



Notice is hereby given that the
WILLARD CITY PLANNING COMMISSION
Will meet in a regular session on
Thursday, February 19, 2026 – 6:30 p.m.
Willard City Hall, 80 West 50 South
Willard, Utah 84340

AMENDED AGENDA

(Agenda items may or may not be discussed in the order they are listed and may be tabled or continued as appropriate.) Public comment may or may not be allowed.

1. Prayer
2. Pledge of Allegiance
3. General Public Comments (Input for items not on the agenda. Individuals have three minutes for open comments)
4. Report from City Council
5. Discussion/Action Items
 - a. Public hearing to receive public comments regarding a proposal to amend Section 24.80.150, Section 24.080.050(D)(5), Section 24.24.190, Section 24.84.090, and Section 24.72.070(C) of the Willard City Zoning Code relating to guarantees for subdivision improvements
 - b. Consideration and recommendation regarding a proposal to amend Section 24.80.150, Section 24.080.050(D)(5), Section 24.24.190, Section 24.84.090, and Section 24.72.070(C) of the Willard City Zoning Code relating to guarantees for subdivision improvements (continued from February 5, 2026)
 - c. Public hearing to receive public comments regarding a proposal to amend Section 24.80.130 of the Willard City Zoning Code to include additional language relating to deferments of design and construction standards
 - d. Consideration and recommendation regarding a proposal to amend Section 24.80.130 of the Willard City Zoning Code to include additional language relating to deferments of design and construction standards (continued from September 18, October 2, November 6, November 20, and December 4, 2025, and February 5, 2026)
 - e. Consideration of a request to amend the conditional use permit issued to Dan Gammon on November 7, 2024, for a short-term rental located at 537 West 200 North (Parcel No. 02-057-0005)
 - f. Discussion regarding the draft Willard City Economic Development Strategic Plan
6. Consideration and approval of regular Planning Commission minutes for February 5, 2026
7. Discussion regarding agenda items for the March 5, 2026, Planning Commission meeting
8. Commissioner/Staff Comments
9. Adjourn

I, the undersigned duly appointed and acting Deputy City Recorder for Willard City Corporation, hereby certify that a copy of the foregoing notice and agenda was posted at the Willard City Hall, on the State of Utah Public Meeting Notice website <https://www.utah.gov/pmn/index.html>, on the Willard City website www.willardcity.com, and sent to the Box Elder News Journal this 13th day of February, 2026.

/s/ **Michelle Drago**

Deputy City Recorder

NOTICE OF SPECIAL ACCOMMODATION DURING PUBLIC MEETINGS - In compliance with the American with Disabilities Act, individuals needing special accommodations (including auxiliary communicative aids and services) during this meeting should notify the City Office at 80 West 50 South, Willard, Utah 84340, phone number (435) 734-9881, at least three working days prior to the meeting.

ITEM 5A



Willard City Corporation

435-734-9881
80 W 50 S
PO Box 593
Willard, Utah 84340
www.willardcityut.gov

Mayor

Travis Mote

City Council Members

J. Hulse
R. Christensen
M. Braegger
R. Mund
J. Bodily

NOTICE OF PUBLIC HEARING WILLARD CITY PLANNING COMMISSION

Notice is hereby given that the Willard City Planning Commission will hold a public hearing to receive public comments regarding a proposal to amend Section 24.80.150, Section 24.080.050(D)(5), Section 24.24.190, Section 24.84.090, and Section 24.72.070(C) of the Willard City Zoning Code relating to guarantees for subdivision improvements.

The public hearing will be held on Thursday, February 19, 2026, at 6:30 p.m. in the Willard City Council Chambers, 80 West 50 South, Willard, Utah, during a regular Planning Commission meeting.

Information regarding this matter is available during business hours by contacting the Willard City Planner at 435-734-9881. Business hours are 8:00 a.m. to 5:00 p.m. Monday through Thursday and 8:00 a.m. to 12:00 p.m. on Friday.

In compliance with the Americans with Disabilities Act, individuals needing special accommodations (including auxiliary communications, aids, and services) during this meeting should notify the City Office at 80 West 50 South, Willard, Utah, phone number 435 734-9881, at least three working days prior to the meeting.

I, the undersigned duly appointed Deputy City Recorder for Willard City Corporation hereby certify that a copy of the foregoing notice and agenda was posted at Willard City Hall; two other places in the community; on the State of Utah Public Meeting Notice website <http://www.utah.gov/pmn/index.html>; on the Willard City website www.willardcity.com; and sent to the Box Elder News Journal this 6th day of February, 2026.

/s/Michelle Drago
Deputy City Recorder

ITEM 5B

WILLARD CITY ORDINANCE 2026-03

AN ORDINANCE AMENDING SECTION 24.80.150, SECTION 24.080.050(D)(5), SECTION 24.24.190, SECTION 24.84.090, AND SECTION 24.72.070(C) OF THE WILLARD CITY ZONING CODE; AND PROVIDING AN EFFECTIVE DATE FOR THESE CHANGES.

Section 1 – Recitals

WHEREAS, the City of Willard (“City”) is a municipal corporation duly organized and existing under the laws of Utah; and

WHEREAS, the City Council finds that in conformance with UC §10-3-702, the governing body of the City may pass any ordinance to regulate, require, prohibit, govern, control or supervise any activity, business, conduct, or condition authorized by the laws of the State of Utah or any other provision of law; and,

WHEREAS, the City has adopted and promulgated city ordinances and rules regarding zoning and acceptable uses within those zones in the City; and

WHEREAS, the Willard City Council recognizes the need to periodically review and update zoning regulations to ensure alignment with evolving land use patterns, community needs, and statutory requirements; and

WHEREAS, the City Council finds that certain changes to the Willard City Zoning Code in regards to amending the language for Section 24.80.150 should be made; and

WHEREAS, the City Council finds that the public convenience and necessity, public safety, health, and welfare are at issue in this matter and requires action by the City as noted above;

NOW THEREFORE, be it ordained by the City Council of Willard City, in the State of Utah, that the following portions of the Willard City Zoning Code be, and the same is, changed and amended as follows:

SECTION 2: AMENDMENTS

- a. The language in Chapter 24.80, Section 24.80.150 is hereby repealed in its entirety and replaced with the language as found on the attached Exhibit “A”.
- b. The language in Chapter 24.80, Section 24.80.050(D)(5) is hereby amended as shown in red and as found on the attached Exhibit “A”.
- c. The language in Chapter 24.24, Section 24.24.190 is hereby amended as shown in red and as found on the attached Exhibit “A”.
- d. The language in Chapter 24.84, Section 24.84.090-1 is hereby amended as shown in red and as found on the attached Exhibit “A”.
- e. The language in Chapter 24.72, Section 24.72.070(C) is hereby amended as shown in red and as found on the attached Exhibit “A”.

The forgoing Recitals are fully incorporated herein.

SECTION 3: PRIOR ORDINANCES AND RESOLUTIONS That the above changes, where they may have been taken from prior City Ordinances and Resolutions, are listed here for centralization and convenience; and that the body and substance of those prior Ordinances and Resolutions, with their specific provisions, where not otherwise in conflict with this Ordinance, are reaffirmed and readopted.

SECTION 4: REPEALER OF CLAUSE All orders, ordinances, and resolutions regarding the changes enacted and adopted which have been adopted by the City, or parts thereof, which conflict with this Ordinance are, for such conflict, repealed, except that this repeal will not be construed to revive any act, order, or resolution, or part.

SECTION 5: SEVERABILITY CLAUSE Should any part or provision of this Ordinance be held or declared to be unconstitutional, invalid, inoperative, or unenforceable to any extent whatsoever, such decision shall not affect the validity of the Ordinance as a whole or any part thereof other than the part so declared to be unconstitutional, invalid, inoperative, or unenforceable.

SECTION 6: DIRECTION Willard City Staff is hereby authorized to make non-substantive clerical corrections to formatting, numbering, and internal references in this ordinance for publication and codification purposes, provided such corrections do not alter the intent or effect of the adopted language.

SECTION 7: EFFECTIVE DATE This Ordinance shall be effective as of the date of signing and after being published or posted as required by law.

PASSED AND ADOPTED this _____ day of _____ 2026.

	AYE	NAY	ABSENT	ABSTAIN
Jacob Bodily	_____	_____	_____	_____
Rod Mund	_____	_____	_____	_____
Mike Braegger	_____	_____	_____	_____
Rex Christensen	_____	_____	_____	_____
Jordon Husley	_____	_____	_____	_____

WILLARD CITY

Travis Mote
Willard City Mayor

ATTEST:

Willard City Recorder

RECORDER'S CERTIFICATION

STATE OF UTAH)
 : ss.
County of Box Elder)

I, Diana Mund, the City Recorder of Willard City, Utah, in compliance with UCA §10-3-713 and UCA §10-3-714 do hereby certify that the above and foregoing is a full and correct copy of **“AN ORDINANCE AMENDING SECTION 24.80.150, SECTION 24.80.050(D)(5), SECTION 24.24.190, SECTION 24.84.090, AND SECTION 24.72.070(C) OF THE WILLARD CITY ZONING CODE; AND PROVIDING AN EFFECTIVE DATE FOR THESE CHANGES.”** adopted and passed by the City Council of Willard City, Utah, at a regular meeting thereof on _____, 2026 which appears of record in my office, with the date of posting or publication being _____, 2026.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the corporate seal of the City this _____ day of _____ 2026.

Diana Mund
City Recorder

EXHIBIT "A"

Exhibit Attached to Ordinance 2026-____

**Amendments to Willard City Zoning Code Section 24.80.150; Section 24.80.050(D)(5);
Section 24.24.190, Section 24.84.090, and Section 24.72.70(C)**

24.80.150~~24.80.150~~ **Guarantees For Subdivision Improvements, Facilities, And Amenities**

~~1.~~ A. Necessary Guarantees. As part of the Final Subdivision Application approval, and recording of the Final Subdivision Plat in the Office of the Box Elder County Recorder's Office, the ALUA shall require the necessary guarantees and securities sufficient to insure the installation and construction of all required subdivision improvements, facilities, services and amenities, as applicable, and as provided and required by the Willard City Public Works Standards, as adopted. The documents aforesaid shall be in a subdivision improvement agreement provided by the City and shall contain such terms and conditions required by the City Manager, shall be approved as to form by the City Attorney and City Engineer, and shall be filed with the City Recorder. An applicant for Final Subdivision Approval shall guarantee the installation of all required subdivision improvements, facilities, services, and amenities, as applicable, by one (1) of the following methods:

~~1.~~ The Applicant(s) shall furnish and file with the City Recorder a bond with corporate surety in an amount equal to the cost of the required subdivision improvements, as estimated by the City Engineer, plus an additional 10 percent (10%), to assure the installation of such subdivision improvements, facilities, services, and amenities within a two (2) year period, which bond shall be approved by the City Attorney and shall be filed with the City Recorder.

~~2.~~1. The Applicant(s) shall deposit in escrow with an escrow holder approved by the City Attorney an amount of money equal to the cost of the subdivision improvements, as estimated by the City Engineer, plus an additional 10 percent (10%), to assure the installation of such subdivision improvements within a two (2) year period from the approval of the Final Subdivision Application, ~~which escrow agreement shall be approved by the City Attorney and shall be filed with the City Recorder.~~

~~3.~~2. The Applicant(s) shall furnish ~~and file with the City Recorder~~ a letter of credit in an amount equal to the cost of the subdivision improvements, estimated by the City Engineer, plus an additional 10 percent (10%), to assure the installation of such subdivision improvements within a two (2) year period immediately following the approval of the Final Subdivision Application, which letter of credit shall be approved by the City Attorney ~~and shall be filed with the City Recorder.~~

4. B. Phased Development: Whenever a subdivision is developed a portion at a time, such development shall be in an orderly manner and in such a way that each phase of the required subdivision improvements shall be made contiguous to completed development which has been approved and accepted by the City Engineer and made available for the full protection of the health, welfare, and safety of all residents of the subdivision, and the City.

2. C. Inspection of Subdivision Improvements. The City or its agents shall inspect, or cause to be inspected, all required subdivision improvements in the course of construction, installation, or repair. The City may require the applicant or ~~their~~his agents uncover for inspection any installation or improvement covered or backfilled prior to inspection in

order for such installation to be approved by the City Engineer. Notice to uncover shall be issued, in writing, to the Applicant(s) by the City Engineer.

3. D. Condition of Subdivision Improvements - Guarantee Period. The Applicant(s) shall warrant and guarantee the subdivision improvements provided for herein and every part thereof, will remain in good condition for a minimum period of two (2) years, after the City Engineer has accepted the subdivision improvements in writing, and the Applicant(s) agrees to make all repairs to and maintain the subdivision improvements and every part thereof in good working condition during the guarantee period at no cost to the City.
4. E. Default. In the event the Applicant(s) defaults, or fails or neglects to satisfactorily install the required subdivision improvements within two (2) years from the date of Final Subdivision Application approval, the Council may declare the guarantee to be in default, and may require the installation of all required subdivision improvements using the guarantee amounts for such installation of subdivision improvements.

WILLARD ZONING CODE

Chapter 24.80 Subdivisions

24.80.150 Guarantees For Subdivision Improvements, Facilities, And Amenities

- A. Necessary Guarantees. As part of the Final Subdivision Application approval, and recording of the Final Subdivision Plat in the Office of the Box Elder County Recorder's Office, the ALUA shall require the necessary guarantees and securities sufficient to insure the installation and construction of all required subdivision improvements, facilities, services and amenities, as applicable, and as provided and required by the Willard City Public Works Standards, as adopted. The documents aforesaid shall be in a subdivision improvement agreement provided by the City and shall contain such terms and conditions required by the City Manager, shall be approved as to form by the City Attorney and City Engineer, and shall be filed with the City Recorder. An applicant for Final Subdivision Approval shall guarantee the installation of all required subdivision improvements, facilities, services, and amenities, as applicable, by one (1) of the following methods:
1. The Applicant(s) shall deposit in escrow with an escrow holder approved by the City Attorney an amount of money equal to the cost of the subdivision improvements, as estimated by the City Engineer, plus an additional 10 percent (10%), to assure the installation of such subdivision improvements within a two (2) year period from the approval of the Final Subdivision Application..
 2. The Applicant(s) shall furnish a letter of credit in an amount equal to the cost of the subdivision improvements, estimated by the City Engineer, plus an additional 10 percent (10%), to assure the installation of such subdivision improvements within a two (2) year period immediately following the approval of the Final Subdivision Application, which letter of credit shall be approved by the City Attorney.
- B. Phased Development: Whenever a subdivision is developed a portion at a time, such development shall be in an orderly manner and in such a way that each phase of the required subdivision improvements shall be made contiguous to completed development which has been approved and accepted by the City Engineer and made available for the

full protection of the health, welfare, and safety of all residents of the subdivision, and the City.

- C. Inspection of Subdivision Improvements. The City or its agents shall inspect, or cause to be inspected, all required subdivision improvements in the course of construction, installation, or repair. The City may require the applicant or their agents uncover for inspection any installation or improvement covered or backfilled prior to inspection in order for such installation to be approved by the City Engineer. Notice to uncover shall be issued, in writing, to the Applicant(s) by the City Engineer.
- D. Condition of Subdivision Improvements - Guarantee Period. The Applicant(s) shall warrant and guarantee the subdivision improvements provided for herein and every part thereof, will remain in good condition for a minimum period of two (2) years, after the City Engineer has accepted the subdivision improvements in writing, and the Applicant(s) agrees to make all repairs to and maintain the subdivision improvements and every part thereof in good working condition during the guarantee period at no cost to the City.
- E. Default. In the event the Applicant(s) defaults, or fails or neglects to satisfactorily install the required subdivision improvements within two (2) years from the date of Final Subdivision Application approval, the Council may declare the guarantee to be in default, and may require the installation of all required subdivision improvements using the guarantee amounts for such installation of subdivision improvements.

Chapter 24.80 Subdivisions

Section 24.80.050(D)(5) – Final Subdivision Applications

- D.
 - 5. All documents establishing any required agreements, or guarantees, ~~or any bonds~~ and the payment of any required guarantees ~~or bonds~~.

Chapter 24.24 Master Planned Community Zone

Section 24.24.190 ~~Performance Bonds~~ Guarantees For Subdivision Improvements, Facilities, And Amenities

Prior to the commencement of "Development Activities" as defined in Utah Code Ann. §~~10-20-10110-9A-101~~ et seq., or the recording of any subdivision plat, a developer **shall follow that process outlined in Willard Zoning Code, Chapter 24.80, Section 24.80.150 Guarantees For Subdivision Improvements, Facilities, And Amenities** ~~must file a cash bond, or an escrow bank account bond, or an irrevocable letter of credit as an improvement assurance in a form approved by the Willard City Attorney.~~

Chapter 24.84 Mobile Homes, Mobile Home Parks, and Mobile Home Subdivisions

24.84.090 Guarantees

24.84.090-1. For Mobile Home Parks, adequate and reasonable guarantees must be provided as determined by the Planning Commission for permanent retention of open spaces and for the maintenance of roadways, storage facilities, and landscaping resulting from the application of these regulations. Guarantees may be in the form of ~~a an escrow account bond~~, or a mortgage on real estate, in the sum to be recommended by the Planning Commission **as supported by a recommendation of the City Engineer**, which form and sum must be approved by the Willard City Council. **The Developer shall enter into a long-term maintenance agreement regarding the maintenance of these improvements, and may include an HOA, which shall be approved as to form by the City Engineer and City Attorney and then signed by the City Manager, and shall be recorded with the Box Elder County Recorder and attached to the property involved.**

Chapter 24.72 Sensitive Areas

Section 24.72.070(C) – Site Plan Review Requirements and Considerations

- C. Lots or groups of lots shall provide for the complete containment and controlled release of run-off water resulting from each lot or group of lots in accordance with recommendations of the City Engineer and approved by the Planning Commission. If a project requires excavation in an area of five acres or more, complete containment of run-off water is required continuously from the beginning of construction. Said lot owner or owners shall be fully responsible for any damage resulting on other property from improperly contained run-off from said lot or lots. Facilities for the collection of storm water run-off shall be the first improvement or facilities constructed on the development site. Such facilities shall be designed so as to retain safely and adequately the maximum expected storm run-off for a twenty-five year record storm. ~~Bonding may~~ **Guarantees, in a form as outlined in Willard Zoning Code, Section 24.80.150(1) or (2), shall** be required by Planning Commission to guarantee the completion of storm water run-off facilities. ~~If such a bond is required, it~~ **Guarantees** shall be in an amount equal to the cost of construction of such facilities **plus an additional 10 percent (10%) for the warranty period** and shall continue for one year after the completion of such facilities. **The guarantee agreement shall be provided by the City and shall contain such terms and conditions as required by the City Manager, shall be approved by the City Attorney and City Engineer, and shall be filed with the City Recorder.**

CITY OF WILLARD
SUBDIVISION IMPROVEMENT AGREEMENT

PARTIES: The parties to this Subdivision Improvement Agreement (“the Agreement”) are _____ (“the Developer”) and Willard City (“the City”).

EFFECTIVE DATE: The Effective Date of this Agreement will be the latest date of when each party has signed this Agreement.

RECITALS

WHEREAS, the Developer seeks permission to subdivide property within the City of Willard, to be known as _____ (the “Subdivision”), which property is more particularly and legally described on **Exhibit A** attached hereto and incorporated herein by this reference (the “Property”); and

WHEREAS, the City seeks to protect the health, safety, and general welfare of the residents by requiring the completion of various improvements in the Subdivision and thereby to limit the harmful effects of substandard subdivisions, including a premature subdivision which leaves property undeveloped and unproductive; and

WHEREAS, the purpose of this Agreement is to protect the City from the cost of completing subdivision improvements itself and is not executed for the benefit of material, men, laborers, or others providing work, services, or material to the Subdivision or for the benefit of lot or homebuyers in the Subdivision; and

WHEREAS, the mutual promises, covenants, and obligations contained in this Agreement are authorized by Utah State law and the City’s Subdivision Ordinances:

THEREFORE, the Parties hereby agree as follows:

DEVELOPER’S OBLIGATIONS

1. IMPROVEMENTS: The Developer will construct and install, at their own expense, those on-site and off-site subdivision improvements listed on **Exhibit B** attached hereto and incorporated herein by this reference (“the Improvements”). The Improvements shall also include an amount to warranty the installation of the Improvements, which amount will be 10% of the total cost of the installation of the on-site and off-site subdivision improvements. This will be reflected on **Exhibit B**. The Developer’s obligation to complete the Improvements will arise upon final plat approval by the City, will be independent of any obligations of the City contained herein, and will not be conditioned on the commencement of construction in the Subdivision or sale of any lots or improvements within the Subdivision. A copy of the approved subdivision plat and development/civil plans are attached as **Exhibit C**.

2. SECURITY: To secure the performance of their obligations hereunder, the Developer shall, prior to the effective date, deposit in Escrow or have a Letter of Credit issued, in the amount of \$ _____. The Escrow/Letter of Credit hereinafter referred to as (“Escrow”) will be issued by _____ Bank (or other financial institution approved by the City) to be known as (“Bank”), will be payable at sight to the City. The Escrow will be payable to the City at any time upon presentation of (i) a sight draft drawn on the issuing Bank in the amount to which the City is entitled to draw pursuant to the terms of this Agreement; or (ii) an affidavit executed by an authorized City official stating that the Developer is in default under this Agreement; and (iii) the original of the Escrow Certificate. An Escrow Certificate will conform to **Exhibit D** and it will be attached hereto as **Exhibit D** and incorporated herein by this reference.

3. STANDARDS: The Developer will construct the Improvements according to the Public Works Standards and Technical Specifications adopted by the City, as incorporated herein by this reference.

4. WARRANTY: The Developer warrants that the Improvements, each and every one of them, will be free from defects for a period of two (2) years from the date that the City accepts final approval of the Improvements when completed by the Developer.

5. COMPLETION PERIODS: The Developer will commence work on the Improvements within one (1) year from the Effective Date of the Agreement (the “Commencement Period”) and the Improvements, each and every one of them, will be completed within two (2) years from the Effective Date of this Agreement (the “Completion Period”). Extensions may only be granted by the City Council in writing, upon a showing of good cause, and shall not exceed 12 months per extension.

6. COMPLIANCE WITH LAW: The Developer will comply with all relevant laws, ordinances, and regulations in effect at the time of final subdivision plat approval when fulfilling their obligations under this Agreement. When necessary to protect public health, the Developer will be subject to laws, ordinances, and regulations that become effective after final plat approval.

7. DEDICATION: The Developer will dedicate to the City, or other applicable Agency as designated by the City, the Improvements listed on **Exhibit B** attached hereto and incorporated herein by this reference pursuant to the procedure described in this Agreement.

CITY’S OBLIGATIONS

8. PLAT APPROVAL: The City will grant final subdivision plat approval to the Subdivision under the terms and conditions previously agreed to by the Parties if those terms and conditions are consistent with all relevant state laws and local ordinances in effect at the time of final plat approval.

9. INSPECTION AND CERTIFICATION: The City will inspect the Improvements as they are being constructed and, if acceptable to the City Engineer, certify such Improvements as being in compliance with the standards and specifications of the City. Such inspection and certification, if appropriate, will occur within 7 (seven) days of notice by the Developer that they desire to have the City inspect the Improvements. Before obtaining certification of any such Improvements, the Developer will present to the City valid unconditional lien waivers from all persons providing materials or performing work on the Improvements for which certification is sought. Certification by the City Engineer does not constitute a waiver by the City of the right to draw funds under the Escrow on account of defects in or failure of any Improvements that are detected or which occurs following such certification. City inspections are for the City's benefit only and do not create any duty or liability to the Developer or third parties

10. NOTICE OF DEFECT: The City will provide timely notice to the Developer whenever inspection reveals that the Improvements do not conform to the standards and specifications shown on the approved subdivision improvement drawings on file with the Willard City Engineer's office or is otherwise defective. The Developer shall have thirty (30) days from the issuance of such notice to cure or substantially cure the defect. The City may not declare a default under the Agreement during the thirty (30) day cure period. The Developer will have no right to cure defects in or failure of any Improvements found to exist or occurring after the City accepts dedication of the Improvements.

11. ACCEPTANCE OF DEDICATION: The City or other applicable agency will accept the dedication of any validly certified Improvements within thirty (30) days of the Developer's offer to dedicate the Improvements. The City or agency's acceptance of dedication is expressly conditioned on the presentation by the Developer of a policy of title insurance, where appropriate, for the benefit of the City showing that the Developer owns the Improvements in fee simple and that there are no liens, encumbrances, or other restrictions on the Improvements unacceptable to the City in its reasonable judgment. Acceptance of the dedication of any Improvements does not constitute a waiver by the City of the right to draw funds under the Escrow on account of any defect in or failure of the Improvements that are detected or which occurs after the acceptance of the dedication. The Improvements must be offered to the City in no more than one dedication per month.

12. REDUCTION OF SECURITY: After the acceptance of any Improvements, the amount which the City is entitled to draw on the Escrow may be reduced by an amount equal to ninety (90) percent of the estimated cost of the Improvements and warranty amount as shown on **Exhibit B**. At the request of the Developer, the City will execute a certificate of release verifying the acceptance of the Improvements and waiving its right to draw on the Escrow to the extent of such amounts. A Developer in default under this Agreement will have no right to such a certificate. Upon the acceptance of all the Improvements, the balance that may be drawn under the Escrow will be available to the City for ninety (90) days after expiration of the Warranty Period.

13. USE OF PROCEEDS: The City will use funds drawn under the Escrow only for the purpose of completing the Improvements or correcting defects in or failures of the Improvements.

OTHER PROVISIONS

14. EVENTS OF DEFAULT: The following conditions, occurrences, or actions will constitute a default by the Developer during the Construction Period:

- a. Developer's failure to commence construction of the Improvements within one year of final subdivision plat approval;
- b. Developer's failure to complete construction of the Improvements within two years of final subdivision plat approval;
- c. Developer's failure to cure the defective construction of any Improvements within the applicable cure period;
- d. Developer's insolvency, the appointment of a receiver for the Developer, or the filing of a voluntary or involuntary petition in bankruptcy respecting the Developer;
- e. Foreclosure of any lien against the Property or a portion of the Property, or assignment or conveyance of the Property in lieu of foreclosure.

