – add discussion of civic center in addition to town center?

19

## Remaining Questions

6. Gateways
  - Discussion with Longhorn owners
  - North entrance mostly developed, have a discussion about annexation area – need additional plans?
  - East entrance – have plans and goals for gravel pit and goals to facilitate public access/use at mouth AF canyon
    - need additional plans? Consolidate or point to these discussions in placemaking section?
  - South entrance – have discussion of remaining state property – need additional plans? Point to discussion?

20

## Remaining Questions

6. Gateways
  - South entrance (Alpine Hwy) - ~5 acre undeveloped parcel. No specific discussion about this entrance/gateway. Need more plans for this gateway?
7. Dark sky/lighting goals?
8. Describe how general plan is updated in plan?
9. “Beyond the Town Center, limited mixed-use opportunities may be explored at the southern gateway of North County Boulevard and other areas deemed appropriate.” Like having flexibility? Restrict?

21

## Remaining Questions

10. Sales tax – mention city potentially benefits from some pooling from state?
11. Longhorn development plan – R-1-40 feathering into low density. Clarify? Change?
12. Clarify commercial may/will exceed population?
13. Parkway detail page – keep?
14. Discuss street-scape improvements/traffic calming as part of Highland Thematic Branding?

22

## Remaining Questions

10. Sales tax – mention city potentially benefits from some pooling from state?
11. Longhorn development plan – R-1-40 feathering into low density. Clarify? Change?
12. Clarify commercial may/will exceed population?
13. Parkway detail page – keep?
14. Discuss street-scape improvements/traffic calming as part of Highland Thematic Branding?

23

## Remaining Questions

15. Discuss noise impacts of transportation?
16. Discuss tree roots/sidewalk/trail damage?
17. Note traffic calming for Canal Blvd project?
18. Adjust description for North County UDOT project (7 lanes)?
19. Add more details about potential regulations of detached ADUs in general plan or leave for future code discussion?

24

## Remaining Questions

### 20. MIH Strategy F

- “2026: Work with the Planning Commission and City Council to update the Land Use Plan in the General Plan to allow for mixed-use moderate income development in the Town Center and higher density housing adjacent to Commercial Retail, Commercial-1, and appropriate Planned Development zones.”
- Any changes?

25

## Remaining Questions

### 21. Water Element – Discuss how city measures and reports water usage?

### 22. Water Element – Add consideration of delaying/shortening irrigation season?

### 23. Water Element – More detail on xeriscaping?

### 24. Water Element – Note difficulty of enforcement as inhibitor to conservation?

### 25. Water Element - Add strategy to incentivize new smart irrigation controls on private property?

26

## Remaining Questions

### Water Element – DWR

- “Does your code support this or encourage this type of growth?” (water efficient land use pattern)
  - Added: “Highland’s current code provides a foundation for these practices, as discussed in more detail below.”
  - From “Future infill should be guided by regulations that maintain the character of low-density neighborhoods.” to “Future planned developments could incorporate water-efficient land use patterns, such as reviving cluster subdivisions with shared common spaces to reduce water demand and preserve open areas.”

27

## Remaining Questions

### Water Element – DWR

- “A diverse residential water budget that includes the water use of 1/4 acre compared to smaller lot sizes would be nice to see here.” (Forecasting the Future)
  - Added more specific discussion of other lot sizes (.25 acre, .5 acre, and Ridgeview) as examples that “highlight how both lot size and development patterns directly influence irrigation water use”

28

## Remaining Questions

### Water Element – DWR

- “You should continue this table, and discussion, to include your reliable supply. Do you have enough water to supply this scenario? If not, I would recommend shifting land use code to allow for smaller lot sizing, given that your larger lot sizes increase secondary water use.” (Future Demand Scenarios Table)
  - Added more details about current uses and reliable sources, noting that without conservation, use may exceed supply, but need to update conservation plan with data from metering.
  - Need to revise section to update data with new info – have sufficient reliable supply as water continues to be dedicated to continue current land use development patterns

29

## Remaining Questions

### 26. Add or update implementation strategy for enforcement/signage for e-bikes/cycles on trails?

### 27. Clarify strategy 4.2 to expand AF canyon gateway beyond visitor center?

### 28. Address basements in high-water areas?

### 29. Transportation Master plan

Updated the land use map and added funding appendix

Should planned roadside trail along north side of SR-92 be extended west to connect from 6400 W to Highland Blvd?

30

## Remaining Questions

Anything else?

31

## Staff Review and Recommendation

- Public notice posted/mailed October 9, 2025
- No comments received
- Plan meets minimum requirements for general plan (land use element, transportation element, water element, moderate income housing) and more
- Staff recommends that the Planning Commission hold a public hearing and recommend the City Council adopt the proposed comprehensive update

32

## Proposed Motion

- I move that the Planning Commission recommend 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 Planning Commission tonight.

33



## PLANNING COMMISSION AND STAFF COMMUNICATION ITEMS

- a. **Future Meetings and Events**
  - Cancel Planning Commission meetings November 25 and December 9?
  - November 18, 2025, City Council, 6:00 PM City Hall
  - December 2, 2025, City Council, 6:00 PM City Hall
    - Adoption of general plan

34