The City may not declare a default until written notice has been given to the Developer.

15. MEASURE OF DAMAGES: The measure of damages for breach of this Agreement will be the reasonable cost of completing the Improvements. For Improvements upon which construction has not begun, the estimated cost of the Improvements as shown on **Exhibit B** will be prima facie evidence of the minimum cost of completion. However, neither that amount, nor the amount of Escrow establishes the maximum amount of the Developer's liability. The City will be entitled to complete all unfinished Improvements at the time of default regardless of the extent to which the development has taken place in the Subdivision or whether development ever commenced.

16. CITY'S RIGHT UPON DEFAULT: When any event of default occurs, the City may draw on the Escrow to the extent of the face amount of the Escrow less ninety (90) percent of the estimated cost and amount for warranty (as shown on **Exhibit B**) of all Improvements theretofore accepted by the City. The City will have the right to complete Improvements itself or contract with a third party for completion, and the Developer hereby grants to the City, its successors, assigns, agents, contractors and employees, a nonexclusive right and easement to enter the Property for the purposes of constructing, maintaining, and repairing such Improvements. Alternatively, the City may assign the proceeds of the Escrow to a subsequent Developer (or a lender) who has acquired the Subdivision by purchase, foreclosure, or otherwise who will then have the same rights of completion as the City if and only if the subsequent Developer (or lender) agrees in writing to complete the unfinished Improvements. In addition, the City also may suspend final plat approval during which time the Developer will have no right to sell, transfer, or otherwise convey lots or homes within the Subdivision without the express written approval of the City or until the Improvements are completed and approved by the City. These remedies are cumulative in nature except that during the Warranty Period, the City's only remedy will be to draw funds under the Escrow.

17. INDEMNIFICATION: The Developer hereby expressly agrees to indemnify and hold the City harmless from and against all claims, costs and liability of every kind and nature, for injury or damage received or sustained by any person or entity in connection with, or on account of the performance of work at the development site and elsewhere pursuant to this Agreement. The Developer further agrees to aid and defend the City in the event that the City is named as a defendant in an action concerning the performance of work pursuant to this Agreement except where such suit is brought by the Developer. The Developer is not an agent or employee of the City.

18. NO WAIVER: No waiver of any provision of this Agreement will be deemed or constitute a waiver of any other provision, nor will it be deemed or constitute a continuing waiver unless expressly provided for by a written amendment to this Agreement signed by both City and Developer; nor will the waiver of any default under this Agreement be deemed a waiver of any subsequent default or defaults of the same type. The City's failure to exercise any right under this Agreement will not constitute the approval of any wrongful act by the Developer or the acceptance of any improvement.

19. AMENDMENT OR MODIFICATION: The parties to this Agreement may amend or modify this agreement only by written instrument executed by the City and by the Developer or their authorized officer. Such amendment or modification will be properly notarized before it may be effective.

20. ATTORNEY'S FEES: Should either party be required to resort to litigation, arbitration, or mediation to enforce the terms of this Agreement, the prevailing party, plaintiff or defendant, will be entitled to costs including reasonable attorney's fees and expert witness fees, from the opposing party. If the court, arbitrator, or mediator awards relief to both parties, each will bear its own costs in their entirety.

21. VESTED RIGHTS: The City does not warrant by this Agreement that the Developer is entitled to any other approval(s) required by the City, if any, before the Developer is entitled to commence development of the Subdivision or to transfer ownership of property in the Subdivision.

22. THIRD PARTY RIGHTS: No person or entity who or which is not a party to this Agreement will have any right of action under this Agreement, except that if the City does not exercise its rights within sixty (60) days following knowledge of any event of default, a purchaser of a lot or home in the subdivision may bring an action in mandamus to compel the City to exercise its rights.

23. SCOPE: This Agreement constitutes the entire agreement between the parties and no statement(s), promise(s) or inducement(s) that is/are not contained in this Agreement will be binding on the parties.

24. TIME: For the purpose of computing the Commencement, Abandonment, and Completion Periods, and time periods for City action, such times in which civil disaster, acts of God, or extreme weather conditions occur or exist will not be included if such times prevent the

Developer or City from performing their obligations under the Agreement.

25. SEVERABILITY: If any part, term, or provision of this Agreement is held by the courts to be illegal or otherwise unenforceable, such illegality or unenforceability will not affect the validity of any other part, term, or provision and the rights of the parties will be construed as if the part, term, or provision was never part of the Agreement.

26. BENEFITS: The benefits of this Agreement to the Developer are personal and may not be assigned without the express written approval of the City. Such approval may not be unreasonably withheld, but any unapproved assignment is void. Notwithstanding the foregoing, the burdens of this Agreement are personal obligations of the Developer and also will be binding on the heirs, successors, and assigns of the Developer. There is no prohibition on the right of the City to assign its rights under this agreement. The City will release the original Developer's Escrow if it accepts new security from any Developer or lender who obtains the Property. However, no act of the City will constitute a release of the original Developer from this liability under this Agreement.

27. NOTICE: Any notice required or permitted by this Agreement will be deemed effective when personally delivered in writing or three (3) days after notice is deposited with the U.S. Postal Service, postage prepaid, certified, and return receipt requested, and addressed as follows:

if to Developer (Attn) _____
(Address) _____

if to City: **Attn: Willard City Manager**
 Willard City
 P.O. Box 593
 80 West 50 South
 WILLARD, UT 84340

28. RECORDATION: Either Developer or City may record a copy of this Agreement in the Clerk and Recorder's Office of Box Elder County, Utah

29. IMMUNITY: Nothing contained in this Agreement constitutes a waiver of the City's sovereign immunity under any applicable state law.

30. PERSONAL JURISDICTION AND VENUE: Personal jurisdiction and venue for any civil action commenced by either party to this Agreement whether arising out of or relating to the Agreement or Escrow will be deemed to be proper only if such action is commenced in First District Court located in Brigham City, Utah, or in federal court located in Utah. The Developer expressly waives their right to bring such action in or to remove such action to any other court whether state or federal.

31. RECITALS: All foregoing recitals are fully incorporated herein.

CORPORATE ACKNOWLEDGEMENT

State of Utah)
 ss
County of _____)

On the _____ day of _____ A.D. 20_____

personally appeared before me _____

duly sworn, did say that he/she is the _____

of _____ of _____

the corporation which executed the foregoing instrument, and that said instrument was signed on behalf of said corporation by authority of a Resolution of its Board of Directors that the said corporation executed the same.

Notary Public

Residing at: _____

City Manager, City of Willard

Date

ATTEST:

City Recorder

APPROVED AS TO FORM:

City Attorney

APPROVED AS TO FORM:

City Engineer

ATTACHED:

EXHIBIT A: PROPERTY DESCRIPTION TO BE SUBDIVIDED

**EXHIBIT B: COST ESTIMATES OF REQUIRED ON & OFF-SITE SUBDIVISION
IMPROVEMENTS**

**EXHIBIT C: COPY OF APPROVED SUBDIVISION PLAT AND DEVELOPMENT/CIVIL
PLANS**

**EXHIBIT D: PROOF OF GENERAL LIABILITY AND WORKERS' COMPENSATION
INSURANCE**

**EXHIBIT E: FINANCIAL GUARANTEE – ESCROW OR LINE OF CREDIT
CERTIFICATE**

EXHIBIT A
LEGAL PROPERTY DESCRIPTION TO BE SUBDIVIDED

EXHIBIT B
COST ESTIMATES OF REQUIRED ON & OFF-SITE SUBDIVISION
IMPROVEMENTS

EXHIBIT C
COPY OF APPROVED SUBDIVISION PLAT AND
DEVELOPMENT/CIVIL PLANS

EXHIBIT D
PROOF OF GENERAL LIABILITY AND WORKERS'
COMPENSATION INSURANCE

EXHIBIT E
FINANCIAL GUARANTEE

ESCROW CERTIFICATE

TO THE CITY OF WILLARD, UTAH:

The undersigned Escrow Agent does hereby certify that it has in its possession and custody, cash in the sum of \$ _____ which said sum Escrow Agent is holding in escrow to guarantee the installation and completion, according to ordinance, of all off-site Improvements, as specified in **Exhibit 1** on the following legally described tracts of land in the City of Willard, Utah to wit:

Legal Description:

In the event the funds so provided herein do not pay for and complete in full all of the specified Improvements set forth in **Exhibit 1** and as contemplated herein, then and in that event, Developer agrees to forthwith pay to the City of Willard all additional amounts necessary to so complete such Improvements.

Said Escrow Agent hereby covenants and agrees that it will not release said funds to any person, firm, or corporation (other than as is hereinafter provided), including the Developer, without the express written consent and direction from said City of Willard Utah. If said Improvements, set forth in Exhibit 1, are not satisfactorily installed and completed according to City Ordinances within one (1) month short of two (2) years from the date hereof, that the said Escrow Agent will upon demand deliver said funds to said City of Willard, Utah, for the sole purpose of making and/or completing all of said Improvements, with said City to return to the said Escrow Agent any and all funds which may prove to be in excess of the actual cost to the City to make and/or complete said Improvements.

It is understood that the City may, at its sole option, extend said period of two (2) years for such completion of such Improvements upon request of the Escrow Agent or the Developer, if the City Council determines that such extension is proper.

It is further understood and agreed that all matters concerning this Agreement shall be subject to appropriate ordinances and code provisions adopted by said City of Willard, Utah.

DATED this ____ day of _____, 20__

Escrow Agent

Signature

Please Print Name and Title

Escrow Company Name and Mailing Address:

State of Utah)
 ss
County of _____)

On the _____ day of _____, 20__ appeared before me the
signer(s) of the within instrument, who duly acknowledged to me that he/she
executed the same.

Notary Public: _____
Residing at: _____

.....

APPROVED:

City Manager, City of Willard

Date

State of Utah)

ss

County of Box Elder)

On the _____ day of _____, 20_____

Appeared before me the signer(s) of the within instrument, who duly acknowledged to me that he/she executed the same.

Notary Public: _____

Residing at: _____

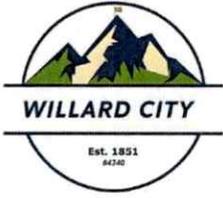
APPROVED AS TO FORM:

City Attorney

Date

EXHIBIT 1
COST ESTIMATE OF REQUIRED ON & OFF-SITE SUBDIVISION
IMPROVEMENTS

ITEM 5C



Willard City Corporation

435-734-9881
80 W 50 S
PO Box 593
Willard, Utah 84340
www.willardcityut.gov

Mayor

Travis Mote

City Council Members

J. Hulsey

R. Christensen

M. Braegger

R. Mund

J. Bodily

NOTICE OF PUBLIC HEARING WILLARD CITY PLANNING COMMISSION

Notice is hereby given that the Willard City Planning Commission will hold a public hearing to receive public comments regarding a proposal to amend Section 24.80.130 of the Willard City Zoning Code to include additional language relating to deferments of design and construction standards.

The public hearing will be held on Thursday, February 19, 2026, at 6:30 p.m. in the Willard City Council Chambers, 80 West 50 South, Willard, Utah, during a regular Planning Commission meeting.

Information regarding this matter is available during business hours by contacting the Willard City Planner at 435-734-9881. Business hours are 8:00 a.m. to 5:00 p.m. Monday through Thursday and 8:00 a.m. to 12:00 p.m. on Friday.

In compliance with the Americans with Disabilities Act, individuals needing special accommodations (including auxiliary communications, aids, and services) during this meeting should notify the City Office at 80 West 50 South, Willard, Utah, phone number 435 734-9881, at least three working days prior to the meeting.

I, the undersigned duly appointed Deputy City Recorder for Willard City Corporation hereby certify that a copy of the foregoing notice and agenda was posted at Willard City Hall; two other places in the community; on the State of Utah Public Meeting Notice website <http://www.utah.gov/pmnl/index.html>; on the Willard City website www.willardcity.com; and sent to the Box Elder News Journal this 6th day of February, 2026.

/s/Michelle Drago
Deputy City Recorder

ITEM 5D

WILLARD CITY ORDINANCE 2026 -04

AN ORDINANCE AMENDING SECTION 24.80.130 OF THE WILLARD CITY ZONING CODE; AND PROVIDING AN EFFECTIVE DATE FOR THESE CHANGES.

Section 1 – Recitals

WHEREAS, the City of Willard (“City”) is a municipal corporation duly organized and existing under the laws of Utah; and

WHEREAS, the City Council finds that in conformance with UC §10-3-702, the governing body of the City may pass any ordinance to regulate, require, prohibit, govern, control or supervise any activity, business, conduct, or condition authorized by the laws of the State of Utah or any other provision of law; and,

WHEREAS, the City has adopted and promulgated city ordinances and rules regarding zoning and acceptable uses within those zones in the City; and

WHEREAS, the Willard City Council recognizes the need to periodically review and update zoning regulations to ensure alignment with evolving land use patterns, community needs, and statutory requirements; and

WHEREAS, the City Council finds that certain changes to the Willard City Zoning Code in regards to amending the language for Section 24.80.130 should be made; and

WHEREAS, the City Council finds that the public convenience and necessity, public safety, health, and welfare are at issue in this matter and requires action by the City as noted above;

NOW THEREFORE, be it ordained by the City Council of Willard City, in the State of Utah, that the following portions of the Willard City Zoning Code be, and the same is, changed and amended to read as follows:

SECTION 2: AMENDMENT Chapter 24.80 Subdivisions, Section 24.80.130 Design and Construction Standards of the Willard City Zoning Code is hereby amended to include the following additional language:

24.80.130 Design and Construction Standards

R. Deferments of Design and Construction Standards

1. Willard City recognizes that there are parcels within the City that property owners may want to subdivide for various reasons. These are parcels within developed parts of the City where some design and/or construction standards are not present, but those design and/or construction standards will need to be installed in the future. The City is willing to create this process to provide for a deferment of construction of some of the required design and construction standards when it involves certain parcels with certain elements present. However, the applicant still has to proceed through the

preliminary and final subdivision application process, and this deferment process runs simultaneously with that process.

2. During the preliminary subdivision application process, a proposed subdivision may be considered for a deferment of installation of certain required design and construction standards as outlined in Section 24.80.130 when the applicant has shown evidence that **all** of the following circumstances are present:
 - a. The proposed subdivision contains no more than three (3) lots total, including the pre-existing lot.
 - b. No other subdivision or lot split has occurred from the parent parcel within the past ten (10) years. If a prior split or subdivision occurred within ten (10) years, both the previously separated lots and the subject property shall be counted toward the three-lot maximum.
 - c. The proposed subdivision is located within a residential zoning district.
 - d. The proposed subdivision is not traversed by the mapped alignment of a proposed or future street or trail identified in the Willard City General Plan or Transportation Master Plan.
 - e. The proposed subdivision does not require dedication of land for public streets or other public facilities.
 - f. The proposed subdivision is adjacent to a City-dedicated paved asphalt road that was built to City standards as outlined by the Willard City Public Works Standards.
 - g. The proposed subdivision complies with all applicable Willard City land use ordinances, including zoning, drainage management, utility easements, and any protections related to sensitive lands.
 - h. The proposed subdivision does not require or propose the creation or dedication of open space for purposes of density bonuses or reduced lot sizes.
 - i. The proposed subdivision has been reviewed and approved by the Public Works Director serving as the culinary water authority and sanitary sewer authority.
3. Only if the applicant presents evidence that every one of the elements outlined in Section 24.80.130(R)(2) above are present in a proposed subdivision may a deferment be considered by the Planning Commission.
4. During the preliminary subdivision application process, the Planning Commission may consider allowing deferment of only the following design and construction standards:
 - a. Installation of sidewalks, curbs, and gutters.
5. Process for deferment:
 - a. If the Planning Commission allows a deferment, then applicant shall place a restriction on the final subdivision plat, applicable to every lot in the proposed subdivision, outlining:
 - (1) The deferred specific design and construction standard improvements that are required to be installed in the proposed subdivision and that they will be installed in accordance with the Willard City Public Works Standards.
 - (2) That each lot owner is financially responsible for installation of the deferred specific design and construction standard improvements whenever the City deems those installations to be necessary in the future.

- (3) That each lot owner understands that they will be billed by the City for the City's installation of those deferred improvements, and that invoice is required to be paid by the lot owner within thirty (30) days of receipt of the invoice from the City.
 - (4) That each lot owner consents to a lien being placed on their property for the amount of the installation invoice total, if the invoice is not paid within the time given by the City.
- b. This language shall be reviewed at the final subdivision application stage as part of the final approval process and before any subdivision plat is recorded.
 - c. The deferment can only be granted at the preliminary application stage by the Planning Commission. Once the Planning Commission has granted preliminary subdivision application approval, under Section 24.80.040 of the Willard Zoning Code, a deferment is no longer available and the applicant shall be required to install all improvements required under the subdivision process.

The forgoing Recitals are fully incorporated herein.

SECTION 3: PRIOR ORDINANCES AND RESOLUTIONS That the above changes, where they may have been taken from prior City Ordinances and Resolutions, are listed here for centralization and convenience; and that the body and substance of those prior Ordinances and Resolutions, with their specific provisions, where not otherwise in conflict with this Ordinance, are reaffirmed and readopted.

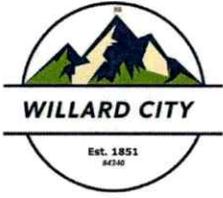
SECTION 4: REPEALER OF CLAUSE All orders, ordinances, and resolutions regarding the changes enacted and adopted which have been adopted by the City, or parts thereof, which conflict with this Ordinance are, for such conflict, repealed, except that this repeal will not be construed to revive any act, order, or resolution, or part.

SECTION 5: SEVERABILITY CLAUSE Should any part or provision of this Ordinance be held or declared to be unconstitutional, invalid, inoperative, or unenforceable to any extent whatsoever, such decision shall not affect the validity of the Ordinance as a whole or any part thereof other than the part so declared to be unconstitutional, invalid, inoperative, or unenforceable.

SECTION 6: DIRECTION Willard City Staff is hereby authorized to make non-substantive clerical corrections to formatting, numbering, and internal references in this ordinance for publication and codification purposes, provided such corrections do not alter the intent or effect of the adopted language.

SECTION 7: EFFECTIVE DATE This Ordinance shall be effective as of the date of signing and after being published or posted as required by law.

ITEM 5E



Willard City Corporation

435-734-9881
80 W 50 S
PO Box 593
Willard, Utah 84340
www.willardcityut.gov

Mayor

Travis Mote

City Council Members

J. Hulsey

R. Christensen

M. Braegger

R. Mund

J. Bodily

STAFF REPORT

DAN GAMMON CONDITIONAL USE PERMIT 537 WEST 200 NORTH

On November 7, 2024, the Planning Commission approved a conditional use permit for Dan Gammon for a short-term rental at 537 North 200 West subject to six conditions. Mr. Gammon has completed the first three conditions. Their completion has been verified by Fire Chief Van Mund.

Dan Gammon spoke with Ben at the Bear River Health Department regarding annual testing for the water well. He was told the state currently does not have any testing requirements. Mr. Gammon has asked that Condition 5 be removed from his conditional use permit.

Michelle Drago also spoke with Ben at the Bear River Health Department who confirmed that neither the Bear River Health Department nor the state has requirements for private water wells to be tested annually regardless of the use of the home. She also contacted Cameron Draney with the Division of Drinking Water. He said the state does not require annual testing for private wells not serving a public water system. He said private wells are outside of the Utah Division of Drinking Water's jurisdiction. Testing requirements are up to the property owner or local health department.

Mr. Gammon has paid for and would like to receive his business license so he can begin advertising his rental for the coming spring and summer.

Willard City Corporation

80 West 50 South
Box 593



Willard, Utah 84340
(435)734-9881

November 7, 2024

CONDITIONAL USE PERMIT

DAN GAMMON SHORT-TERM RENTAL

This Conditional Use Permit is issued to Dan Gammon located at 537 West 200 North (Parcel 02-057-0005) Willard, Utah 84340, to operate a short-term rental:

The conditions for operating are:

1. Removal of stumps from the parking area.
2. Addition of road base for a 96-foot diameter turn around area for emergency vehicles.
3. No parking signs in the turn-around area.
4. The house and bunkhouse may not be rented separately.
5. ~~Submission of annual documentation from the state regarding the water; and~~
6. Annual compliance with required inspections.

This Conditional Use Permit is contingent upon the applicant's, and any successor's, ongoing compliance with all city, local, and state codes.

Applicant's Signature

2/6/26

Date

City Planner Signature

Date

WILLARD CITY CORPORATION

80 W 50 S

PO Box 593

Willard UT 84340

435-734-9881

Receipt No: 2.000004848

Feb 9, 2026

DAN GAMMON

Licenses and Permits - Business Licenses and Permits	50.00
<hr/>	
Total:	50.00
<hr/>	
Check	50.00
Check No: 1014	
Total Applied:	50.00
<hr/>	
Change Tendered:	.00
<hr/>	

Duplicate Copy

02/09/2026 10:56 AM

**WILLARD CITY PLANNING COMMISSION
APPLICATION FOR PLANNING COMMISSION HEARING**

Application Date: DEC 18, 2023

Assessor's Parcel Number

Applicant: DAN GAMMON

02-057-0005
Parcel Legal Description

Mailing Address 103 E 500 S

APPROXIMATELY 2.8 ACRES
LEGAL DESCRIPTION AVAILABLE ON REQUEST

BURLEY ID 83318

537 W 200 N
Project Address

I hereby request a hearing before the Willard City Planning Commission in behalf of my application for:

208-670-4105
Phone Number

Conditional Use Permit \$25 Fee

208-670-4105
Cell Phone

Lot Line Adjustment \$25 Fee

Other Fee variable, \$25 Min.

NOTE: Fees will be charged on each application and are non-refundable. Additional applications on the same project will be considered as new applications and be charged accordingly. All applications, with required data and fees, must be filed in the Willard City Office at least two weeks prior to the scheduled hearing date.

Project description: (Attach additional sheets, as required.)
Complete Applicant Affidavit on back of this page.

SHORT-TERM RENTAL OF HOME AND BUNKHOUSE AND OUTSIDE FACILITIES. ANTICIPATED USE OF AIRBNB AND/OR VRBO RENTAL WEBSITES TO WIDEN EXPOSURE FOR MARKETING PURPOSES.

28-10858, 152 WILLARD CITY CORPORATION
80 W 50 S
PO Box 593
Willard UT 84340
Receipt No: 1,018933 Dec 26, 2023

DAN GAMMON CUP PERMIT APPLICATION

Charges for Services	25.00
Charges - PC & B of Adj	25.00
Total:	50.00
Check	25.00
Check No: 231	25.00
Total Applied:	.00
Change Tendered:	

12/26/2023 12:29 PM

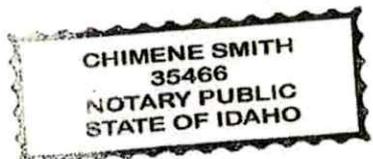
APPLICANT'S AFFIDAVIT

STATE OF ~~UTAH~~ IDAHO)
) SS
COUNTY OF ~~BOX ELDER~~ CASSIA)

I, (we) DAN GAMMON, being duly sworn, depose and say that I, (we) am (are) the owner(s)*, or authorized agent(s) of the owner, of property located at 537 W 200 N WILLARD UT 84340 in Willard City, which property is involved in the attached application and that the statements and answers therein contained and the information provided in the attached plans and other exhibits present thoroughly, to the best of my (our) ability, the argument in behalf of the application herewith requested and that the statements and information above referred to are in all respects true and correct to the best of my (our) knowledge and belief.

SIGNED [Signature]
Property Owner(s)
AGENT N/A

Subscribed and sworn before me this 16 day of December 2023
[Signature]
Notary Public



Residing in minidoka
My commission expires: 1/30/25

* May be owner of record, contract owner, part to valid earnest money agreement, option holder or have other legal control of property.

AGENT AUTHORIZATION

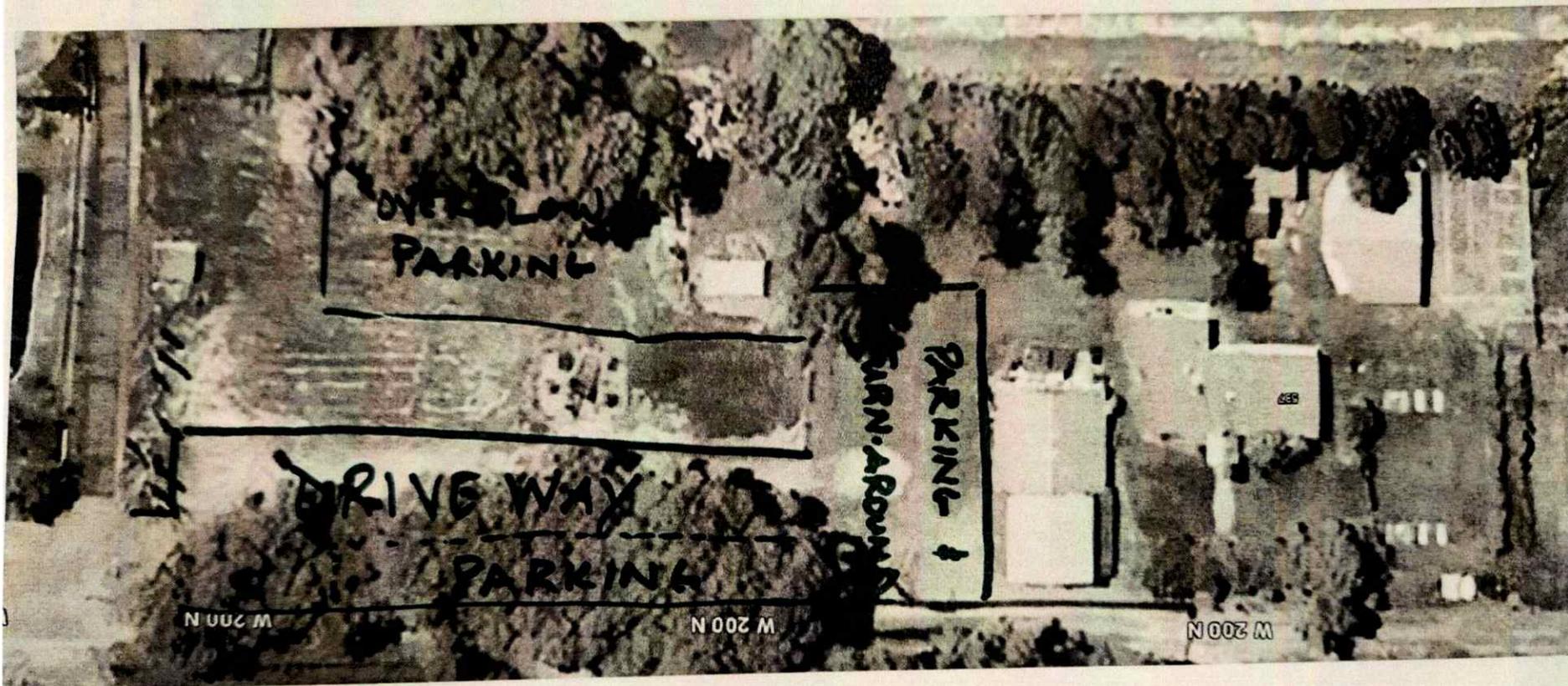
I, (we) _____, the owner(s) of real property described above, hereby appoint _____ as my (our) agent(s) to represent me (us) with regard to this application affecting the above described real property, and do authorize them to appear on my (our) behalf before any Willard City Boards considering this application.

SIGNED _____
Property Owner(s)

Subscribed and sworn before me this _____ day of _____ 200__

Notary Public

Residing in _____
My commission expires: _____



OVERFLOW
PARKING

DRIVE WAY
PARKING

TURN-AROUND
PARKING 1

W 200 N

N 002 W

W 200 N



WILLARD CITY
Planning Commission Meeting – Regular Meeting
Thursday, November 7, 2024 – 6:30 p.m.
Willard City Hall – 80 West 50 South
Willard, Utah 84340

Clint McCormick, 75 West 500 North, asked if the division of the Kapp property would make it possible to divide his property. He had a five-acre flag lot with access from the old highway. Would the Kapp Subdivision provide access to his property? Chairman Bodily said it would not. Neldon Kapp was only creating one lot with access from the existing private lane on 200 West.

There were no further comments.

Commissioner Bingham moved to close the public hearing at 6:47 p.m. Commissioner Gilbert seconded the motion. All voted “aye.” The motion passed unanimously.

6B. CONSIDERATION OF A PRELIMINARY SUBDIVISION PLAT AND A RECIPROCAL EASEMENT AGREEMENT FOR THE KAPP SUBDIVISION LOCATED AT APPROXIMATELY 620 NORTH 200 WEST (PARCEL NO. 02-046-0005)

Time Stamp: 17:50 – 11/07/2024

Madison Brown stated that this was the preliminary subdivision plat. The Kapp's still had to receive final approval, which would be handled by SLUA.

Commissioner Braegger felt the Kapp's had everything in order.

Commissioner Bingham moved to grant preliminary approval of the Kapp Subdivision subject to the recommendations of SLUA and send the subdivision back to SLUA for final approval. Commissioner Braegger seconded the motion. All voted “aye.” The motion passed unanimously.

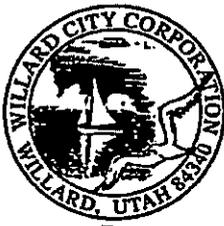
6C. CONSIDERATION OF A REQUEST FROM DAN GAMMON FOR A CONDITIONAL USE PERMIT TO OPERATE A SHORT-TERM RENTAL/AIRBNB LOCATED AT APPROXIMATELY 537 WEST 200 NORTH (02-057-0005)

Time Stamp: 19:36 – 11/07/2024

Madison Brown stated that Dan Gammon owned property at 537 West 200 North. Last January, he applied to the city for a short-term rental license (Airbnb). At that time, the city didn't have any provisions for short-term rentals in its code. On August 8th, the city council adopted a short-term rental ordinance. Mr. Gammon reapplied. His request for a conditional use permit was reviewed by the CUP Review Committee on October 17th. The CUP Review Committee recommended that the conditional use permit be approved subject to:

1. Removal of stumps from the parking area.
2. Addition of road base for a 96-foot diameter turnaround area for emergency vehicles.
3. No parking signs in the turnaround area.
4. The house and bunkhouse may not be rented separately.
5. Compliance with state requirements for a transient water system.
6. Submission of annual documentation from the state regarding the water; and
7. Annual compliance with required inspections.

Ms. Brown said Dan Gammon had agreed to the conditions.



WILLARD CITY
Planning Commission Meeting – Regular Meeting
Thursday, November 7, 2024 – 6:30 p.m.
Willard City Hall – 80 West 50 South
Willard, Utah 84340

Chairman Bodily asked if the fire chief had inspected the site as directed by the CUP Committee. Jeremy Kimpton stated that the fire chief would have to inspect the site before the conditional use permit could be issued. Annual inspections would be required to make sure the turnaround was maintained.

Dan Gammon stated that he met with the fire chief a few weeks ago. The turnaround area was not located near the willows that had been removed. The turnaround would be near the garage. Any emergency vehicle would be able to get to the residences. Mr. Gamon said he had checked with the state regarding requirements for his well. The state referred him to the Bear River Water District who referred him to Brigham City. There weren't any state requirements for water testing. The property was on a well that was over one hundred years old. The well was improved when they purchased the property about twelve years ago.

Jeremy Kimpton stated that the state's testing requirements had been verified by the city's public works director. He felt the condition requiring annual documentation from the state could be removed.

Commissioner Braegger asked if the property had a septic system. Mr. Gammon said it did.

Commissioner Gilbert asked about lighting. Jeremy Kimpton said lighting was discussed by the CUP Review Committee. Commissioner Braegger stated that Dan Gammon had motion lighting. Ms. Brown said lighting was required by the Short-Term Rental Ordinance. When she and the fire chief completed their annual inspections, they would check the lighting.

Commissioner Gilbert asked if Dan Gammon had read the Short-Term Rental Ordinance. Mr. Gammon said he had.

Dan Gammon stated that access to his property had always been a concern due to the fence installed by the property owner to the north. He had verified that the city did have legal access to his property because of the sewer. He would be happy to cooperate with the city in having the fence removed.

Commissioner Braegger asked if the city attorney had any information regarding the fence dispute. There was a chain link fence running down the middle of 200 North that was installed by Russ Child, which made it difficult for the Gammon's to get in and out. Was there a reason the fence was still up? Colt Mund, city attorney, said he didn't have any information. Jeremy Kimpton said the city did have a sewer easement, and it did have access to that easement. The fence was a civil issue. The staff would have to research the matter to see if there was anything that could be done. The fence issue would not stop Mr. Gammon from using his property as a short-term rental.

Dan Gammon stated that he had talked with the former mayor about the fence. The former mayor had talked about providing emergency access from Center Street via the sewer easement. He told the former mayor he would not seek financial compensation if the city wanted to put in a road along the west side against the tracks in exchange for potential services and connections. His only concern was the location of the garage built by his wife's grandfather.

Chairman Bodily asked how a fence could be placed in the middle of a street. Commissioner Bingham said Russ Child claimed that he owned property to the middle of the road. Colt Mund said there was a court case that was resolved in 2014. The court granted summary judgment to Russell Child. There was further discussion about the history of the fence issue.



WILLARD CITY

Planning Commission Meeting – Regular Meeting

Thursday, November 7, 2024 – 6:30 p.m.

Willard City Hall – 80 West 50 South

Willard, Utah 84340

Commissioner Dubovik asked if all the conditions had been met. Jeremy Kimpton said they had been agreed to. Commissioner Dubovik clarified that the staff would ensure conditions were met before a business license was issued. Mr. Kimpton said it would.

Commissioner Bingham moved to approve a conditional use permit for Dan Gammon to operate a short-term rental located at approximately 537 West 200 North (Parcel No. 02-046-0005) subject to the conditions recommended by the CUP Review Committee. Commissioner Braegger seconded the motion. All voted “aye.” The motion passed unanimously.

6D. CONSIDERATION AND RECOMMENDATION TO THE CITY COUNCIL REGARDING A PROPOSAL TO AMEND THE GENERAL PLAN FOUND IN CHAPTER 12-000 OF THE WILLARD CITY ZONING ORDINANCE TO INCLUDE A FUTURE LAND USE MAP FOR THE SOUTH WILLARD AREA INCLUDED IN WILLARD'S ANNEXATION POLICY DECLARATION (CONTINUED FROM APRIL 4, APRIL 18, MAY 2, MAY 16, JUNE 20, SEPTEMBER 5, AND OCTOBER 3, 2024)

Time Stamp: 31:56 – 11/07/2024

Madison Brown stated that the changes the Planning Commission had recommended on October 3rd had been included in a revised future land use map. She also completed a proposed road plan that incorporated the road plan proposed by Commissioner Gilbert in June.

Commissioner Dubovik asked if the proposed plan reflected the sentiments of the South Willard residents. Ms. Brown said it did.

Commissioner Gilbert liked the additional commercial area around the elk farm.

Chairman Bodily asked if the planning commission was ready to forward the map to the City Council. The planning commission said it was.

Michelle Drago, Deputy Recorder, stated that a public hearing had to be held before a recommendation could be forwarded to the city council. There was a discussion about the notice requirements for the public hearing. Colt Mund verified that the city was required to provide a ten-day notice. The planning commission decided to hold the public hearing on December 5th.

Commissioner Dubovik moved to schedule a public hearing on December 5th at 6:30 p.m. to receive public comments regarding a proposal to amend the General Plan found in Chapter 12-000 of the Willard City Zoning Ordinance to include a future land use map for the South Willard area included in Willard's Annexation Policy Declaration. Commissioner Gilbert seconded the motion. All voted “aye.” The motion passed unanimously.

6E. DISCUSSION REGARDING A PROPOSAL TO AMEND REQUIREMENTS FOR DETACHED ACCESSORY DWELLING UNITS FOUND IN 12-102-23-6(5A) TO ALLOW UNITS LARGER THAN 1,000 SQUARE FEET IN R-1, A-3, AND A-5 ZONES

Time Stamp: 41:10 – 11/07/2024

ITEM 5F



PUBLIC
FINANCE
ADVISORS

LEWIS | ROBERTSON | BURNINGHAM



WILLARD CITY, UTAH

DECEMBER 2025

DRAFT ECONOMIC DEVELOPMENT
STRATEGIC PLAN

PREPARED BY:

LRB PUBLIC FINANCE ADVISORS
FORMERLY LEWIS YOUNG ROBERTSON & BURNINGHAM INC.

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SECTION 1. EXECUTIVE SUMMARY

LRB Public Finance Advisors (LRB) was contracted by Willard City (the City) to create an Economic Development Strategic Plan (the Plan). This Plan is designed to assist the City with the evaluation of current economic trends that affect the City, as well as South Willard, and determine supportable commercial development. To fulfill this goal, LRB conducted several tasks of due diligence which are listed below:

- Socioeconomic and Demographic Overview:** Economic markets are heavily influenced by demographics and socioeconomics. Focusing on measurements such as population, income levels, education, infrastructure investment, industry, and the existing workforce helps us to understand the current market characteristics that are causing the underlying economy in Willard and South Willard to thrive or decline.
- Sales Tax Leakage and Capture Analysis:** Taxable sales provide an important metric to assess the general economic health of the City. Using CY 2021 - 2023 sales tax data, this Plan identifies industries and sectors with opportunity for growth within the City. This analysis also identifies the kinds of goods and services demanded by residents.
- Market Conditions:** Assessing the Willard area's feasibility to develop commercial activity includes an analysis of land use and zoning, location, competitive market sites, types of development, and tourism considerations.
- Site Location Analysis:** LRB and stakeholders identified 750 North, along the I-15 intersection, as a potential commercial node to provide opportunities for cultivation of economic development in the City.
- Stakeholder Outreach and SWOT:** Two stakeholder meetings were held in order to bring together City staff, business leaders and owners, influential residents, and development partners to gain a holistic view of what is needed in the Plan. Responses from stakeholders are utilized to develop the economic development strategies outlined below.

As Willard City works towards its goals and values, the Plan will be crucial in guiding the development efforts of the City. The remainder of the report will feature several sections further explaining the research efforts performed by LRB to derive the Plan. The Economic Development Strategic Plan is summarized below and is featured in more detail in **Section 6**.



This Plan was drafted to coexist with and support the 2023 General Plan of Willard City. The City's Value Statement states, "Our community recognizes its history and will preserve its small-town character and sense of place by protecting its open spaces, agricultural and sensitive lands, and protecting and fostering a high quality of life for all residents." There are eight distinct City goals listed within the General Plan's Land Use Element that align with the City's Value Statement. LRB ensured that the Plan coincides with the values of the General Plan.

- Evaluate all City decisions, actions, and budget expenditures to achieve General Plan consistency.
- Protect the City's naturally occurring sensitive lands, views, features, and other amenities.
- Protect the City's agricultural areas.
- Promote efficiencies in the use of all water resources and protect local water sources.
- Encourage retail businesses to support the City's tax and employment base and to provide additional opportunities for residents to meet their daily living needs in Willard.
- Increase opportunities for all residents to engage in remote work and learning.
- Protect and enhance Willard's historic town core.
- Continue to require quality developments that promote and enhance the City's small-town character and ambiance and to remain a safe and desired location for residential and nonresidential uses.

LRB suggests the following strategies to reflect stakeholder responses, with the City's objectives and existing strategies for economic development serving as the foundational objectives.

- 1. GROW A FOUR-SEASON RECREATION AND AGRI-TOURISM ECONOMY:** Leverage Willard's strengths— Willard Bay State Park, hiking trails, fruit farms, and future South Willard annexation— to drive visitor spending while reinforcing small-town character.
- 2. DIVERSIFY THE TAX BASE WITH JOB-CREATING LIGHT INDUSTRIAL & MIXED-USE NODES:** Convert annexed South Willard land and the north industrial corridor (north of Flying J) into employment and neighborhood-scale retail to reduce reliance on rooftops.
- 3. MODERNIZE WATER AND GROWTH INFRASTRUCTURE TO UNLOCK CAPACITY WITHOUT LOSING RURAL CHARACTER:** The City has water rights but needs delivery capacity and sequencing. With an aging water system and wetland preservation and service limits, growth is constrained and risk is increased.
- 4. MANAGE GROWTH TO PROTECT FARMS, NEIGHBORHOODS, AND VIEWSHEDS:** Community concern over development and gravel pits requires predictable, place-sensitive growth that preserves agriculture and quality of life.



SECTION 2. SOCIOECONOMIC AND DEMOGRAPHICS ANALYSIS

In recent years, the State of Utah has experienced robust growth in both population and employment opportunities. As of April 2025, the State unemployment rate was measured at 3.1 percent, compared with the national average of 4.2 percent. Population and employment characteristics are helpful indicators of overall economic health. As economies expand, typically population increases and unemployment rates decline, which is true of both the Utah and national economy. Comparing population and employment trends is helpful in understanding the local economy.

Economic markets are heavily influenced by demographics, socioeconomics (income levels), education, availability of land, industry, infrastructure investment, and the existing workforce. This section focuses on many of these measurements to understand the current market characteristics that are causing the underlying economy to thrive or decline.

HISTORIC POPULATION

Willard's population grew from 2010 to 2020 at an AAGR of 1.11 percent each year according to Census redistricting data. Similarly, South Willard's population grew at an AAGR of 1.59 percent. According to the General Plan,¹ the Willard's population is expected to grow to 3,450 by 2040, which aligns with Traffic Area Zone (TAZ) data projections shown in **Table 2.3**.

TABLE 2.1: HISTORIC CENSUS POPULATION

	ACS							
	2013	2014	2015	2016	2017	2018	2019	2020
Brigham City	18,104	18,264	18,397	18,586	18,736	18,924	19,150	19,336
Farr West	5,973	6,113	6,270	6,406	6,671	6,836	7,023	7,197
North Ogden	17,570	17,743	18,006	18,289	18,525	18,943	19,392	19,930
Perry	4,476	4,529	4,566	4,630	4,717	4,828	4,971	5,090
South Willard	1,758	1,825	1,992	1,854	1,650	1,908	1,726	1,519
Willard	1,800	1,752	1,737	1,714	1,875	1,805	1,745	1,688
Box Elder County	50,160	50,613	50,991	51,528	52,182	53,001	53,946	54,953
Utah	2,813,673	2,858,111	2,903,379	2,948,427	2,993,941	3,045,350	3,096,848	3,151,239

Source: US Census Bureau, 2010 and 2020 Census Redistricting Data (PL 94-171)
US Census Bureau, American Community Survey 5-Year Estimates (DP05)

TABLE 2.1: CONT.

	ACS				DEC		
	2021	2022	2023	2013 - 2023 AAGR	2010	2020	2010 - 2020 AAGR
Brigham City	19,336	19,373	19,602	19,796	17,899	19,650	0.94%
Farr West	7,197	7,581	7,747	7,881	5,928	7,691	2.64%
North Ogden	19,930	20,703	21,065	21,473	17,357	20,916	1.88%
Perry	5,090	5,444	5,579	5,708	4,512	5,555	2.10%
South Willard	1,519	1,567	1,548	1,378	1,571	1,840	1.59%
Willard	1,688	1,813	1,753	2,008	1,772	1,978	1.11%
Box Elder County	54,953	56,891	58,291	59,725	49,975	57,666	1.44%
Utah	3,151,239	3,231,370	3,283,809	3,331,187	2,763,885	3,271,616	1.70%

Source: US Census Bureau, 2010 and 2020 Census Redistricting Data (PL 94-171)
US Census Bureau, American Community Survey 5-Year Estimates (DP05)

¹ Source: Willard General Plan, Figure 17



POPULATION PROJECTION

Willard’s population is projected to continue to increase through 2040, reaching 3,450 persons. **Figure 2.1** displays regional population projections. The population in Box Elder County will continue to concentrate in Brigham City, Mantua, Tremonton, and Perry cities. Weber County, located directly south of the Willard area, will also experience a significant growth when compared to Box Elder County.

FIGURE 2.1: ILLUSTRATION OF POPULATION GROWTH BY TAZ IN BOX ELDER COUNTY

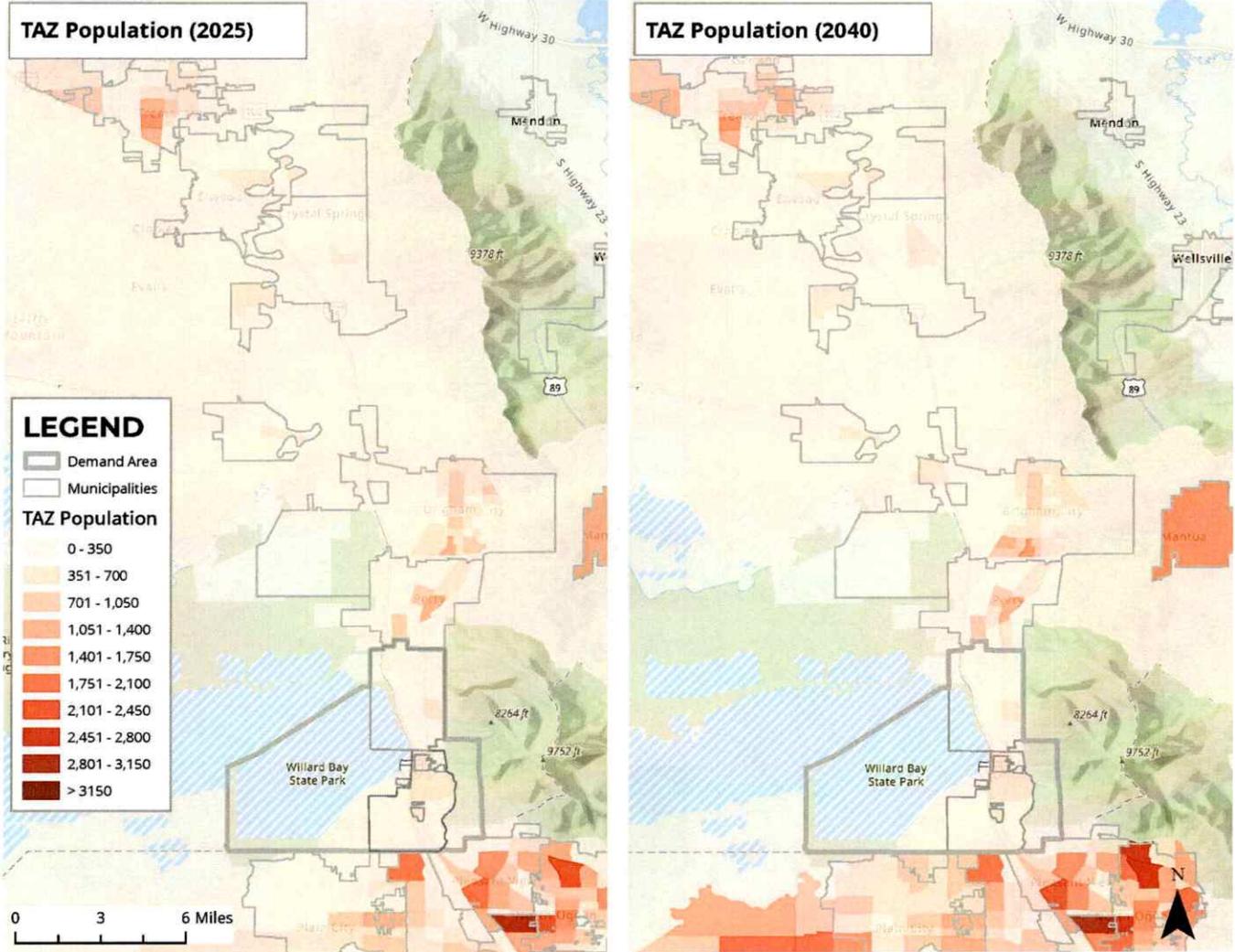


Table 2.2 illustrates historic redistricting Census for Willard and South Willard, while **Table 2.3** shows 2023 TAZ projected growth through 2040. The TAZ projections start higher than the comparable data beginning in 2024 through the projected horizon.

TABLE 2.2: SOUTH WILLARD AND WILLARD COMBINED PROJECTED POPULATION (CENSUS PROJECTIONS)

	2024	2025	2026	2027	2028	2029	2030	AAGR
South Willard	1,400	1,422	1,445	1,468	1,491	1,515	1,539	1.59%
Willard	2,030	2,053	2,075	2,098	2,122	2,145	2,169	1.11%
Total Area	3,430	3,475	3,520	3,566	3,613	3,660	3,708	1.31%

Source: US Census Bureau, 2010 and 2020 Census Redistricting Data



TABLE 2.2: CENSUS PROJECTIONS (CONT.)

	2031	2032	2033	2034	2035	2036	2037	2038	2039	2040	AAGR
South Willard	1,564	1,589	1,614	1,640	1,666	1,692	1,719	1,747	1,774	1,803	1.59%
Willard	2,193	2,217	2,241	2,266	2,291	2,317	2,342	2,368	2,394	2,421	1.11%
Total Area	3,756	3,806	3,855	3,906	3,957	4,009	4,062	4,115	4,169	4,224	1.31%

TABLE 2.3: SOUTH WILLARD AND WILLARD COMBINED PROJECTED POPULATION (TAZ PROJECTIONS)

	2024	2025	2026	2027	2028	2029	2030	AAGR
South Willard	1,909	1,930	1,950	1,968	1,984	1,999	2,013	0.89%
Willard	2,608	2,692	2,774	2,853	2,931	3,006	3,079	2.80%
Total Area	4,518	4,622	4,723	4,821	4,915	5,005	5,092	2.01%

Source: Wasatch Front Regional Council, Traffic Area Zone Projections

TABLE 2.3: TAZ PROJECTIONS (CONT.)

	2031	2032	2033	2034	2035	2036	2037	2038	2039	2040	AAGR
South Willard	2,070	2,127	2,184	2,240	2,298	2,356	2,414	2,472	2,530	2,588	2.54%
Willard	3,113	3,148	3,183	3,218	3,254	3,290	3,327	3,363	3,400	3,437	1.11%
Total Area	5,183	5,274	5,367	5,459	5,552	5,646	5,741	5,835	5,930	6,025	1.70%

Source: Wasatch Front Regional Council, Traffic Area Zone Projections

AGE

Willard City and South Willard’s demographics relative to age have shifted from 2013 to 2023. 2023 data illustrate a concentration in the 10 to 24 and 35 to 84 years of age categories. Noticeable shifts occurred in the age brackets of under 5 to 9 years of age and 25 to 34 as illustrated in **Figure 2.2**. A comparison of the median age illustrates that city residents are older than the County and younger than the State on average.

FIGURE 2.2: WILLARD AREA - AGE DISTRIBUTION

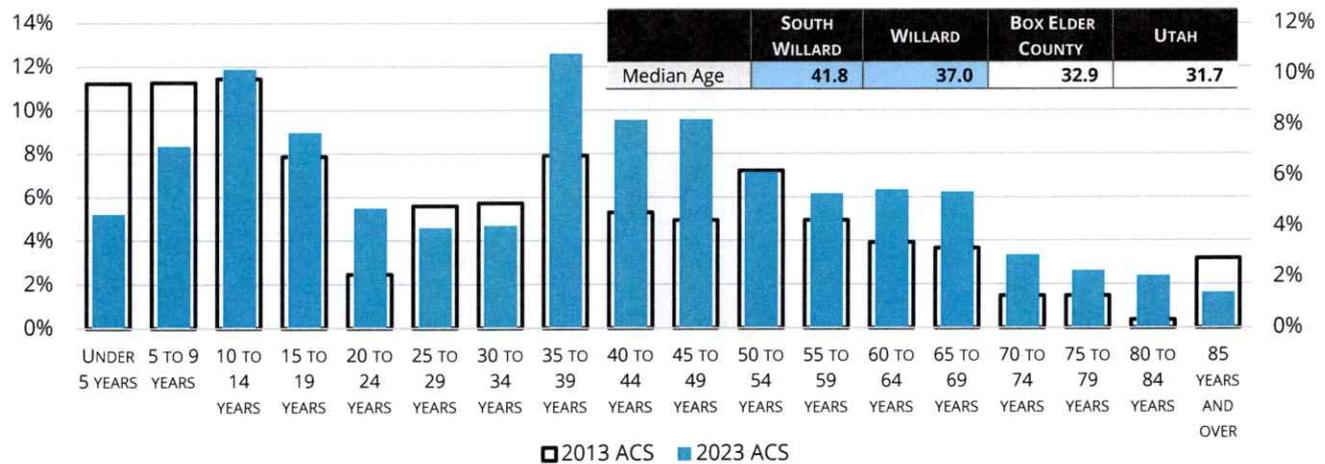


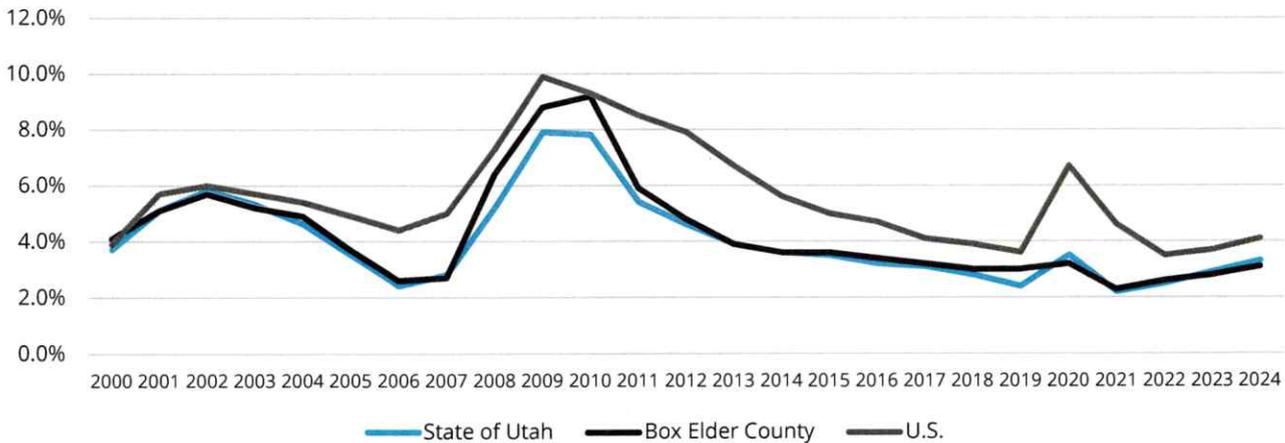
FIGURE 2.3: WILLARD AREA - AGE DISTRIBUTION BY SEX



EMPLOYMENT

The Utah Department of Workforce Services indicates the unemployment rate in Box County in December 2024 was 3.1 percent as shown in **Figure 2.4**. This is lower than the national average unemployment rate of 4.1 percent and the State of Utah’s unemployment rate at 3.3 percent. As of April 2025, the unemployment rate in Box Elder County was 2.9 percent as compared to Utah at 3.1 percent and the United States at 4.2 percent.

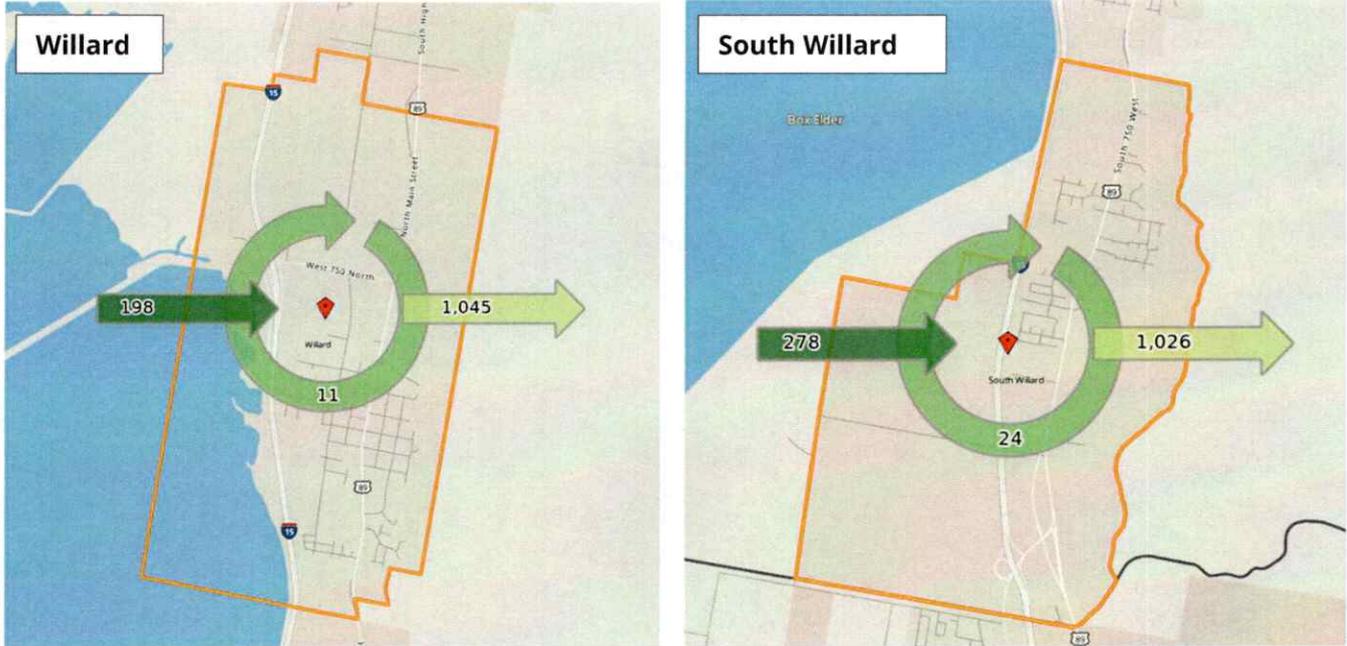
FIGURE 2.4: BOX ELDER COUNTY HISTORIC UNEMPLOYMENT RATE



US Census On the Map data for 2022 illustrates 11 residents both live and are employed within Willard City, while 198 of those who work in Willard live elsewhere and 1,045 residents of the City are employed outside of the City. Similarly, 24 residents both live and are employed within South Willard. 278 of those who work in South Willard live elsewhere and 1,026 residents of the South Willard are employed outside of the area. **Figure 2.5** demonstrates a large proportion of residents leave both Willard City and South Willard for work.



FIGURE 2.5: US CENSUS 2022 ON THE MAP DATA ILLUSTRATION



WFRC TAZ employment projections estimate the total job count in Willard is 486 and in South Willard is 398 (notated as “Box Elder County South” in the table below). The TAZ data illustrates that the City and South Willard will experience an increase in the percentage of total employment. Noticeable shifts in growth in the region from 2025 – 2050 will occur in South Willard, Deweyville, Elwood, Fielding, Mantua, and Plymouth.

TABLE 2.4: BOX ELDER COUNTY EMPLOYMENT PROJECTION

	EMPLOYMENT				GROWTH (2025 - 2050)	
	2025	2030	2040	2050	ACTUAL	% INCREASE
Balance of Box Elder	3,960	4,230	4,570	4,532	572	14.4%
Bear River City	189	192	187	233	45	23.7%
Box Elder County North	339	411	382	409	70	20.7%
Box Elder County South	398	410	587	731	333	83.5%
Brigham City	15,210	15,896	17,027	18,130	2,920	19.2%
Corinne	1,507	1,578	1,707	1,710	203	13.5%
Deweyville	79	80	88	126	47	60.3%
Elwood	323	336	382	480	157	48.6%
Fielding	83	85	126	124	41	49.2%
Garland	456	473	602	452	(4)	-0.9%
Honeyville	595	620	639	805	211	35.4%
Howell	35	36	43	49	14	40.2%
Mantua	199	206	239	301	102	51.3%
Perry	2,565	2,675	2,828	3,028	463	18.0%
Plymouth	121	127	156	176	56	46.0%
Portage	45	47	54	60	15	32.2%
Snowville	216	224	234	251	35	16.2%
Tremonton	6,711	7,004	7,606	8,379	1,668	24.9%
Tremonton Area	538	612	548	689	151	28.1%
Willard	486	510	510	568	82	16.9%
COUNTY TOTAL	34,053	35,751	38,514	41,234	7,180	21.1%

Source: Wasatch Front Regional Council, Traffic Area Zone Projections



RESIDENTIAL BUILDING PERMITS AND NEW COMMERCIAL VALUATION

The Kem C. Gardner Policy Institute tracks building permit activity across the State and maintains the Ivory-Boyer Construction Database. The total number of residential building permits in Willard² has varied from a low of 1 in 2014, to a high of 44 in 2021 as shown in **Figure 2.6**.³ New non-residential value added to the City increased from 2021 to 2022 by 1,500 percent. As of 2025, the median house price in Willard was between \$599,000 and \$614,000 based on housing market report data.⁴

FIGURE 2.6: WILLARD CITY NEW RESIDENTIAL VALUE (\$000) AND UNITS

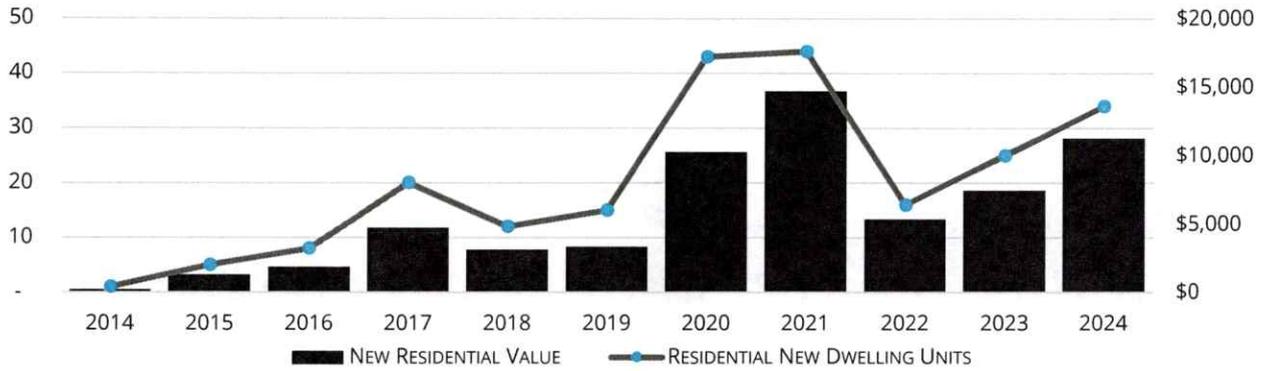
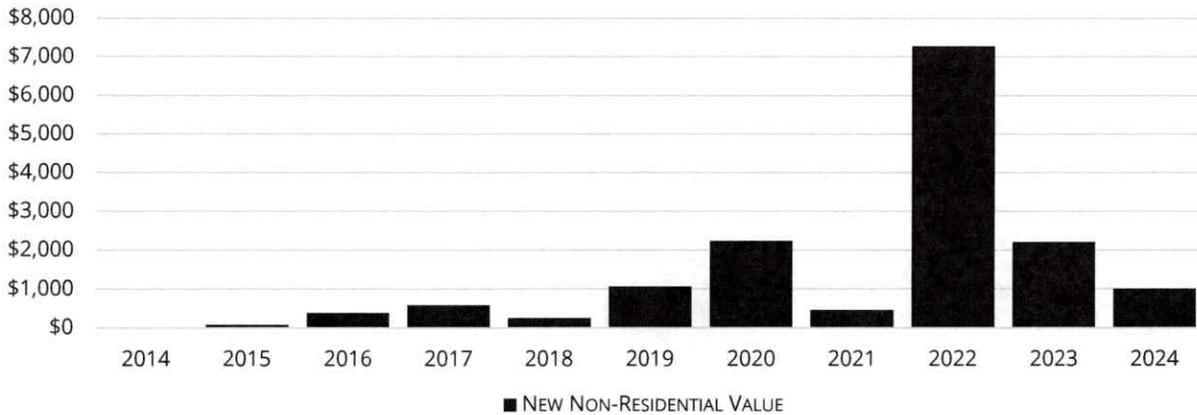


FIGURE 2.7: WILLARD CITY NEW COMMERCIAL VALUE (\$000)



EDUCATION

According to the US Census ACS 2019-2023 five-year estimates, approximately 47 percent of Willard and South Willard’s combined population 25 years and older has an associate degree or higher, compared to Box Elder County with 36 percent and the State of Utah at 47 percent.

² South Willard data not available.

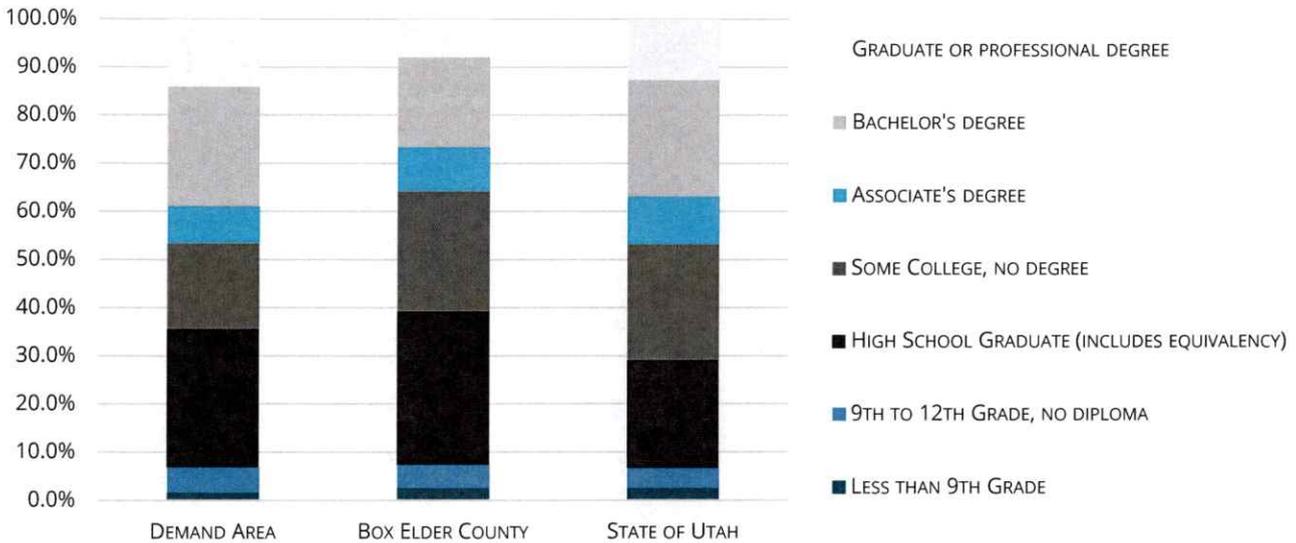
³ Ivory-Boyer Construction Database.

⁴ Rocket Homes. (2025, April). Median List Price. Retrieved from <https://www.rockethomes.com/real-estate-trends/ut/willard>;

Redfin. (2025, April). Willard, UT Housing Market. Retrieved from <https://www.redfin.com/city/20806/UT/Willard/housing-market>



FIGURE 2.8: WILLARD AREA EDUCATIONAL ATTAINMENT



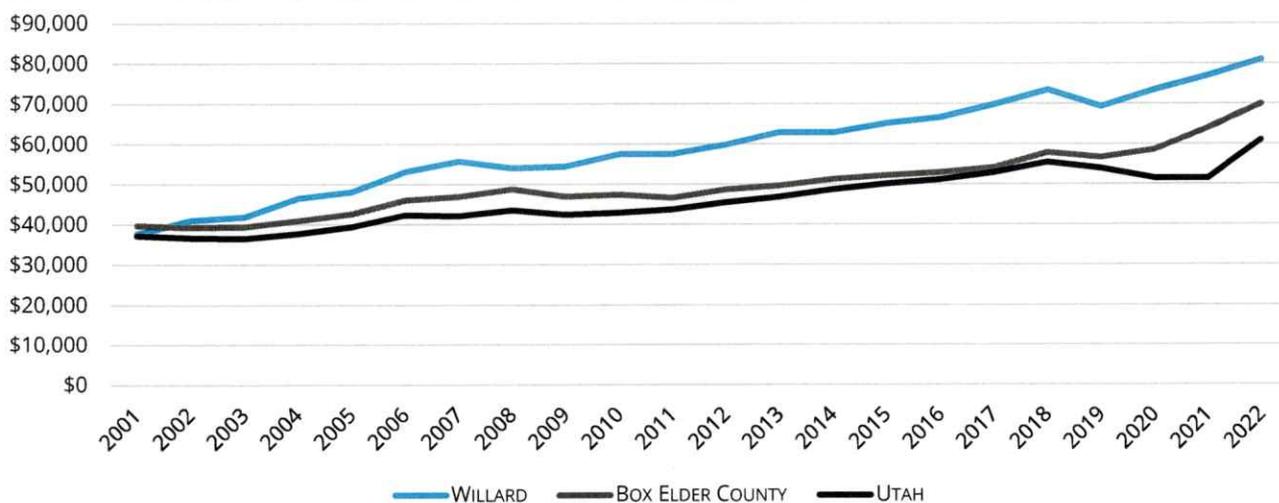
HOUSEHOLDS

In 2025, the total number of households in Willard and South Willard is 908 and 606, respectively, according to WFRC TAZ data. According to the most recent Census (2023), of the total housing units in Willard, 98.8 percent are occupied with 1.2 percent unoccupied. 100 percent housing units are occupied in South Willard. Box Elder County has approximately 94.4 percent housing occupancy rate, compared to the State at 91.8 percent.

INCOME

The Utah median adjusted gross income (MAGI) represents an individual's total gross income minus specific tax deductions. **Figure 2.11** illustrates the historic MAGI and corresponding increase. As of 2020, the Utah State Tax Commission reports Willard's MAGI was \$81,000.⁵ The Willard MAGI was slightly higher than Box Elder County's \$70,000. The State MAGI according was lower than the City and County at \$61,071.

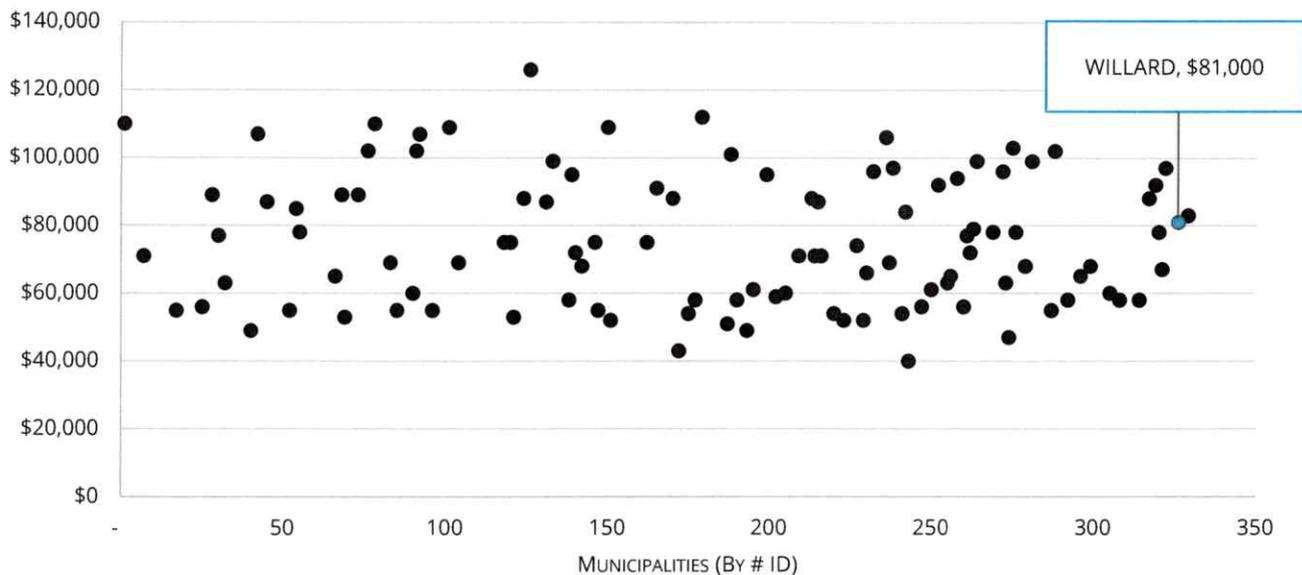
FIGURE 2.11 WILLARD CITY HOUSEHOLD MEDIAN ADJUSTED GROSS INCOME (MAGI)



⁵ South Willard data not available.



FIGURE 2.12 UTAH CITIES 2022 MEDIAN ADJUSTED GROSS INCOME (MAGI)



SECTION 3. ANALYSIS OF TAXABLE SALES

Taxable sales within Willard provide an important metric to assess the general economic health of the City. Data for South Willard was not available. A sales gap (or “leakage”) analysis is used to identify economic development opportunities for a community by evaluating the total purchases made by residents inside and outside the community (hence, the term “leakage” for sales lost outside the community). This type of analysis first identifies sales within the State of Utah for each major North American Industry Classification System (NAICS) code category and then calculates the average sales per capita in each NAICS category. Per capita sales in the City are compared to average per capita sales statewide in order to estimate what portion of resident purchases are being made within City boundaries, and what amount is leaving the City. The resident purchases being made outside of the City represent an opportunity to recapture some of these lost sales.

METHODOLOGY

SALES TAX DATA

The sales tax data provided to LRB contained all sales tax collected by the State of Utah and Willard City for the calendar years (CY) 2021-2023. This data was further broken down by industry. Every business registered in the United States is assigned a NAICS code. For tax purposes, this helps governmental agencies to determine the outlet of sales tax. In the analysis, businesses operating within a certain industry will be referred to as outlets. It is important to highlight that not all data for this analysis can be made public, especially when a specific industry has less than ten outlets, and it is considered a violation of privacy laws to disclose specific data. All data in this analysis has been provided by the Tax Commission of the State of Utah through a public records request by the City.

INCOME DATA

Income data comprises the per capita income for both the City and State. Per capita income is calculated by taking the total income attributable to a certain region and dividing it by the population of that region. This metric reflects the average income earned per person within a region. Comparing these figures gives insight into differences in cost of living, economic prosperity, and overall education. For the year 2023, Willard City had an estimated per capita income of \$32,514 compared to the State average of \$37,023. The difference in estimated per capita income can be caused by factors such as lower cost of living, larger families, and different industry demographics. In order to make this an “apples-to-apples” comparison, LRB adjusted per capita figures between the State and City.

POPULATION DATA

Population data is used to understand per capita spending within a region. The calculation of this figure is derived by taking the total amount of spending within a region and dividing it by the population of that region. As mentioned in the prior paragraph, these numbers are adjusted to ensure comparability between regions. By taking the adjusted per capita spending figures, LRB can analyze the differences between per capita spending by industry when comparing the State and the City.

SALES TAX LEAKAGE ANALYSIS

The tables below provide an overview of leakage and retention by industry. Negative numbers estimate the approximate leakage of taxable sales from Willard City to other communities. When leakage occurs, the capture rate is below 100 percent, indicating the City is not collecting the average sales expected based on a per capita basis relative to the State average. Positive numbers indicate that the City is attracting more than the State average relative to that category, suggesting shoppers from outside the City are attracted to the



area for certain types of purchases or that there is a high concentration of this type of spending. This is reflected in the capture rate as a number above 100 percent.

The analysis divides taxable sales into three major categories: retail sales, industry sales and sales related to services.

RETAIL SALES

RETAIL TRADE

The Retail Trade sector (NAICS 44-45) encompasses establishments primarily engaged in selling merchandise directly to the general public in small quantities. This includes both store retailers, which operate physical locations designed for walk-in customers, and non-store retailers, such as online or catalog-based sellers. Retailers may also provide services like repair and installation alongside merchandise sales, making this the final step in the distribution process of goods. It is important to highlight that retail trade is a large industry and has many sub-industries. Among those that are captured are: Building Material, Garden Equipment & Supplies Dealers, Gasoline Stations, and Non-store Retailers.

TABLE 3.1: RETAIL TRADE SALES LEAKAGE SUMMARY

NAICS CATEGORY	INCOME ADJUSTED CAPTURE RATES		
	CY 2021	CY 2022	CY 2023
Retail Trade	78%	94%	72%
Motor Vehicle & Parts Dealers	3%	2%	3%
New Car Dealers	1%	0%	0%
Used Car Dealers	8%	6%	9%
Other Motor Vehicle Dealers	1%	0%	0%
Automotive Parts, Accessories & Tire Stores	9%	7%	11%
Furniture & Home Furnishings Stores	4%	7%	3%
Furniture Stores	2%	5%	1%
Home Furnishing Stores	8%	10%	7%
Electronics & Appliance Stores	13%	12%	9%
Electronics & Appliance Stores	13%	12%	9%
Build. Material, Garden Equip. & Supplies Dealers	313%	437%	306%
Building Material & Supplies Dealers	325%	453%	320%
Lawn & Garden Equip. & Supplies	3%	5%	5%
Food & Beverage Stores	30%	26%	26%
Grocery Stores	32%	26%	27%
Specialty Food Stores	53%	70%	58%
Beer, Wine & Liquor Stores	0%	0%	0%
Health & Personal Care Stores	16%	16%	15%
Pharmacies & Drug Stores	7%	2%	2%
Cosmetics, Beauty Supplies & Perfume	23%	26%	24%
Optical Goods	8%	7%	7%
Other Health & Personal Care	14%	17%	17%
Gasoline Stations	419%	407%	363%
Gasoline Stations	419%	407%	363%
Clothing & Clothing Accessories Stores	22%	23%	21%
Clothing Stores	22%	22%	19%
Shoe Stores	38%	42%	49%
Jewelry, Luggage & Leather Goods Stores	5%	10%	5%
Sporting Goods, Hobby, Music & Book Stores	17%	17%	15%
Sporting Goods	20%	19%	18%
Hobby, Toys & Games	4%	19%	5%
Sewing, Needlework & Piece Goods	1%	2%	2%
Musical Instruments	23%	10%	5%



NAICS CATEGORY	INCOME ADJUSTED CAPTURE RATES		
	CY 2021	CY 2022	CY 2023
Book Stores & News Dealers	12%	5%	3%
General Merchandise Stores	5%	6%	6%
Department Stores	4%	4%	4%
Other General Merchandise Stores	17%	25%	29%
Miscellaneous Store Retailers	14%	12%	20%
Florists	1%	2%	2%
Office Supplies, Stationary & Gift Stores	12%	9%	9%
Used Merchandise Stores	0%	0%	0%
Other Miscellaneous Stores	15%	13%	22%
Non-store Retailers	118%	112%	119%
Electronic Shopping & Mail Order Houses	122%	117%	123%
Vending Machine Operators	1%	1%	1%
Direct Selling Establishments	45%	38%	40%

The most valuable insights from this industry are that Willard City does exceptionally well in providing building materials/supplies and that gas stations are very highly demanded in the City. During stakeholder discussions, it was noted that only one gas station currently exists within Willard City and the demand for another appears to be exceptionally high. **Section 4** includes an analysis of competitive market sites including gasoline stations.

Potential Opportunities: New Car Dealers, Used Car Dealers, Other Motor Vehicle Dealers, Automotive Parts, Accessories & Tire Stores, Furniture Stores, Home Furnishing Stores, Electronics & Appliance Stores, Lawn & Garden Equip. & Supplies, Food & Beverage Stores, Grocery Stores, Specialty Food Stores, Beer, Wine & Liquor Stores, Pharmacies & Drug Stores, Cosmetics, Beauty Supplies & Perfume, Optical Goods, Other Health & Personal Care, Clothing Stores, Shoe Stores, Jewelry, Luggage & Leather Goods Stores, Sporting Goods, Hobby, Music & Book Stores, Sporting Goods, Toys & Games, Sewing, Needlework & Piece Goods, Musical Instruments, Book Stores & News Dealers, General Merchandise Stores, Department Stores, Other General Merchandise Stores, Miscellaneous Store Retailers, Florists, Office Supplies, Stationary & Gift Stores, Used Merchandise Stores, Other Miscellaneous Stores, Non-store Retailers, Electronic Shopping & Mail Order Houses, Vending Machine Operators, Direct Selling Establishments.

WHOLESALE TRADE

The Wholesale Trade sector (NAICS 42) includes establishments engaged in selling goods in bulk to retailers, industrial, commercial, institutional, or professional users, or other wholesalers. These businesses typically operate from warehouses or offices and may also provide logistics, storage, and delivery services. It is divided into three main types: 1) Durable Goods; 2) Nondurable Goods; and 3) Agents and Brokers. The City performs best in Paper & Paper Products, Apparel, Piece Goods & Notions, and Professional & Commercial Equipment but still leaks a significant portion of sales.

TABLE 3.2: WHOLESALE TRADE SALES LEAKAGE SUMMARY

NAICS CATEGORY	INCOME ADJUSTED CAPTURE RATES		
	CY 2021	CY 2022	CY 2023
Wholesale Trade, Durable Goods	25%	22%	24%
Motor Vehicles & Parts	37%	39%	32%
Furniture & Home Furnishings	12%	13%	19%
Lumber & Other Construction Materials	23%	4%	0%
Professional & Commercial Equipment	37%	43%	43%
Metal & Mineral	4%	0%	0%
Appliances, Electrical & Electronic Goods	6%	6%	4%
Hardware, Plumbing & Heating	2%	4%	0%



NAICS CATEGORY	INCOME ADJUSTED CAPTURE RATES		
	CY 2021	CY 2022	CY 2023
Machinery & Equipment	39%	32%	37%
Miscellaneous Durables	34%	31%	36%
Wholesale Trade, Nondurable Goods	21%	23%	19%
Paper & Paper Products	94%	115%	76%
Drugs & Druggists Sundries	34%	26%	38%
Apparel, Piece Goods & Notions	53%	47%	48%
Grocery & Related Products	6%	6%	7%
Farm Product & Raw Material	0%	0%	67%
Chemical & Allied Products	28%	13%	22%
Petroleum & Petroleum Products	11%	36%	10%
Beer, Wine & Alcoholic Beverages	0%	0%	0%
Miscellaneous Nondurables	12%	14%	10%
Wholesale Trade-Agents & Brokers	24%	30%	22%

Potential Opportunities: Motor Vehicles & Parts, Furniture & Home Furnishings, Lumber & Other Construction Materials, Professional & Commercial Equipment, Metal & Mineral, Appliances, Electrical & Electronic Goods, Hardware, Plumbing & Heating, Machinery & Equipment, and Miscellaneous Durables.

INDUSTRY SALES

AGRICULTURE, FORESTRY, FISHING, AND HUNTING

The Agriculture, Forestry, Fishing, and Hunting sector (NAICS 11) include establishments primarily engaged in growing crops, raising animals, harvesting timber, and capturing fish or wildlife from farms, ranches, or natural habitats. It is divided into five subsectors: Crop Production, Animal Production and Aquaculture, Forestry and Logging, Fishing and Hunting, and Support Activities for Agriculture and Forestry. Excluded are activities like agricultural research or land conservation programs. Willard City performs well within this sector as shown in the data below. Animal Production is the only sub-industry that is captured, but at a rate of 300-500 percent, it significantly contributes to the sector's performance. This is a very strong and healthy sub-industry for the City.

TABLE 3.3: AGRICULTURE, FORESTRY, FISHING, AND HUNTING SALES LEAKAGE SUMMARY

NAICS CATEGORY	INCOME ADJUSTED CAPTURE RATES		
	CY 2021	CY 2022	CY 2023
Agriculture, Forestry, Fishing and Hunting	153%	183%	133%
Crop Production	8%	5%	4%
Animal Production	487%	527%	369%
Forestry and Logging	0%	0%	0%
Fishing, Hunting, and Trapping	0%	79%	19%
Support Activities for Agriculture and Forestry	3%	12%	14%

Potential Opportunities: Crop Production, Forestry and Logging, Fishing, Hunting, and Trapping, and Support Activities for Agriculture and Forestry.

CONSTRUCTION

The Construction sector (NAICS 23) includes establishments primarily engaged in building construction, engineering projects, site preparation, and land subdivision. Work may involve new construction, additions, alterations, maintenance, or repairs. It is divided into three subsectors: Construction of Buildings (NAICS 236), Heavy and Civil Engineering Construction (NAICS 237), and Specialty Trade Contractors (NAICS 238). Within



the City, the prevailing sub-industry is Heavy and Civil Engineering Construction, with a capture rate ranging from 500-1,400 percent.

TABLE 3.4: CONSTRUCTION SALES LEAKAGE SUMMARY

NAICS CATEGORY	INCOME ADJUSTED CAPTURE RATES		
	CY 2021	CY 2022	CY 2023
Construction	282%	148%	121%
Construction of Buildings	5%	5%	1%
Heavy and Civil Engineering Construction	1,388%	915%	551%
Specialty Trade Contractors	68%	7%	24%

Potential Opportunities: Construction of Buildings and Specialty Trade Contractors.

INFORMATION

The Information sector (NAICS 51) includes industries that produce and distribute information and cultural products, provide the means for transmitting or distributing these products and data, and process data. This sector covers both traditional and digital platforms. The majority of this industry is not captured, although CY 2021 data indicate the industry as a whole captured 95 percent of the market. Moreover, Broadcasting and Content Providers and Telecommunications sub-industries are capturing a surplus between 110 and 160 percent. Many insights can be gained from this data, specifically that there could be opportunity for more data/internet usage among businesses.

TABLE 3.5: INFORMATION SALES LEAKAGE SUMMARY

NAICS CATEGORY	INCOME ADJUSTED CAPTURE RATES		
	CY 2021	CY 2022	CY 2023
Information	95%	86%	72%
Publishing Industries-Except Internet	67%	58%	52%
Motion Picture & Sound Recording Industries	6%	3%	3%
Broadcasting and Content Providers	156%	151%	137%
Telecommunications	131%	132%	111%
Data Processing, Hosting & Related Services	60%	44%	33%
Other Information Services	44%	36%	33%

Potential Opportunities: Publishing Industries-Except Internet, Motion Picture & Sound Recording Industries, Data Processing, Hosting & Related Services, and Other Information Services.

MANUFACTURING

The Manufacturing sector (NAICS 31-33) includes establishments engaged in the mechanical, physical, or chemical transformation of raw materials into new products, either finished or semi-finished. Activities such as assembly, blending, and finishing are considered manufacturing. These establishments, often referred to as factories, plants, or mills, may use machinery or hand tools and can own or contract the transformation process. Within Willard City, the industry as a whole is leaking and captures 9-13 percent of the market. Potential causes may be a lack of land or distance from distributors/retailers.



TABLE 3.6: MANUFACTURING SALES LEAKAGE SUMMARY

NAICS CATEGORY	INCOME ADJUSTED CAPTURE RATES		
	CY 2021	CY 2022	CY 2023
Manufacturing	9%	9%	13%
Food Manufacturing	26%	13%	26%
Beverage and Tobacco Product Manufacturing	1%	0%	1%
Textile Mills	40%	29%	25%
Textile Product Mills	3%	23%	8%
Apparel Manufacturing	14%	17%	14%
Leather & Allied Product Manufacturing	34%	34%	44%
Wood Product Manufacturing	1%	2%	6%
Paper Manufacturing	11%	15%	8%
Printing & Related Support Activities	10%	15%	18%
Petroleum & Coal Products Manufacturing	5%	0%	0%
Chemical Manufacturing	9%	8%	5%
Plastics & Rubber Products Manufacturing	4%	7%	4%
Nonmetallic Mineral Product Manufacturing	1%	1%	1%
Primary Metal Manufacturing	0%	1%	73%
Fabricated Metal Product Manufacturing	7%	22%	14%
Machinery Manufacturing	16%	3%	5%
Computer & Electronic Product Manufacturing	10%	14%	13%
Elec. Equip., Appliance & Component Manufacturing	0%	3%	3%
Transportation Equipment Manufacturing	2%	8%	11%
Furniture & Related Prod. Manufacturing	5%	2%	36%
Miscellaneous Manufacturing	28%	15%	31%

Potential Opportunities: Food Manufacturing, Beverage and Tobacco Product Manufacturing, Textile Mills, Textile Product Mills, Apparel Manufacturing, Leather & Allied Product Manufacturing, Wood Product Manufacturing, Paper Manufacturing, Printing & Related Support Activities, Petroleum & Coal Products Manufacturing, Chemical Manufacturing, Plastics & Rubber Products Manufacturing, Nonmetallic Mineral Product Manufacturing, Primary Metal Manufacturing, Fabricated Metal Product Manufacturing, Machinery Manufacturing, Computer & Electronic Product Manufacturing, Electrical Equipment, Appliance & Component Manufacturing, Transportation Equipment Manufacturing, Furniture & Related Product Manufacturing, Miscellaneous Manufacturing.

MINING, QUARRYING, AND OIL AND GAS EXTRACTION

The Mining, Quarrying, and Oil and Gas Extraction sector (NAICS 21) includes establishments primarily engaged in extracting naturally occurring minerals, such as coal, ores, crude petroleum, and natural gas. Activities include mining, quarrying, well operations, and mineral processing at the site. It is divided into three subsectors: Oil and Gas Extraction (NAICS 211), Mining (except Oil and Gas) (NAICS 212), and Support Activities for Mining (NAICS 213). Mining (except Oil and Gas) is the most dominant sub-industry due to the City's positioning against the Wasatch Mountains.

TABLE 3.7: MINING, QUARRYING, AND OIL AND GAS EXTRACTION SALES LEAKAGE SUMMARY

NAICS CATEGORY	INCOME ADJUSTED CAPTURE RATES		
	CY 2021	CY 2022	CY 2023
Mining, Quarrying, and Oil and Gas Extraction	301%	205%	135%
Oil and Gas Extraction	0%	0%	0%
Mining (Except Oil and Gas)	785%	780%	453%
Support Activities for Mining	82%	0%	0%



Potential Opportunities: Oil and Gas Extraction and Support Activities for Mining.

TRANSPORTATION AND WAREHOUSING

The Transportation and Warehousing sector (NAICS 48-49) encompass industries involved in transporting passengers and goods, warehousing and storage, scenic and sightseeing transportation, and related support activities. The sector also includes various modes of transportation such as air, rail, water, road, and pipelines. Subcategories range from truck transportation to postal services and couriers. Establishments in this sector often operate extensive networks of facilities and equipment to facilitate the movement and storage of goods or passengers. The City is experiencing leakage in all subcategories, indicating the City is not collecting the average sales expected based on a per capita basis relative to the State average.

TABLE 3.8: TRANSPORTATION AND WAREHOUSING SALES LEAKAGE SUMMARY

NAICS CATEGORY	INCOME ADJUSTED CAPTURE RATES		
	CY 2021	CY 2022	CY 2023
Transportation & Warehousing	5%	5%	7%
Air Transportation	0%	0%	0%
Rail Transportation	0%	0%	0%
Truck Transportation	0%	0%	0%
Transit & Ground Passenger Transportation	0%	0%	0%
Pipeline Transportation	0%	0%	0%
Scenic & Sightseeing Transportation	0%	0%	0%
Support Activities for Transportation	5%	20%	36%
Postal Service	0%	0%	0%
Couriers & Messengers	4%	7%	5%
Warehousing & Storage	30%	19%	10%

Potential Opportunities: Air Transportation, Rail Transportation, Water Transportation, Truck Transportation, Transit and Ground Passenger Transportation, Pipeline Transportation, Scenic and Sightseeing Transportation, Support Activities for Transportation, Postal Services, Couriers and Messengers, Warehousing and Storage.

UTILITIES

The Utilities sector (NAICS 22) comprises establishments engaged in providing essential utility services, including electric power, natural gas, steam supply, water supply, and sewage removal. These businesses operate infrastructure for the generation, transmission, and distribution of these services to residential, commercial, and industrial customers. Utilities are critical for supporting daily life and economic activities. Within Willard, this industry thrives in terms of capturing sales tax. The data suggests a possibility for more energy efficiency within the community.

TABLE 3.9: UTILITIES SALES LEAKAGE SUMMARY

NAICS CATEGORY	INCOME ADJUSTED CAPTURE RATES		
	CY 2021	CY 2022	CY 2023
Utilities	118%	175%	121%
Electric Power Generation, Transmission & Dist.	118%	213%	131%
Natural Gas Distribution	119%	112%	109%
Water, Sewage & Other Systems	0%	0%	0%

Potential Opportunities: Water, Sewage & Other Systems.



SERVICE SALES

ACCOMMODATION AND FOOD SERVICES

The Accommodation and Food Services sector (NAICS 72) include establishments that provide lodging and food or drink services to customers. Accommodation services include hotels, motels, and other lodging facilities, while food services encompass restaurants, bars, caterers, and mobile food vendors. These businesses focus on hospitality and customer service for leisure or business purposes. Willard City captures the RV Parks & Recreational Camps subcategory.

TABLE 3.10: ACCOMMODATION AND FOOD SERVICES SALES LEAKAGE SUMMARY

NAICS CATEGORY	INCOME ADJUSTED CAPTURE RATES		
	CY 2021	CY 2022	CY 2023
Accommodation and Food Services	1%	1%	1%
Accommodation	4%	3%	3%
Traveler Accommodation	0%	1%	0%
RV Parks & Recreational Camps	105%	87%	107%
Rooming & Boarding Houses	0%	0%	0%
Food Services & Drinking Places	0%	0%	0%
Restaurants & Other Eating Places	0%	0%	0%
Special Food Services	2%	1%	2%
Drinking Places-Alcoholic Beverages	0%	0%	0%

During stakeholder discussions, it was noted that there may be the demand for overnight lodging as a result of Willard Bay's visitation. **Section 4** includes an analysis of competitive market sites including gasoline stations.

Potential Opportunities: Traveler Accommodation, Rooming & Boarding Houses, Restaurants & Other Eating Places, Special Food Services, and Drinking Places-Alcoholic Beverages.

ADMINISTRATIVE AND SUPPORT AND WASTE MANAGEMENT AND REMEDIATION SERVICES

The Administrative and Support and Waste Management and Remediation Services sector (NAICS 56) includes establishments providing routine support services for the day-to-day operations of other organizations, such as office administration, personnel hiring, security, cleaning, and document preparation. It also encompasses waste management activities like waste collection, treatment, disposal, recycling, and environmental remediation services. The data shows that Willard City has begun to make efforts towards capturing this industry; however, it is sign of efficiency to have a low capture for Waste Management & Remediation Services.

TABLE 3.11: ADMINISTRATIVE AND SUPPORT AND WASTE MANAGEMENT AND REMEDIATION SERVICES SALES LEAKAGE SUMMARY

NAICS CATEGORY	INCOME ADJUSTED CAPTURE RATES		
	CY 2021	CY 2022	CY 2023
Admin. & Support & Waste Manag. & Remed. Services	15%	20%	24%
Administrative & Support Services	13%	18%	22%
Waste Management & Remediation Services	45%	49%	44%

Potential Opportunities: Administrative & Support Service, and Waste Management & Remediation Services.

ARTS, ENTERTAINMENT, AND RECREATION

The Arts, Entertainment, and Recreation sector (NAICS 71) includes establishments that provide cultural, artistic, entertainment, and recreational activities. This sector encompasses performing arts, spectator sports, museums, historical sites, amusement parks, fitness centers, and other recreational facilities. These activities



are designed to entertain, educate, or provide leisure experiences to individuals and groups. The capture rate in this industry is substantially high due to Willard Bay State Park, further illustrating Willard’s strength and how it can be used for economic development.

TABLE 3.12: ARTS, ENTERTAINMENT, AND RECREATION SALES LEAKAGE SUMMARY

NAICS CATEGORY	INCOME ADJUSTED CAPTURE RATES		
	CY 2021	CY 2022	CY 2023
Arts, Entertainment, and Recreation	285%	130%	228%
Performing Arts, Spectator Sports & Related Industries	89%	29%	20%
Museums, Historical Sites & Similar Institutions	4,251%	2,046%	3,585%
Amusement, Gambling & Recreation Industries	0%	0%	0%

Potential Opportunities: Performing Arts, Spectator Sports & Related Industries and Amusement, Gambling & Recreation Industries.

EDUCATIONAL SERVICES

The Educational Services sector (NAICS 61) includes establishments that provide instruction and training in a wide variety of subjects. This sector encompasses schools, colleges, universities, and training centers offering education through formal programs, as well as specialized services like tutoring, language instruction, and test preparation. Education may be delivered in person or online. This industry is expected to grow as population increases as higher demand derives from increased student base.

TABLE 3.13: EDUCATION SALES LEAKAGE SUMMARY

NAICS CATEGORY	INCOME ADJUSTED CAPTURE RATES		
	CY 2021	CY 2022	CY 2023
Educational Services	8%	12%	30%

FINANCE AND INSURANCE

The Finance and Insurance sector (NAICS 52) includes establishments engaged in financial transactions such as raising funds, lending, and investing, as well as facilitating these activities. It also covers risk pooling through insurance underwriting and providing specialized services such as financial advisory and employee benefit programs. Key subsectors include Monetary Authorities, Credit Intermediation, Securities and Investments, Insurance Carriers, and Funds and Trusts. The data below shows a significant leakage occurring in the industry. The anomaly in this data is CY2021—which accounts for Federal Reserve activity during COVID-19 and can be ignored for purposes of this analysis.

TABLE 3.14: FINANCE AND INSURANCE SALES LEAKAGE SUMMARY

NAICS CATEGORY	INCOME ADJUSTED CAPTURE RATES		
	CY 2021	CY 2022	CY 2023
Finance and Insurance	74%	64%	44%
Monetary Authorities-Central Bank	552% ¹	0%	3%
Credit Intermediation & Related Activities	77%	74%	47%
Securities, Commodity Contracts & Other Financial	5%	0%	4%
Insurance Carriers & Related Activities	73%	71%	67%
Funds, Trusts & Other Financial Vehicles	0%	0%	0%

Note 1: Represents an outlier in this data is CY2021 can be ignored for purposes of this analysis.

Potential Opportunities: Monetary Authorities-Central Bank, Credit Intermediation & Related Activities, Securities, Commodity Contracts & Other Financial, Insurance Carriers & Related Activities, and Funds, Trusts & Other Financial Vehicles.



HEALTH CARE AND SOCIAL ASSISTANCE

The Health Care and Social Assistance sector (NAICS 62) includes establishments providing medical care, social support, and assistance to individuals. It encompasses a range of services such as ambulatory health care, hospitals, nursing and residential care facilities, and social assistance programs. These services are delivered by trained professionals to improve health and well-being.

TABLE 3.15: HEALTH CARE AND SOCIAL ASSISTANCE SALES LEAKAGE SUMMARY

NAICS CATEGORY	INCOME ADJUSTED CAPTURE RATES		
	CY 2021	CY 2022	CY 2023
Health Care and Social Assistance	1%	3%	2%
Ambulatory Health Care Services	1%	1%	1%
Hospitals	0%	0%	0%
Nursing & Residential Care Facilities	0%	0%	0%
Social Assistance	27%	97%	48%

Potential Opportunities: Ambulatory Health Care Services, Hospitals, Nursing & Residential Care Facilities, and Social Assistance.

MANAGEMENT OF COMPANIES AND ENTERPRISES

The Management of Companies and Enterprises sector (NAICS 55) includes establishments primarily engaged in holding securities to control or influence management decisions or overseeing and managing other company establishments. These entities focus on strategic planning, organizational decision-making, and administrative functions to achieve economies of scale within the enterprise. This sector is heavily leaked in Willard.

TABLE 3.16: MANAGEMENT OF COMPANIES AND ENTERPRISES SALES LEAKAGE SUMMARY

NAICS CATEGORY	INCOME ADJUSTED CAPTURE RATES		
	CY 2021	CY 2022	CY 2023
Management of Companies and Enterprises	55%	16%	9%

PROFESSIONAL, SCIENTIFIC, AND TECHNICAL SERVICES

The Professional, Scientific, and Technical Services sector (NAICS 54) includes establishments that provide specialized services requiring expertise in fields such as law, accounting, engineering, architecture, consulting, research, advertising, and design. These businesses primarily offer knowledge-based services to clients in various industries. Activities in this sector rely heavily on skilled professionals and technical expertise. Almost all sub-industries are leaking with exception of Architectural & Engineering Services. This sub-industry captures around 112-177 percent.

TABLE 3.17: PROFESSIONAL, SCIENTIFIC, AND TECHNICAL SALES LEAKAGE SUMMARY

NAICS CATEGORY	INCOME ADJUSTED CAPTURE RATES		
	CY 2021	CY 2022	CY 2023
Professional, Scientific, and Technical Services	44%	44%	50%
Legal Services	0%	0%	0%
Accounting, Tax Preparation, Bookkeeping & Payroll	8%	9%	18%
Architectural & Engineering Services	140%	112%	177%
Specialized Design Services	11%	10%	11%
Computer Systems Design & Related Services	18%	26%	17%



NAICS CATEGORY	INCOME ADJUSTED CAPTURE RATES		
	CY 2021	CY 2022	CY 2023
Management, Scientific & Tech. Services	9%	7%	7%
Scientific Research & Development	2%	0%	0%
Advertising & Public Relations	5%	4%	4%
Other Professional, Scientific & Enterprises	68%	77%	68%

Potential Opportunities: Legal Services, Accounting, Tax Preparation, Bookkeeping & Payroll, Architectural & Engineering Services, Specialized Design Services, Computer Systems Design & Related Services, Management, Scientific & Tech. Services, Scientific Research & Development, Advertising & Public Relations, Other Professional, Scientific & Enterprises.

REAL ESTATE AND RENTAL AND LEASING

The Real Estate and Rental and Leasing sector (NAICS 53) includes establishments includes real estate properties, equipment, and nonfinancial intangible assets (excluding copyrighted works). Key activities include property management, real estate sales, appraisals, and leasing services for items like vehicles and machinery. Major subsectors are Real Estate (NAICS 531), Rental and Leasing Services (NAICS 532), and Lessors of Nonfinancial Intangible Assets (NAICS 533).

TABLE 3.18: REAL ESTATE AND RENTAL AND LEASING SALES LEAKAGE SUMMARY

NAICS CATEGORY	INCOME ADJUSTED CAPTURE RATES		
	CY 2021	CY 2022	CY 2023
Real Estate and Rental and Leasing	72%	56%	70%
Real Estate	13%	0%	0%
Rental & Leasing Services	75%	59%	74%
Lessors of Nonfinancial Intangible Assets	0%	0%	0%

The analysis shows that there is leakage within this industry. This is expected to increase with population growth. The under capture or leakage gives insight into potential real estate and renting opportunities within the City.

Potential Opportunities: Real Estate, Rental & Leasing, and Lessors of Nonfinancial Intangible Assets.

OTHER SERVICES (EXCEPT PUBLIC ADMINISTRATION)

The Other Services (except Public Administration) sector (NAICS 81) includes establishments providing services not classified elsewhere, such as equipment repair, personal care, laundry, pet care, death care, and photofinishing. It also encompasses religious organizations, grantmaking, advocacy, and private households employing workers. These services cater to diverse personal and organizational needs. As a broad industry/sector, it offers plenty of opportunities to the City.

TABLE 3.19: OTHER SERVICES (EXCEPT PUBLIC ADMINISTRATION) SALES LEAKAGE SUMMARY

NAICS CATEGORY	INCOME ADJUSTED CAPTURE RATES		
	CY 2021	CY 2022	CY 2023
Other Services (except Public Administration)	16%	9%	6%
Automotive Repair & Maintenance	13%	6%	5%
Electronic & Precision Equip. Repair & Maintenance	8%	2%	2%
Commercial & Industrial Equip. Repair & Maintenance	67%	35%	10%



NAICS CATEGORY	INCOME ADJUSTED CAPTURE RATES		
	CY 2021	CY 2022	CY 2023
Personal & Household Goods Repair & Maintenance	14%	15%	18%
Personal & Laundry Services	16%	13%	7%
Religious, Grantmaking, Civic, Professional & Similar	1%	1%	1%
Private Households	0%	0%	0%

Potential Opportunities: Automotive Repair & Maintenance, Electronic & Precision Equip. Repair & Maintenance, Commercial & Industrial Equip. Repair & Maintenance, Personal & Household Goods Repair & Maintenance, Personal & Laundry Services, Religious, Grantmaking, Civic, Professional & Similar, and Private Households.

OVERVIEW

The table below provides a general overview of leakage and retention by major category. Negative numbers estimate the approximate leakage of taxable sales from Willard City to other communities. When leakage occurs, the capture rate is below 100 percent, indicating the City is not collecting the average sales expected based on a per capita basis relative to the State average. Positive numbers indicate that the City is attracting more than the State average relative to that category, suggesting shoppers from outside the City are attracted to the area for certain types of purchases or that there is a high concentration of this type of spending. This is reflected in the capture rate as a number above 100 percent.

TABLE 3.20: SUMMARY OF LEAKAGE AND RETENTION BY MAJOR CATEGORY (CY2023)

	WILLARD DIRECT TAXABLE SALES	PER CAPITA SPENDING	UTAH INCOME ADJUSTED PER CAPITA SPENDING	CAPTURE RATE	PER CAPITA SALE LEAKAGE	TOTAL LEAKAGE
Agriculture, Forestry, Fishing and Hunting	\$36,605	\$15	\$12	133%	\$4	\$9,006
Mining, Quarrying, and Oil and Gas Extraction	\$547,931	\$230	\$170	135%	\$60	\$142,803
Construction	\$1,364,651	\$574	\$475	121%	\$99	\$234,561
Manufacturing	\$383,090	\$161	\$1,212	13%	(\$1,051)	(\$2,501,197)
Wholesale Trade	\$1,336,650	\$562	\$2,390	24%	(\$1,828)	(\$4,348,098)
Retail Trade	\$23,624,164	\$9,930	\$13,742	72%	(\$3,811)	(\$9,067,410)
Transportation and Warehousing	\$15,189	\$6	\$95	7%	(\$89)	(\$210,558)
Utilities	\$2,643,801	\$1,111	\$915	121%	\$196	\$466,704
Information	\$1,620,648	\$681	\$950	72%	(\$269)	(\$638,774)
Finance and Insurance	\$106,601	\$45	\$102	44%	(\$57)	(\$136,234)
Real Estate and Rental and Leasing	\$1,093,573	\$460	\$654	70%	(\$194)	(\$462,063)
Professional, Scientific, and Technical Services	\$675,100	\$284	\$563	50%	(\$279)	(\$663,508)
Management of Companies and Enterprises	\$1,901	\$1	\$9	9%	(\$8)	(\$20,000)
Admin. and Support and Waste Management	\$65,978	\$28	\$116	24%	(\$88)	(\$210,069)
Educational Services	\$43,011	\$18	\$60	30%	(\$41)	(\$98,598)
Health Care and Social Assistance	\$2,520	\$1	\$50	2%	(\$49)	(\$115,953)
Arts, Entertainment, and Recreation	\$1,995,082	\$839	\$367	228%	\$471	\$1,121,121
Accommodation and Food Services	\$67,934	\$29	\$2,883	1%	(\$2,854)	(\$6,790,612)
Other Services (except Public Administration)	\$92,194	\$39	\$643	6%	(\$604)	(\$1,436,895)
Public Administration	\$0	\$0	\$93	0%	(\$93)	(\$221,733)
Subtotal	\$35,716,623	\$15,013	\$25,500	59%	(\$10,487)	(\$24,947,507)
TOTAL (Including Motor Vehicle/Unknown)	\$37,899,297	\$15,931	\$26,379	60%	(\$10,448)	(\$24,885,799)



The per capita spending in Willard is approximately \$15,931, compared to the State average of \$26,379, and has a capture rate of 60 percent. The total taxable sales leaking to other communities is estimated at \$24.9M. The analysis demonstrates the City is capturing Agriculture, Forestry, Fishing and Hunting, Construction, Mining, Quarrying and Oil and Gas Extraction, Utilities, and Arts, Entertainment and Recreation industries. Most notably, Willard Bay State Park emerges as a significant driver of economic activity and tourism. However, the study also identifies substantial leakage in industries including Manufacturing, Retail Trade, Health Care and Social Assistance, and Transportation, presenting opportunities for strategic development and investment. Addressing these gaps through targeted initiatives—such as expanding retail options, supporting local manufacturing, and enhancing health care services—could bolster the city's economy and reduce reliance on external communities. The findings offer a roadmap for leveraging existing strengths while addressing areas of leakage to foster sustainable growth in Willard City.



SECTION 4. MARKET ANALYSIS

EXISTING CONDITIONS

It is likely that commercial growth will be limited to currently planned and potential commercial zones. It is expected that the City will rezone for industrial use north of 1075 North along I-15. The following section assesses the City's feasibility to develop neighborhood scale retail by addressing the existing market conditions within the City including property taxation, land uses and zoning, historic average annual daily trips and visitation to Willard Bay, an illustration of competitive market sites, supportable commercial zoning and potential barriers to future economic growth.

PROPERTY TAX

Utah's municipal tax rate setting process is designed to achieve budget neutrality. An entity's prior year budgeted revenue serves as the baseline for current year certified tax rate calculations. According to the Utah State Tax Commission:

The county assessor and State Tax Commission provide valuation information to the county auditor, including changes in value resulting from reappraisal, new growth, factoring and legislative adjustments. The State Tax Commission and the county auditor calculate certified tax rates and the county auditor provides taxing entities with valuation and certified tax rate information. The certified tax rate provides a taxing entity with the same amount of property tax revenue it received in the previous tax year plus any revenue generated by additional growth in its taxable value. When this information is received, taxing entities compute and adopt proposed tax rates. If an entity is proposing a property tax revenue increase, it may only adopt a tentative or proposed tax rate. The exact requirements to increase property tax revenue vary depending on whether the entity is a calendar year or a fiscal year entity. These procedures are discussed in more detail in Standard 10.9 "Truth in Taxation".⁶

In order to adopt a tax rate that exceeds the Certified Tax Rate, an entity must go through what is known as the "Truth-in-Taxation" process. Truth-in-Taxation statutes require that entities proposing a tax increase must advertise the increase and hold a public hearing. The Certified Tax Rate or the proposed rate, if adopted, is applied to all taxable value within the boundaries of the taxing entity.⁷

TABLE 4.1: TAX RATE COMPARISONS AMONG BOX ELDER COUNTY COMMUNITIES

	2020	2021	2022	2023	2024	2025 TAX RATE	RANK	2024 POPULATION	RANK
Bear River	0.000762	0.000682	0.000549	0.000451	0.000490	0.000479	13	901	9
Brigham City	0.001802	0.001802	0.001802	0.001567	0.001706	0.001611	5	20,319	1
Corinne	0.002010	0.001806	0.001601	0.001499	0.001431	0.001396	6	879	10
Deweyville	0.000563	0.000525	0.000460	0.000433	0.000441	0.000708	8	455	13
Elwood	0.000977	0.000917	0.000760	0.000587	0.000584	0.000675	10	1,333	8
Fielding	0.000619	0.000602	0.000370	0.000324	0.000324	0.000340	15	631	11
Garland	0.003344	0.003161	0.003000	0.002754	0.002539	0.002720	2	2,772	4
Honeyville	0.000624	0.000591	0.000491	0.000449	0.000444	0.000447	14	1,783	6
Howell	0.000624	0.000661	0.000570	0.000629	0.000550	0.000577	12	237	15
Mantua	0.003145	0.002814	0.002279	0.001716	0.001908	0.001876	3	1,354	7
Perry	0.002175	0.002175	0.002045	0.001857	0.001906	0.001801	4	6,111	3

⁶ Source: Utah State Tax Commission, Tax Rate Certification Standards of Practice (p. 4).

⁷ For a historic overview of Utah's property tax system see: <https://propertytax.utah.gov/general/>



	2020	2021	2022	2023	2024	2025 TAX RATE	RANK	2024 POPULATION	RANK
Plymouth	0.000160	0.000161	0.000104	0.000104	0.000103	0.000112	16	492	12
Portage	0.001045	0.001035	0.000647	0.000635	0.000645	0.000650	11	292	14
Snowville	0.001359	0.001370	0.000850	0.000762	0.000706	0.000706	9	164	16
Tremonton	0.002413	0.002548	0.002191	0.003038	0.002762	0.002797	1	12,677	2
Willard	0.001160	0.001022	0.001022	0.000917	0.000967	0.000958	7	2,355	5

Source: U.S. Census Bureau, City and Town Population Totals: 2020-2024
Utah Certified Tax Rates

The total Willard tax rate for Tax Area 132 is made up of levies by Box Elder County, Multicounty and County Assessing, Box Elder School District, Willard City, Box Elder Mosquito Abatement District, Willard Precinct Cemetery Maintenance District, Box Elder County and Willard City Flood Control and Drainage, Bear River Water Conservancy District, and the Box Elder County Library.⁸ As shown in **Figure 4.1**, the Box Elder School District accounts for approximately 65 percent of the tax rate in 2025. The Willard City municipal tax rate as a percent of the total tax rate fluctuated historically between 10 percent and 11 percent as shown in **Figure 4.2**.

FIGURE 4.1: HISTORIC TAX RATE FOR WILLARD (TAX AREA 132)

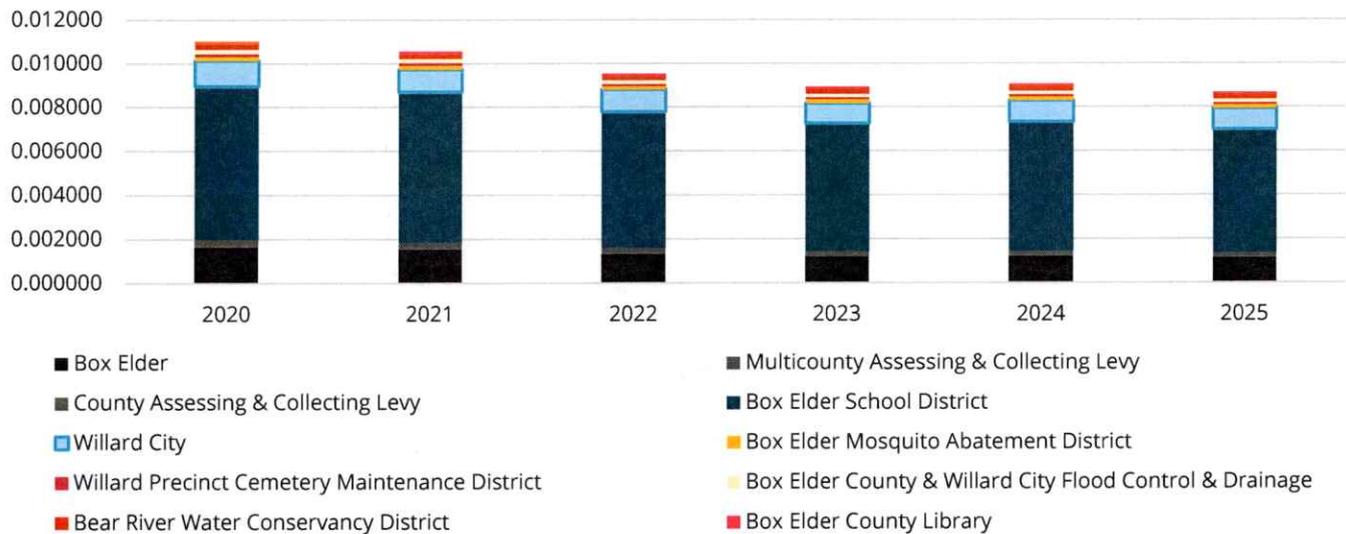
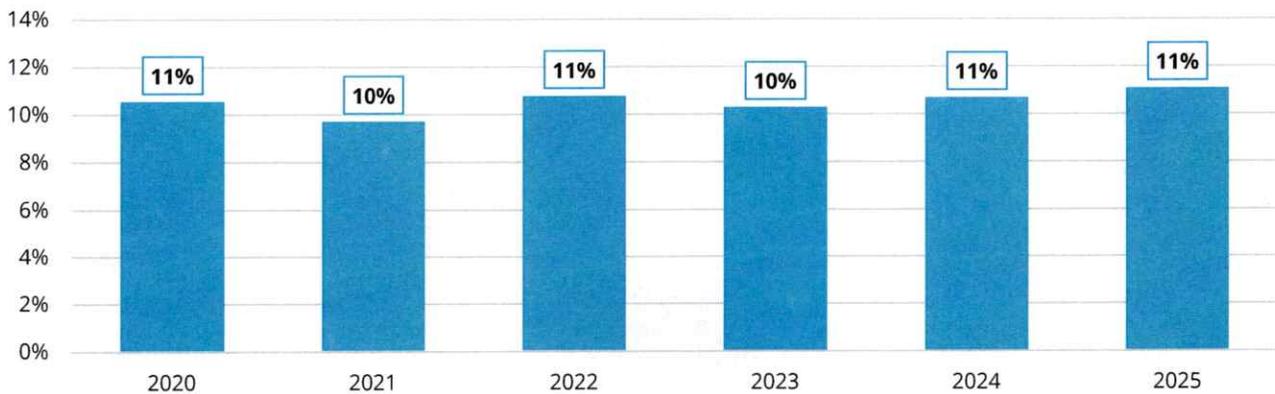


FIGURE 4.2: WILLARD CITY TAX RATE AS A PERCENT OF TOTAL TAX AREA 132



⁸ Tax Area 134 encompasses part of west Willard and includes a levy from Weber Basin Water Conservancy District.



LAND USE AND ZONING

The distribution of land uses in Willard illustrates a concentration of residential development, with nearly 60 percent of the market value and 61 percent of the taxable value attributed to primary residential property types, as shown in **Table 4.2**. **Figure 4.3** illustrates the distribution of land use types within Willard.

TABLE 4.2: DISTRIBUTION OF LAND USE TYPES WITHIN WILLARD

PROPERTY TYPE	PARCELS	ACRES	BUILDING SF	TAX ABLE VALUE	% OF TAXABLE VALUE	MARKET VALUE	% OF MARKET VALUE
Agricultural Buildings	125	621.26	224,885	\$29,984,810	10.5%	\$93,907,430	11.4%
Agricultural Land	175	506.67	280,570	\$40,044,425	14.1%	\$100,482,871	12.2%
Commercial Buildings	25	66.88	30,969	\$20,712,604	7.3%	\$43,555,985	5.3%
Commercial Land	3	23.80	3,783	\$301,426	0.1%	\$1,430,613	0.2%
Exempt Improvements	11	16.90	38,339	\$0	0.0%	\$1,818,025	0.2%
Exempt Land	91	1,171.77	141,063	\$0	0.0%	\$9,278,050	1.1%
FAA	136	1,326.85	140,769	\$4,130,321	1.5%	\$51,999,230	6.3%
Residential Building Non Primary	18	11.14	17,755	\$5,942,051	2.1%	\$14,926,077	1.8%
Residential Building Primary	624	288.78	839,434	\$173,267,270	60.9%	\$488,298,650	59.1%
Residential Land Non Primary	70	18.69	90,802	\$9,936,280	3.5%	\$19,872,560	2.4%
State Assessed Land	6	49.15	4,010	\$3	0.0%	\$6	0.0%
Unknown	18	32.68	18,243	\$0	0.0%	\$0	0.0%
TOTAL WILLARD	1,302	4,134.58	1,830,622	\$284,319,190	100%	\$825,569,497	100%

Source: Box Elder County Assessor's and Auditor's Offices

Similarly, the distribution of land uses in South Willard illustrates a concentration of residential development, with nearly 65 percent of the market value and 71 percent of the taxable value attributed to primary residential property types.

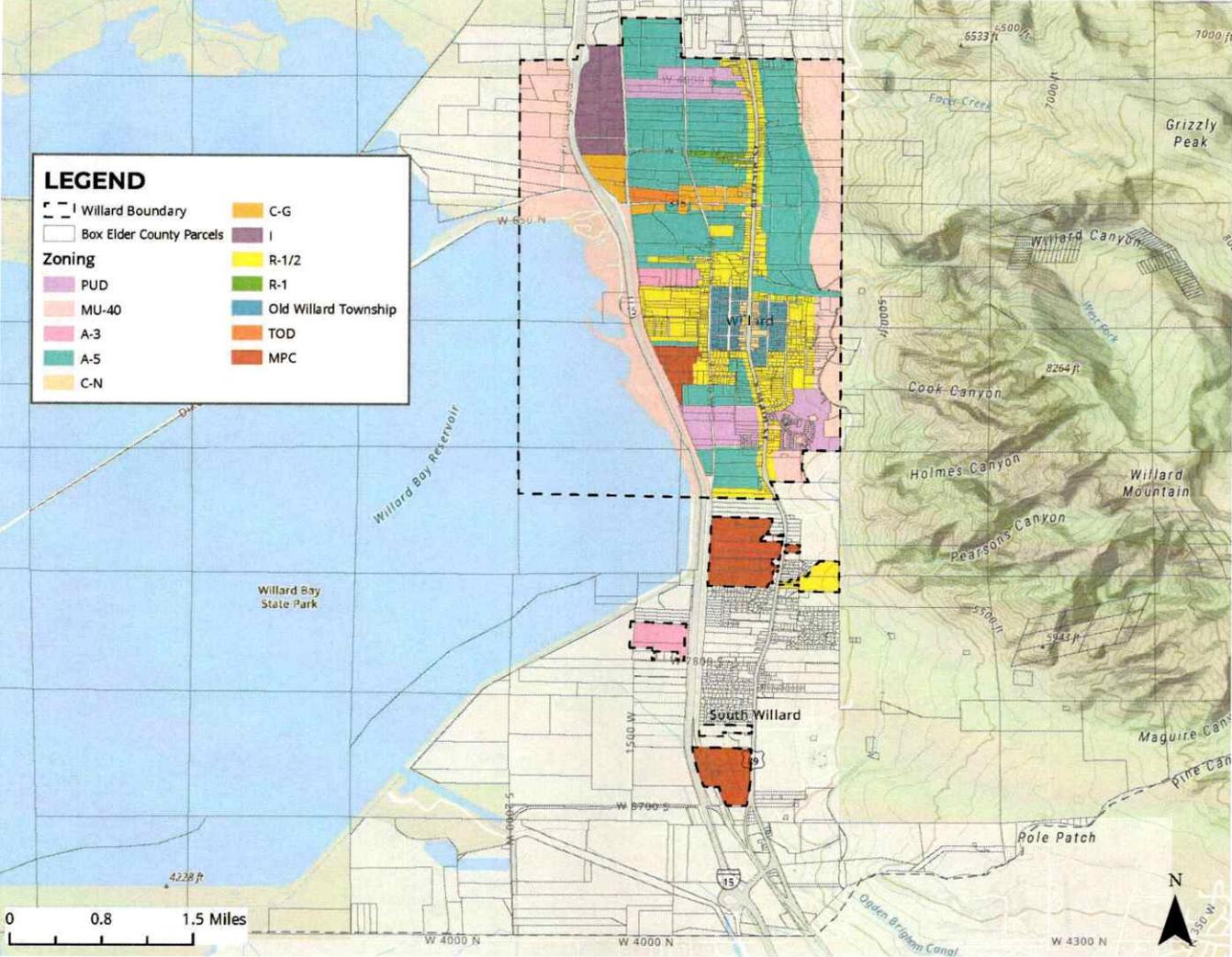
TABLE 4.3: DISTRIBUTION OF LAND USE TYPES WITHIN SOUTH WILLARD

PROPERTY TYPE	PARCELS	ACRES	BUILDING SF	TAX ABLE VALUE	% OF TAXABLE VALUE	MARKET VALUE	% OF MARKET VALUE
Agricultural Buildings	41	439.80	57,879	\$12,552,740	6.2%	\$42,358,011	6.9%
Agricultural Land	65	407.55	74,487	\$17,961,882	8.9%	\$43,468,097	7.0%
Commercial Buildings	28	889.42	30,374	\$19,932,918	9.9%	\$64,341,590	10.4%
Commercial Land	0	-	-	\$0	0.0%	\$0	0.0%
Exempt Improvements	2	0.46	1,344	\$317,745	0.2%	\$1,304,813	0.2%
Exempt Land	96	3,837.39	125,875	\$0	0.0%	\$10,543,055	1.7%
FAA	64	2,055.18	74,802	\$3,763,596	1.9%	\$45,476,933	7.4%
Residential Building Non Primary	5	2.88	5,097	\$1,702,764	0.8%	\$3,773,229	0.6%
Residential Building Primary	410	220.74	475,299	\$143,630,063	71.5%	\$404,775,588	65.5%
Residential Land Non Primary	6	3.36	2,075	\$1,080,000	0.5%	\$2,160,000	0.3%
State Assessed Land	12	587.56	14,602	\$5	0.0%	\$10	0.0%
Unknown	3	3.36	2,171	\$0	0.0%	\$0	0.0%
TOTAL SOUTH WILLARD	732	8,447.69	864,005	\$200,941,713	100%	\$618,201,326	100%

Source: Box Elder County Assessor's and Auditor's Offices



FIGURE 4.3: WILLARD ZONING MAP



AADT GROWTH

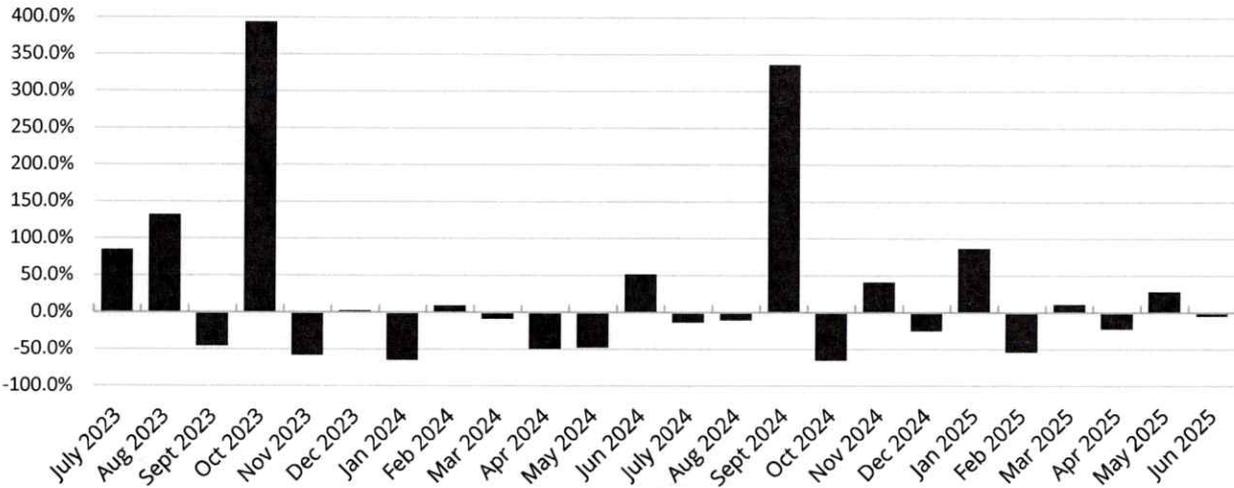
Proximity to a regional transportation network allows communities to attract larger developments like distribution centers or industrial centers, which in turn stimulate job growth and spending. Willard City is bordered by the Wasatch Mountain Range to the east, and Willard Bay State Park to the west. The City is accessible by two major roadways: I-15 and Highway 89. Average Annual Daily Trips (AADT) along these roadways range from 69,000 trips on I-15 and 14,000 trips on Highway 89. 750 North Street is another major corridor located within the City, with an AADT of 3,900. The trips on I-15 decrease to 60,000 trips north of 750 N as you enter Perry City.

WILLARD BAY VISITATION

Willard Bay, a top 5 state park with 824,000 visitors during fiscal year (FY) 2025, is one of Willard’s biggest attractions to visitors. A comparison of monthly visitation trends for Willard Bay illustrates the annual percent change from FY 2023 to FY 2025, as shown in **Figure 4.4**. Notable shifts occurred between October 2022 and October 2023, with visitation experiencing an increase of 393.8 percent.

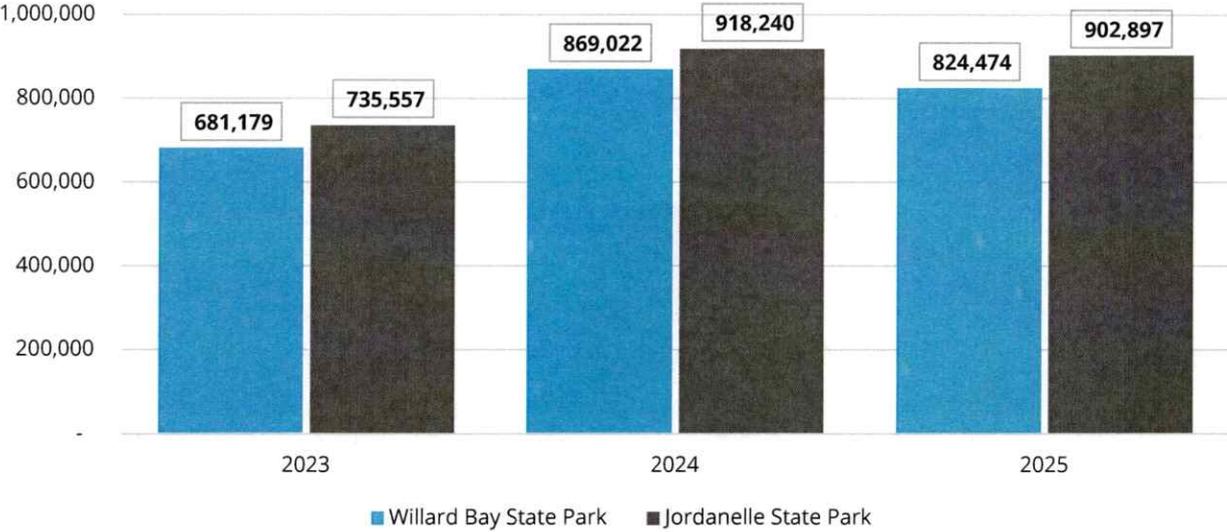
FIGURE 4.4: COMPARISON OF MONTHLY WILLARD BAY STATE PARK VISITATION TRENDS





In FY 2025, Willard Bay’s visitation ranked fifth out of all state parks. Of the state parks, Sand Hollow had the highest visitation numbers with over 1.3M visitors, followed by Dead Horse Point, Antelope Island, and Jordanelle state parks. **Figure 4.4** compares Willard Bay’s visitation to Jordanelle State Park’s from FY 2023 to FY 2025.

FIGURE 4.5: COMPARISON OF VISITATION (WILLARD BAY AND JORDANELLE STATE PARKS)

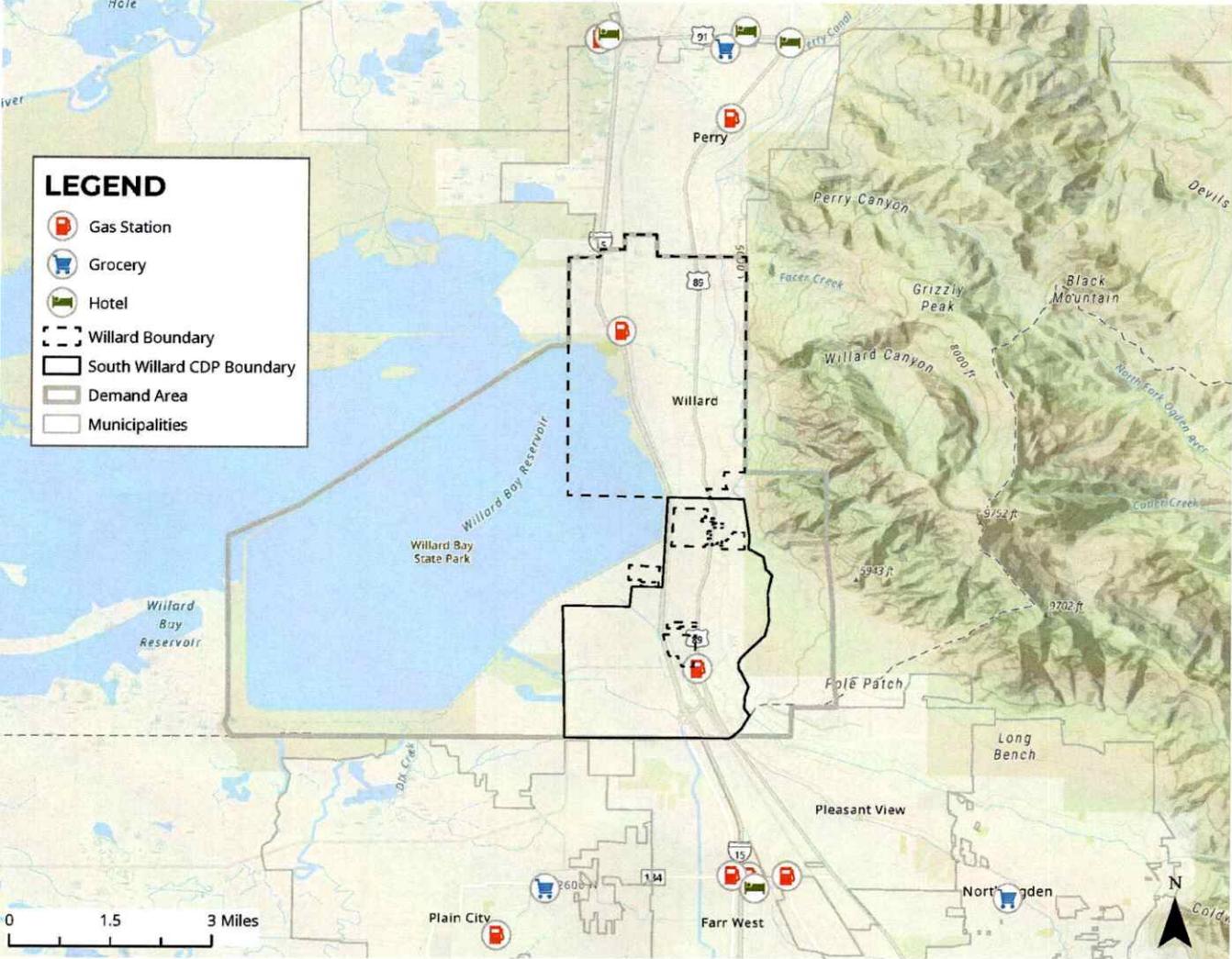


COMPETITIVE MARKET SITES

Discussions with stakeholders pointed to three potential markets compatible with the Plan’s development goals: gasoline stations, food and grocery stores, and overnight accommodation. This following analysis identifies the surrounding gasoline stations, food and grocery stores, and overnight accommodation market sites surrounding Willard City. Competitive market sites surrounding Willard City include neighborhood scale retail just north of the City’s boundaries in Perry and Brigham City, and in the adjacent communities of North Ogden, Pleasant View, Farr West, and Plain City.



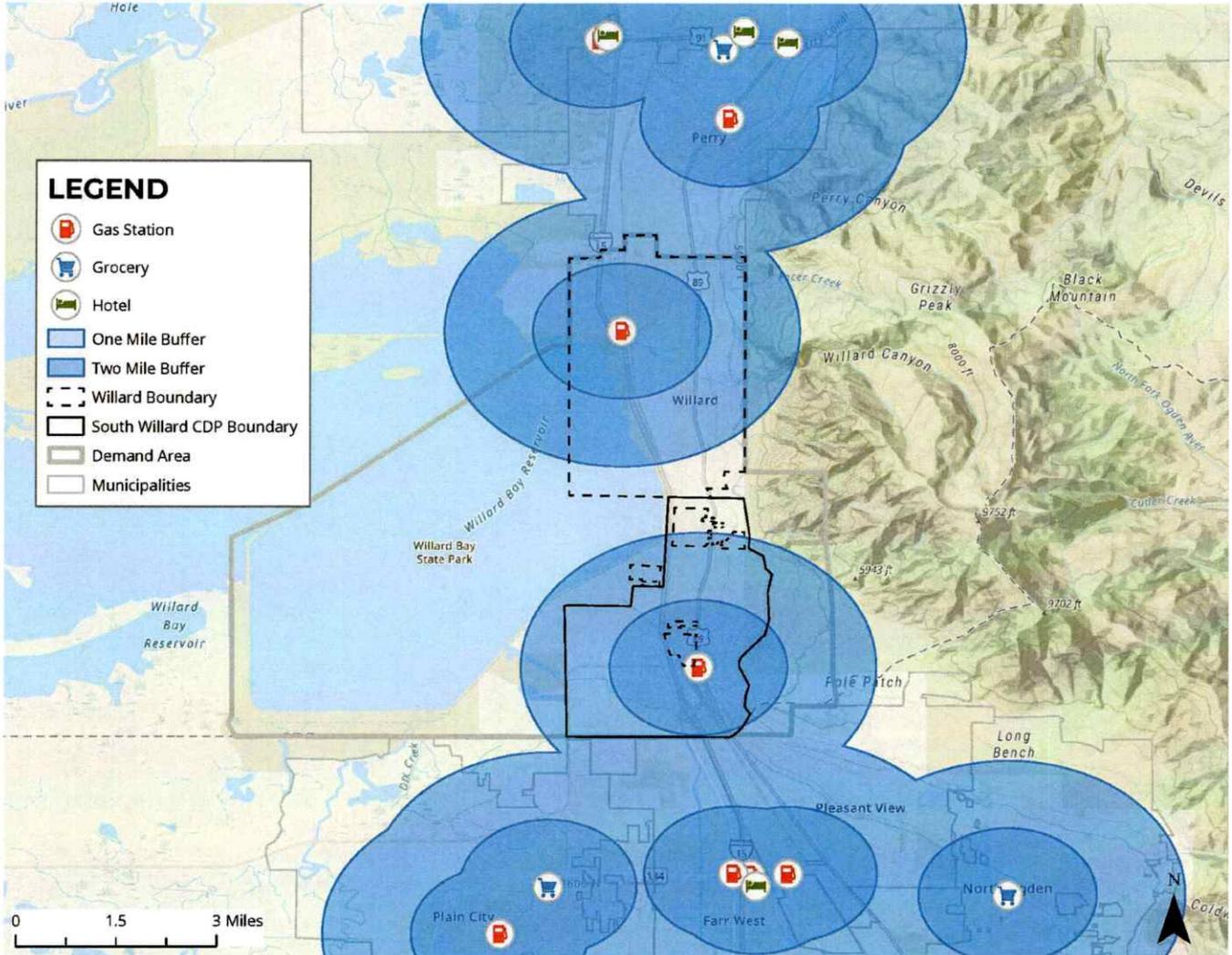
FIGURE 4.5: COMPETITIVE MARKET SITES



To illustrate growth potential near the Demand Area, two-mile geographic buffers of the regional market sites are included in **Figure 4.6**. There is no overlap within the Demand Area when a two-mile geographic buffer is mapped for hotel and grocery sites. When a two-mile buffer is applied to gas station market sites, two gas stations (Walmart, Fresh Market, and Smith’s Marketplace) overlap the Demand Area.



FIGURE 4.6: BUFFER OF COMPETITIVE MARKET SITES



SUPPORTABLE COMMERCIAL ZONING

To determine the supportable commercial zoning within Willard, this analysis evaluates future taxable sales growth and per capita spending by sector. This analysis provides an estimate of supportable acreage by the following categories: general retail, industry, services, and total commercial acreage.

EXAMPLE OF SUPPORTABLE COMMERCIAL DEVELOPMENT (NEIGHBORHOOD SCALE RETAIL)



The supportable commercial zoning methodology employed in this analysis utilizes estimated per capita spending of \$15,930 in Willard. Assuming a new population of 1,403 residents (2040 – 2025) within Willard and South Willard using TAZ estimates, the total supportable commercial zoning is estimated at approximately 81,285 SF or 17 acres. This assumes a median sales volume of \$275 per square foot of gross leasable area (GLA) and a floor area ratio (FAR) of 0.11.

TABLE 4.4: SUPPORTABLE COMMERCIAL ZONING BASED ON PER HOUSEHOLD SPENDING

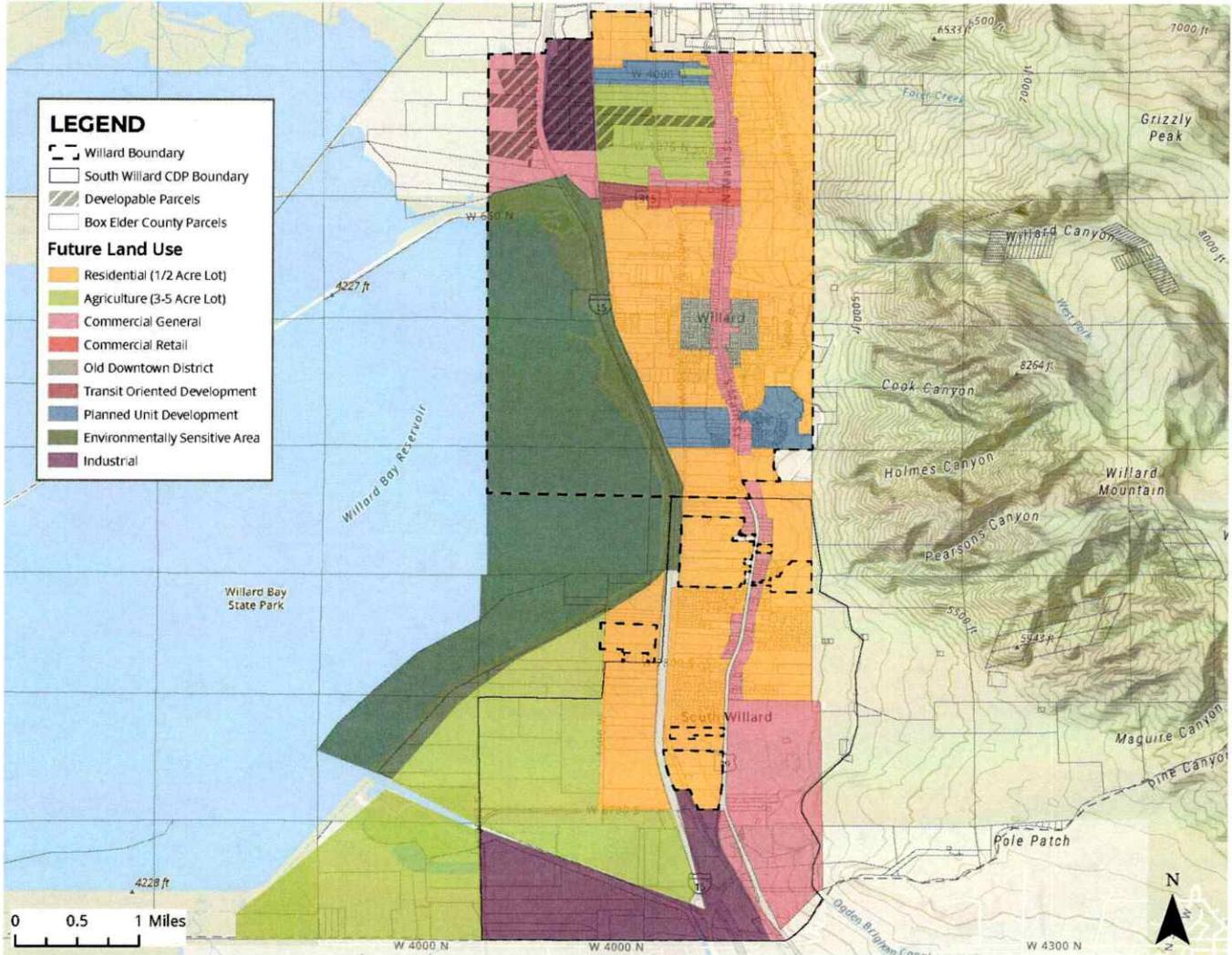
	GENERAL RETAIL	INDUSTRY	SERVICES	OTHER	TOTAL
Per Capita Spending (Income Adjusted)	\$10,492	\$2,779	\$1,742	\$917	\$15,930
New Growth	1,403	1,403	1,403	1,403	1,403
TOTAL SPENDING	\$14,721,888	\$3,899,890	\$2,444,183	\$1,287,363	\$22,353,325
Median Sales Volume Per SF of GLA	\$275	\$275	\$275	\$275	\$275
Supportable SF	53,534	14,181	8,888	4,681	81,285
General Commercial Floor to Area Ratio	0.11	0.11	0.11	0.11	0.11
Supportable Acres	11.2	3.0	1.9	1.0	17.0

FUTURE COMMERCIAL DEVELOPMENT

It is likely that commercial growth will be limited to currently planned and potential commercial zones. The focus of future commercial development will be neighborhood scale retail, which provides personal services, food services, and general retail purchases. It is expected that the City will rezone for industrial use north of 1075 North along I-15. As shown in **Figure 4.7**, the City is expecting approximately 15 to 20 acres of commercial planned or zoned within the rezone area which is near the baseline supportable commercial zoning. To achieve this target, the City may need to explore economic development financing tools or increased residential development to increase demand. Alternatively, the City may need to focus future commercial around existing nodes to strengthen these areas and achieve a sustainable commercial square footage threshold.



FIGURE 4.7: POTENTIAL COMMERCIAL DEVELOPMENT OVERLAY WITH FUTURE ZONING MAP



BARRIERS TO ENTRY

Some commercial development may be impacted by factors that serve as barriers toward unconstrained commercial growth within the community. These barriers may include growth in online sales, City ordinances, development costs, or geographic challenges. Future commercial development in Willard and South Willard may be hindered by these types of barriers. The following paragraphs discuss some of the barriers to entry that may exist within the City.

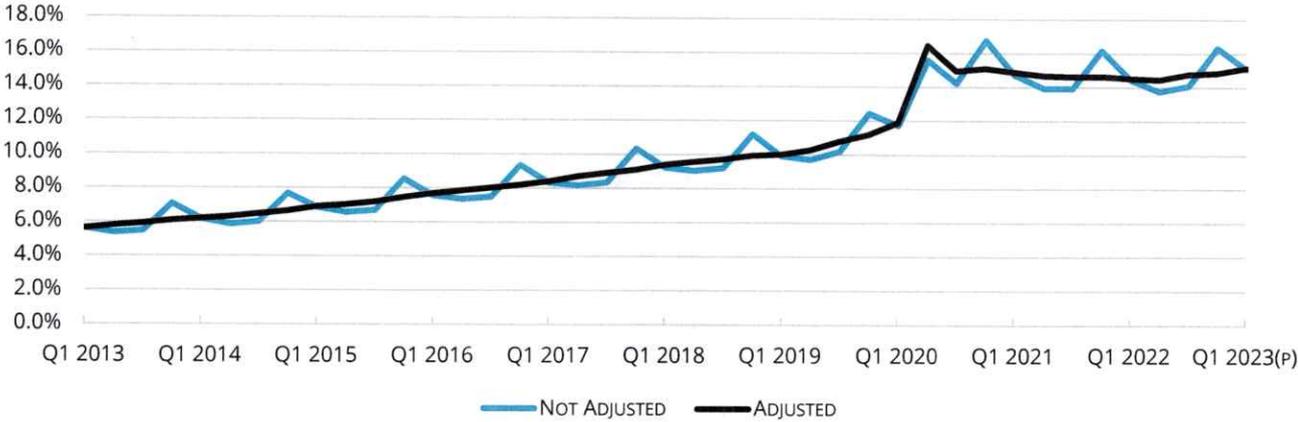
SHIFT TO ONLINE SALES

Online sales will continue to impact the traditional brick-and-mortar approach. The US Census Bureau's estimate of retail e-commerce sales as percent of total quarterly retail sales continues to rise, increasing from nearly 5.6 percent in 2013 to 15.1 percent during the first quarter in 2023.⁹

⁹ Source: U.S. Census Bureau, Retail Indicators Branch



FIGURE 4:8 QUARTERLY U.S. RETAIL E-COMMERCE SALES AS A % OF TOTAL QUARTERLY RETAIL SALES



Monthly retail sales numbers by the Census Bureau show sales from non-store retailers like Amazon, eBay, QVC and Alibaba increase 6.5 percent from 2022 to 2023.¹⁰ This will likely result in a shift from location-based retail to online purchases. Methods to promote increased commercial development include:

- Allow for more residential development and population growth;
- Provide development incentives;
- Promote niche markets that will capture sales from surrounding communities;
- Remove barriers to entry; and,
- Promote other types of commercial development (industrial, tech, office, etc.).

LAND COST

Another barrier to entry may be the cost of land. A comparison of the total market value of land within Brigham City, South Willard, and versus Willard may illustrate the land value disparity. The total market value of all land within Brigham City is approximately \$1.8B. With a total of 26K acres of land, this equals nearly \$65K per acre. This data may be impacted by higher ratios of undevelopable, exempt, government, forest or other lower valued lands that are not as prevalent within a City. Willard’s estimated market land value per acre is \$200K.

TABLE 4.5: COMPARISON OF MARKET LAND VALUES

	TOTAL ACRES	MARKET LAND VALUE	MARKET VALUE PER ACRE
Brigham City	26,393.62	\$1,741,637,557	\$65,870
South Willard	8,447.69	\$284,319,190	\$73,180
Willard	4,134.58	\$200,941,713	\$199,674

Source: Box Elder County Parcels

DEVELOPMENT COST: IMPACT FEES

Many communities within Utah assess impact fees to offset the cost of needed infrastructure related to growth. Total impact fees vary from community based on level of service, age of infrastructure, proportional allocation of buy-in to new facilities, and the inclusion of financing mechanisms and inflation. While impact fees can be a barrier to limiting economic growth, municipalities have tools to mitigate this impact. These

¹⁰ Source: 2015 Annual Retail Trade Report <https://www.census.gov/retail/index.html>



include waiving or reducing impact fees, establishing redevelopment areas to fund infrastructure, or allowing development to provide information that may result in a reduced fee.

LOWER POPULATION AND ROOFTOPS

Willard's population is projected to increase through 2040, reaching 3,450 persons. South Willard is expected to grow to 2,588 by 2040. The population in Box Elder County will continue to concentrate in Brigham City, Mantua, Tremonton, and Perry cities. Weber County, located directly south of the Willard area, will also experience a significant growth when compared to Box Elder County.



SECTION 5. STAKEHOLDER OUTREACH AND SWOT

A SWOT Analysis is a strategic planning tool that allows the City to examine the strengths, weaknesses, opportunities, and threats (SWOT) as they relate to its economic development plan, offering valuable insights to guide future decision-making. LRB consulted with City staff and held stakeholder meetings to conduct a SWOT survey with business leaders, City Council members, and development partners. To solicit input related to a cohesive and comprehensive economic vision, a total of two separate in-person meetings were held. The first meeting held was on November 11th, 2024, with the second meeting being held on September 9th, 2025. As City leaders consider strategies for sustainable development, it is essential to evaluate both the internal and external factors that could influence success. Responses from stakeholders are utilized to develop economic development strategies presented in **Section 6** of this plan. The Willard SWOT Analysis included responses to the questions outlined in the following table:

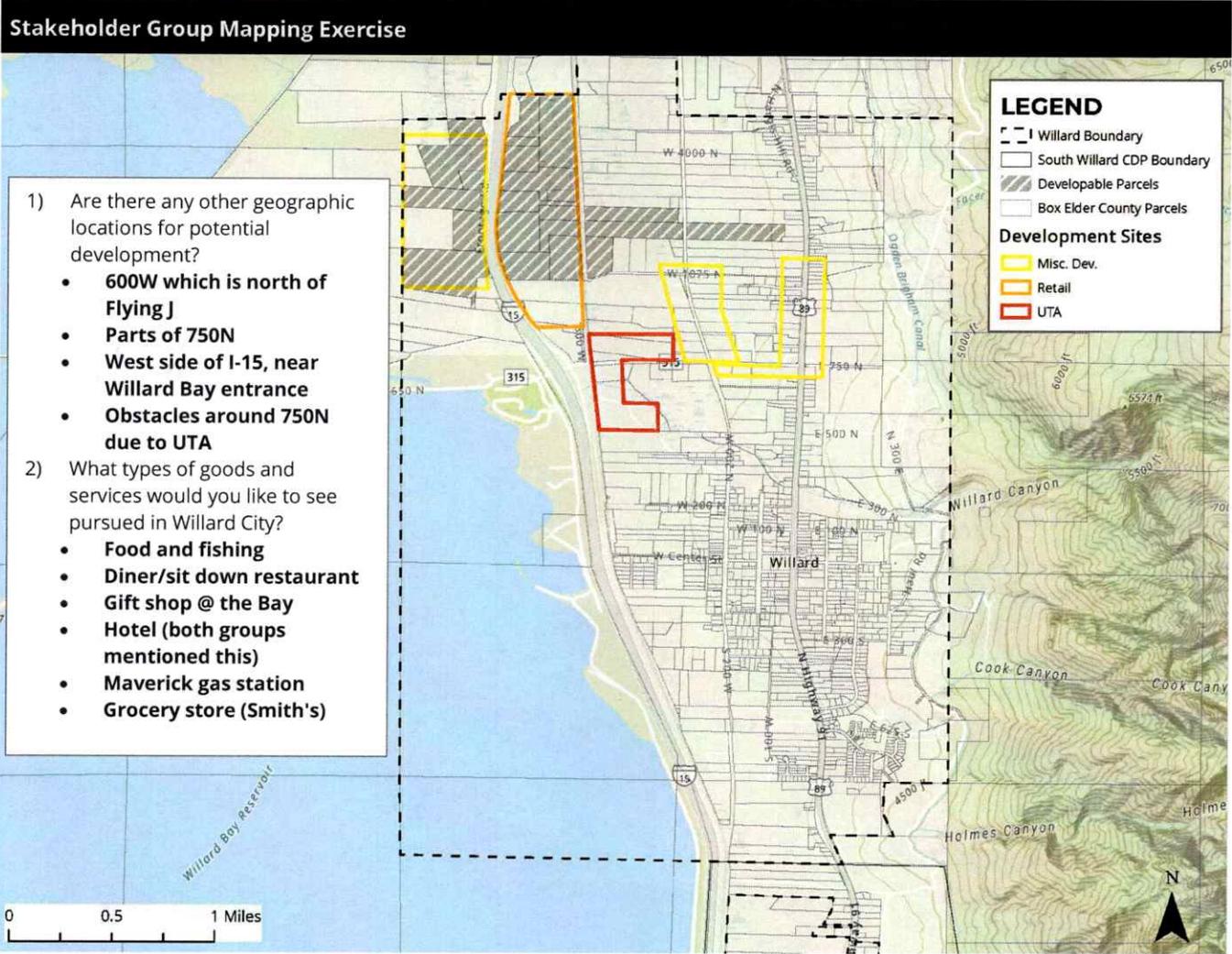
TABLE 5.1: SWOT ANALYSIS DESIGN

	POSITIVES	NEGATIVES
INTERNAL FACTORS	<p>STRENGTHS</p> <ul style="list-style-type: none"> • What is Willard known for? • What do you love about Willard? • What does Willard do that no one else does? • What unique and helpful resources are available to businesses and industries? • What specific competitive advantages do businesses and industries have by being in Willard? • What do local businesses and those outside the City see as Willard's strengths? 	<p>WEAKNESSES</p> <ul style="list-style-type: none"> • What are others likely to see as weaknesses in Willard? • Where are there fewer resources than in other counties? • What cannot be changed and what could the City improve? • What are the local risks that can limit economic development and investment success?
EXTERNAL FACTORS	<p>OPPORTUNITIES</p> <ul style="list-style-type: none"> • What opportunities exist for enhancing or supporting existing strengths that you identified? • What improvements or support could some of the weaknesses you identified benefit from? • What business and economic development trends could your community take advantage of? 	<p>THREATS</p> <ul style="list-style-type: none"> • What political, economic, or technological trends could harm the community? • What threats are facing other communities? • What threatens the key strengths you identified? • What threats do the City's weaknesses expose it to? • What threatens the opportunities you identified?



LRB collaborated with stakeholders on November 11, 2024, to identify potential key economic nodes within the City that could develop in the near term stimulating additional economic growth in the surrounding area. **Figure 5.1** depicts the identified sections of land, as well as a summarized notes from the stakeholder conversation. As discussed above, it is expected that the City will rezone for industrial use north of 1075 North along I-15. The City is expecting approximately 15 to 20 acres of commercial square footage planned or zoned within the rezone area which is near the baseline supportable commercial zoning. Other potential nodes identified include areas along 750 North.

FIGURE 5.1: GROUP MAPPING EXERCISE



The following summarizes responses by stakeholders to **Table 5.1** during the two in-person discussion held in Willard City. The SWOT matrix is outlined in **Figure 5.2**.

STRENGTHS

- Willard Bay State Park: Attracts tourism, supports recreational businesses, and generates revenue through visitor traffic.
- Annexed South Willard land: Expands developable area for residential, commercial, or industrial projects, offering long-term growth potential.
- Hiking trails: Enhance quality of life for residents and appeal to outdoor enthusiasts, bolstering local eco-tourism.
- Fruit farms: Identifiable industry that attracts demand outside of the City. Building on this existing industry will help the nurture its small-town character and existing businesses.

WEAKNESSES

- Aging water infrastructure: Limits capacity for new development and poses risks to existing residents and businesses during expansion. However, the City has plenty of water rights.
- Economies of scale: As future commercial growth will continue to follow rooftops, the City's low population density will require the City to identify alternative strategies to facilitate economic growth.
- Concern over Development: Residential property owners have voiced concern over any new development.

OPPORTUNITIES

- UTA Frontrunner integration: Improved connectivity to Ogden and Salt Lake City could attract commuters, stimulate transit-oriented development, and increase property values.
- South Willard land development: Strategic zoning for mixed-use projects or light industry could diversify the tax base and create jobs.
- South Marina Annexation: Providing boat launching, camping, and day-use facilities, the South Marina attracts tourism to the State Park. The City noted that annexing this section of Willard Bay could occur in the next decade or two.
- Rezoning Efforts: The City is in the process of rezoning the Old Downtown Willard (ODW) to allow and encourage neighborhood-scale commercial development. The City is also in the process of rezoning parcels located north of Flying J into industrial land use. The property owner of this area has goals of dedicating 15 – 20 acres to retail.
- Gravel Pits: Stakeholders noted that gravel pits present an opportunity and threat (see below). While the City doesn't want to incentivize any new gravel pits, the City can generate revenue and turn existing gravel pits into developable property.

THREATS

- Wetland preservation requirements: Environmental regulations may restrict development in sensitive areas, increasing costs or delaying projects.
- Gravel pits: Community members have voiced objections to the existing gravel pits in the City's foothills, which abut residential areas.



FIGURE 5.2: STAKEHOLDER SWOT MATRIX



SECTION 6. ECONOMIC DEVELOPMENT STRATEGIC PLAN

The primary objective of this document is to reconfirm existing strategies while identifying any new strategies based on stakeholder feedback. Below is an outline of historic goals from the 2023 General Plan:

- Evaluate all City decisions, actions, and budget expenditures to achieve General Plan consistency.
- Protect the City's naturally occurring sensitive lands, views, features, and other amenities.
- Protect the City's agricultural areas.
- Promote efficiencies in the use of all water resources and protect local water sources.
- Encourage retail businesses to support the City's tax and employment base and to provide additional opportunities for residents to meet their daily living needs in Willard.
- Increase opportunities for all residents to engage in remote work and learning.
- Protect and enhance Willard's historic town core.
- Continue to require quality developments that promote and enhance the City's small-town character and ambiance and to remain a safe and desired location for residential and nonresidential uses.

PROPOSED ECONOMIC DEVELOPEMENT STRATEGIES

In addition to the above goals selected by the City, LRB suggests the following economic development strategies to reflect stakeholder responses, with the City's objectives and existing strategies for economic development serve as the foundational objectives.

1. GROW A FOUR-SEASON RECREATION AND AGRI-TOURISM ECONOMY:

Leverage Willard's strengths— Willard Bay State Park, hiking trails, fruit farms, and future South Willard annexation— to drive visitor spending while reinforcing small-town character.

Initiatives

- Create a "Gateway to Willard Bay & Fruit Country" brand with wayfinding, trailheads, and farm-to-trail itineraries (u-pick orchards, markets, cycling loops).
- Launch a seasonal events calendar (blossom/harvest festivals, trail races, bay activities) and a weekly Historic Downtown Willard market.
- Prepare a South Marina annexation & services feasibility (utilities, safety, fee structure) and a joint programming plan with State Parks.
- Offer microgrants for farm stands, outfitters, guides, and bed and breakfasts (façade, signage, e-commerce).

Funding/Tools:

- RAP/Parks taxes (if applicable),
- Transient Room Tax (TRT) partnerships,
- Utah Office of Tourism (UOT) Cooperative Marketing Grant or EDA ARPA Grant,
- USDA Rural Development,
- Private sponsorships, and
- Business Improvement District (BID)/Special Improvement District (SID) in ODW zoning district.



2. DIVERSIFY THE TAX BASE WITH JOB-CREATING LIGHT INDUSTRIAL & MIXED-USE NODES:

Convert annexed South Willard land and the north industrial corridor (north of Flying J) into employment and neighborhood-scale retail to reduce reliance on rooftops.

Initiatives

- Adopt/implement zoning for: (a) clean light industrial/flex, (b) mixed-use village with neighborhood retail in Historic Downtown Willard, and (c) 15–20 acres of highway-oriented retail north of Flying J.
- Establish a 3–5-site “shovel-ready” program (permitting playbook, environmental due diligence, site utilities, pad-ready specs).
- Identify target sectors (outdoor gear, food processing/packaging tied to fruit farms, small logistics, craft manufacturing).
- Streamline approvals by implementing development agreements with clear design standards and expedited review for target-sector projects.

Funding/Tools:

- RDA/CRA for infrastructure funding,
- Utah GOED incentives, and
- Private site prep cost-share.

3. MODERNIZE WATER AND GROWTH INFRASTRUCTURE TO UNLOCK CAPACITY WITHOUT LOSING RURAL CHARACTER:

The City has water rights but needs delivery capacity and sequencing. With an aging water system and wetland preservation and service limits, growth is constrained and risk is increased.

Initiatives

- Complete a Growth-Sequencing Capital Improvement Plan (CIP) for water, roads, and drainage with wetlands avoidance/mitigation mapped up front.
- Update impact fees and adopt cost-recovery agreements (latecomer/recapture).
- Form special districts (Public Infrastructure District (PID)/assessment) to front-load trunk lines and storage.
- Publish a “developer infrastructure checklist” and a model development agreement to reduce uncertainty.

Funding/Tools:

- Impact fees,
- State/WIFIA/USDA Water Loans,
- EDA/Community Project Funding,
- RDA/CRA for infrastructure funding, and
- Developer reimbursement agreements.

4. MANAGE GROWTH TO PROTECT FARMS, NEIGHBORHOODS, AND VIEWSHEDS:

Community concern over development and gravel pits requires predictable, place-sensitive growth that preserves agriculture and quality of life.

Initiatives

- Adopt an Ag Preservation Toolkit: agriculture overlay with permitted Agri-tourism, cluster/open-space subdivisions, conservation easements, and buffer standards along orchards.
- Reclaim & repurpose existing gravel pits through a “Reclamation to Redevelopment” plan (stability, drainage, phased fill, future flex/park uses); prohibit new pits via zoning.
- Create a small-area plan for a future transit-supported node (Frontrunner integration) with a TOD overlay, parking management, and first/last-mile trail links that is scaled to Willard’s context.
- Establish a ODW Main Street plan: walkable design, façade program, upper-story residential over shops, traffic calming.

Funding/Tools:

- Transfer of Development Rights (TDR) or Purchases of Development Rights (PDR) where feasible,
- Land & Water Conservation Fund (trails/parks),
- UDOT TAP/active transportation funds,
- CRA for ODW zoning district, and
- Developer exactions for buffers.

SECTION 7. ADDITIONAL FINANCIAL TOOLS

There are a wide variety of tools and incentives available to help achieve economic development goals. In addition to the tools identified in the **Section 6**, below is a brief description of several resources available to the City. Some tools may require the City to identify funding sources to support local programs.

LOCAL FINANCING & TAX TOOLS

1. Redevelopment Agencies (RDAs) – Cities can create project areas and capture Tax Increment Financing (TIF) to support infrastructure, site preparation, or incentives.
2. Community Development Areas (CDAs) – Broader redevelopment areas with flexible uses of TIF.
3. Economic Development Areas (EDAs) – TIF for specific business/industry attraction (e.g., industrial parks).
4. Public Infrastructure Districts (PIDs) – Financing mechanism (like special assessment districts) for roads, utilities, and amenities.
5. Municipal Bonds – General obligation or revenue bonds for infrastructure supporting development.

BUSINESS SUPPORT TOOLS

1. Small Business Development Centers (SBDCs) – Technical assistance, training, and mentoring.
2. Business Resource Centers (BRCs) – Support for startups, entrepreneurs, and expansion.
3. Revolving Loan Funds (RLFs) – Often set up regionally to provide gap financing.
4. Business Retention & Expansion (BRE) Programs – Local city programs to support existing businesses.

QUALITY OF PLACE & INFRASTRUCTURE TOOLS

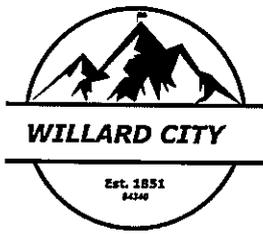
1. Downtown Revitalization Programs – Façade improvement grants, main street programs, streetscape upgrades.
2. Housing & Mixed-Use Incentives – Partnering with developers on workforce housing and walkable districts.
3. Transportation Investments – Coordinating with UDOT, UTA, and MPOs for regional mobility.

COLLABORATION & MARKETING

1. Place Branding & Marketing Campaigns – Positioning the city as business-friendly.



ITEM 6



WILLARD CITY
Planning Commission Meeting – Regular Meeting
Thursday, February 5, 2026 – 6:30 p.m.
Willard City Hall – 80 West 50 South
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1 The meeting was a regular meeting designated by resolution. Notice of the meeting was provided 24 hours
2 in advance. A copy of the agenda was posted at City Hall and on the State of Utah Public Meeting Notice
3 website.
4

5 The following members were in attendance:
6

7 Sid Bodily, Chairman
8 Chandler Bingham
9 Chad Braegger
10 Alex Dubovik
11 Brian Gilbert
12 Ken Ormond
13 Diana Baker, Alternate

Jeremy Kimpton, City Manager
Amy Hugie, City Attorney
Michelle Drago, Deputy, City Recorder

14
15 Excused: Madison Brown
16

17 Others in attendance were Mayor Travis Mote; Ruth Ormond; Doug Younger; Rebecca Dilg; Carl Dilg;
18 Stephanie Dickson; Wayne Harding; Brek Andeson; Sam Balow; Kent Harding; Kyle White; and Austin
19 Schindler.
20

21 Chairman Bodily called the meeting to order at 6:31 p.m.
22

- 23 1. PRAYER: Sid Bodily
- 24 2. PLEDGE OF ALLEGIANCE: Chad Braegger
- 25 3. GENERAL PUBLIC COMMENTS

26
27
28
29 Time Stamp: 02:21 Part 1 – 02/05/2026
30

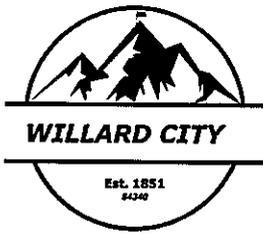
31 Doug Younger, 116 South Main, asked for a definition of an 'ag' (agricultural) protected open space. Amy
32 Hugie, City Attorney, felt Mr. Younger's question related to Item 5A. That was the appropriate place to
33 address his question. Mr. Younger expressed frustration regarding his ability to make open comments. Ms.
34 Hugie explained that Willard had to abide by state law regarding open comments and inadvertent public
35 hearings.
36

37 Mr. Younger also felt Mayor Mote should not make comments during the Planning Commission's discussion
38 of Item 5A because things he might say could influence the Planning Commission
39

- 40 4. CITY COUNCIL REPORT

41
42 Time Stamp: 07:50 Part 1 – 02/05/2026
43

44 Mayor Mote reported that during the January 22nd meeting, the City Council once again discussed and
45 tabled the boundary adjustment with Perry City pending additional information. There was extensive
46 discussion about the city's garbage services with representatives from Republic Services. Two Council
47 members were reappointed to the Sewer Board, and the Council received its annual Open and Public
48 Meetings Act training.
49



50 5A. CONSIDERATION AND RECOMMENDATION REGARDING A PETITION FROM WESTERN
51 LAND DEVELOPMENT TO REZONE APPROXIMATELY 24.83 ACRES LOCATED AT
52 APPROXIMATELY 500 SOUTH 200 WEST FROM A-5 TO MASTER PLANNED COMMUNITY
53 (MPC), A DEVELOPMENT AGREEMENT, AND A PRELIMINARY PLAN (02-052-0001, 02-052-
54 0002, AND 02-052-0005) (CONTINUED FROM NOVEMBER 6, 2025)
55

56 Time Stamp 09:09 Part 1 – 02/05/2026
57

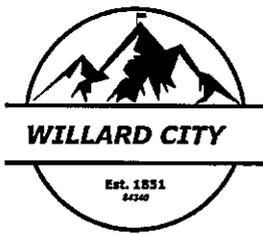
58 Amy Hugie addressed Doug Younger's question. The application from Western Land Development was
59 governed by Willard's old MPC Ordinance. However, the best description for an agricultural open space
60 easement was found in 24.24.030(C) of the new MPC Ordinance, "*An agricultural conservation easement*
61 *may be established on lots above one (1) acre. Easement deeds shall provide Willard City full rights to*
62 *enforce the deed terms at the cost of the landowner. The plat map shall designate the building envelope*
63 *for each lot. An easement of the agricultural area will be deeded to Willard City. The agricultural easement*
64 *deed will restrict the construction of structures, roads, or other above-ground infrastructure. Crop and*
65 *livestock production facilities below 10 feet in height, such as fences and irrigation systems, will be allowed.*
66 *Only the area of the agricultural easement shall count toward the open space requirement.*" She explained
67 that agricultural open space would be owned by a private landowner and would be used for farming. The
68 land would have an easement granted to Willard City. Any structures over 10 feet in height were prohibited.
69 The old MPC Ordinance referred to an agricultural easement in a manner approved by the City Council,
70 which opened the door for negotiation regarding the height of structures.
71

72 Ms. Hugie stated that her staff report broke down the key issues the Planning Commission needed to look
73 at. The Planning Commission needed to make some decisions regarding the open space. Did it want a fee
74 in lieu of, or did it want an agricultural open space? How did it want the open space to be owned? What did
75 the Planning Commission want the open space to look like? How should maintenance be addressed?
76 Should maintenance be handled by a homeowners' association (HOA)? She could foresee a problem with
77 agricultural open space when and if no one wanted to farm it. During discussions with the applicant, the
78 administration tried to determine what would happen if the open space wasn't taken care of. The
79 development agreement needed to outline the enforcement process – notification and a property lien if
80 Willard had to take care of the problem. The development agreement said that if a buyer could not be found
81 to farm the property, it would be dedicated to Willard so the open space would not be lost.
82

83 Ms. Hugie said a second issue was density and whether the proposed density was consistent with the
84 policies of the General Plan. She did not feel the applicant had clearly delineated how the density complied
85 with the General Plan other than stating that the density was close to the densities of The Orchards and
86 Deer Run. Deer Run was approved under the PUD Ordinance, which had since been repealed and which
87 was very different from the MPC Ordinance. The Orchards Subdivision was approved under the old MPC
88 Ordinance. Another key issue was frontage. A majority of the proposed lots were less than 100 feet wide.
89

90 Ms. Hugie stated that the development agreement was long. Most of it dealt with technical issues, such as
91 what would happen if the developer defaulted. However, she tried to make sure that the descriptions in the
92 development agreement matched the attached master plan so that plats submitted in the future matched
93 what was in the agreement.
94

95 Kyle White, Western Land Development, Salt Lake City, asked the Planning Commission to listen to
96 comments from one of the property owners.
97



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98 Wayne Harding, 145 South 200 East, stated that part of the 24.83 acres was owned by his family. The land
99 had been in the Harding family for 150 to 175 years. His ancestors came to Willard in 1852. He and his
100 siblings felt the current proposal from Western Land Development was reasonable. In some of the earlier
101 proposals, it felt like there were too many lots. The current proposal had a good mix of small and large lots
102 considering what was to the south and north. The Harding family supported the current proposal and open
103 space and would like to see it come to fruition.

104
105 Kyle White stated that based on feedback they received from the public and Planning Commission on
106 November 6, 2025, regarding walking trails in backyards and the number of lots fronting 600 South, the
107 proposed preliminary plan had been revised. The walking trails had been removed, which had increased
108 lot sizes. The smallest lots adjacent to the Deer Run Subdivision used to be a quarter acre. Now the smallest
109 lots were .30 acres, or 13,160 square feet. The size of the open space had been increased to 3.64 acres.
110 Lots that were located on the north side of 600 South had been pivoted to front onto 200 West and 100
111 West. That allowed the open space to have frontage along 600 South making it a more integral part of the
112 community. There had been extensive discussion about the number of building lots. They started with 84
113 lots; then dropped to 62. The current plan had 50 lots.

114
115 Mr. White felt there was considerable support in the General Plan for their proposal, which was evidenced
116 by the recently approved Orchards Subdivision proposed by Heritage Homes. The General Plan said the
117 Master Planned Zone allowed for development flexibility in exchange for beneficial amenities for the
118 development itself, the neighborhood, and the city. The most impactful statement in the General Plan was
119 that density should be determined in conjunction with the project, neighborhood, city, and benefits
120 voluntarily being provided. The General Plan didn't specify a specific density. If a development proposed
121 something different than what was allowed in the current ordinances, the General Plan asked what was in
122 it for Willard?

123
124 Mr. White said this was the fifth time they had met with the Planning Commission, including work sessions.
125 There had been a lot of discussion about what was in it for Willard. They felt the agricultural easement was
126 the most obvious reason their proposal was in accordance with the General Plan. He felt the 3.64-acre
127 peach orchard preserved rural character, particularly in this location, better than a lot of alternatives. In
128 addition, infrastructure was being created around the project, including the completion of 200 West, and
129 additional open space would be built in the southwest corner of the project. The project design provided a
130 good opportunity to utilize the land in an efficient way. He felt they had worked with Ms. Hugie to incorporate
131 the mechanics of the agricultural easement into the development agreement.

132
133 Mr. White believed leaving the management of the orchard in private hands was a win-win. One of the big
134 challenges in preserving open space, which neighboring developments hadn't done thoroughly, was
135 providing it in a way that didn't create an immediate and significant burden to the city. He felt the agricultural
136 easement was a great way of providing a permanent open space that benefited the residents of the
137 community and the city with maintenance the responsibility of a private owner. There might be the possibility
138 a future owner would want to give the land to the city. He agreed there needed to be a backup plan in case
139 that happened. However, the orchard was a well performing, well-producing, existing orchard. He didn't
140 feel there was a lot of incentive for that to happen. He felt the development agreement provided solutions
141 for that possibility, which gave the city control. The best-case scenario was Willard was getting 3.64 acres
142 of open space managed by someone else for the benefit of everyone. The big question for the Planning
143 Commission was whether the peach orchard was worth preserving.

144
145 Commissioner Dubovik didn't feel there was any question about whether preserving the peach orchard was
146 worthwhile. Preserving the rural feel had been Willard's motto for quite a while, but the devil was in the



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147 details. Who would own the land? How would it be controlled? Mr. White had talked about the benefit to the
148 city. Was the benefit to the city the ability to walk and drive past the orchard to look at the trees? Was there
149 public access to the orchard? Would the ground be owned by a business that would use it for commercial
150 purposes? What were the details of the private ownership?

151
152 Amy Hugie said part of the problem was that Western Land had not provided a copy of the agricultural land
153 easement. The development agreement said the easement was supposed to be attached as an exhibit, but
154 Western Land had not submitted it. Western Land had not addressed redlines she sent on ??? (Amy what
155 date were these sent on?).

156
157 Kyle White said he had responded to Ms. Hugie. He had accepted all the changes. Ms. Hugie said his
158 response came in an email. The language of the development agreement itself had not been updated. Mr.
159 White disagreed. He felt the changes had been made and resubmitted.

160
161 Commissioner Ormond asked if Western Land had a buyer for the peach orchard. Kyle White said the
162 existing landowner wanted to retain ownership.

163
164 Chairman Bodily stated that at some point in time the ownership would change. How would that be handled?
165 Mr. White said a change in ownership would be handled through the agricultural easement. Willard would
166 hold the easement. Commissioner Bingham said whoever purchased the property could only use it for
167 agricultural purposes. Chairman Bodily said Willard could end up with the land if no one wanted it.

168
169 Commissioner Gilbert asked if the peach orchard came with water rights. Kyle White said it did. The
170 development agreement required the peach orchard to have water rights.

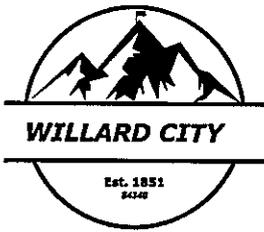
171
172 Commissioner Gilbert asked if the open space could be used for cattle if no one wanted the peach orchard.
173 Amy Hugie said that in theory it could, but she hadn't seen the actual agricultural easement. Commissioner
174 Gilbert stated that the Planning Commission liked the idea of an agricultural easement, but it needed to see
175 the actual document so it could be reviewed.

176
177 Kyle White said they had been working on this project for about a year and a half. The agricultural easement
178 document was a pretty extensive document, and it was specific. They would be happy to put it together,
179 but they only wanted to do so when Willard was able to approve the project. They hoped this meeting would
180 end with a recommendation for approval subject to conditions like an acceptable agricultural easement.
181 While they were still trying to finalize the general framework, it was hard to provide that level of detail. Mr.
182 White felt they had provided a pretty detailed framework in the development agreement. The development
183 agreement had big guardrails, but it did not answer very specific questions, such as whether the open space
184 could be used for cows. A traditional agricultural easement could be used for cattle. They were not
185 proposing that the open space had to remain a peach orchard.

186
187 Commissioner Dubovik asked if Western Land Development was asking the Planning Commission to
188 accept the layout and the location and size of the open space. Mr. White said it was. They needed to know
189 if the Planning Commission liked the concept. They didn't want to put together an agricultural easement
190 document if the Planning Commission didn't want the agricultural easement.

191
192 Commissioner Braegger asked what would happen if the current owner of the peach orchard didn't want to
193 run the orchard any longer. Mr. White said several fruit stands, including the one that was actively managing
194 the property, had offered to purchase the orchard.

195



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196 Commissioner Bingham felt the agricultural easement needed to outline what could happen in the future if
197 a buyer could not be found. There needed to be a provision that the land would retain an agricultural use
198 of some nature, or it would revert to the ownership of Willard City. The City would then have to figure out
199 what to do with the land. As an agricultural easement, the land would not be worth what developable land
200 was so he felt someone would be interested in it.

201
202 Commissioner Gilbert asked if the project was short of the required open space. Kyle White said the open
203 space was just over 20%. Ms. Hugie said the development agreement said the project was short on open
204 space and proposed a fee in lieu of. Mr. White said he had left the language of the development agreement
205 vague so if there was an option for a fee in lieu of in case the Planning Commission made changes that
206 dropped the open space less below 20%.

207
208 Commissioner Bingham liked the agricultural easement. However, his biggest concern was the narrow
209 frontages of 70 feet. The Zoning Code required lots to have 100 feet of frontage. He wasn't as concerned
210 about the lot sizes because of the proposed open space. He was concerned about the proposed frontages.
211 Willard residents wanted half-acre lots so houses would not be so close together. If the frontages in Canyon
212 Bay were wider, the lots would appear to be larger than they were. The density perception would change.

213
214 Chairman Bodily felt the lots in Deer Run were 70 feet wide. He felt 70 feet was too narrow. Kyle White said
215 the patio homes in Deer Run were only about 55 feet wide.

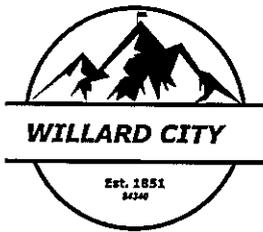
216
217 Kyle White showed the Planning Commission several home designs that would fit on a 70-foot lot with the
218 same setbacks as the R 1/2 Zone – 10 and 15 feet. On the smallest lots in Canyon Bay, homes would still
219 have a three-car garage.

220
221 Commissioner Bingham stated that most homes in the R 1/2 Zone had setbacks that were larger than 10
222 feet. He felt trying to get a vehicle into a backyard would be difficult with only 10 feet. He felt larger frontages
223 would be a benefit or an amenity to Willard City.

224
225 Kyle White said the current design created a lot of open space, which had shrunk the available space for
226 lots. He felt the smaller frontages and deeper lots were an efficient use of the land. The Orchards
227 Subdivision to the north, which was recently approved, had 22 lots below a quarter-acre. Canyon Bay had
228 none. Forty-four percent (44%) of the lots in Canyon Bay were greater than .40 acres. The Orchards only
229 had 33%. Canyon Bay's average lot size was bigger than The Orchards, and The Orchards had zero open
230 space, except for their detention. The Orchards did not have 100-foot frontages, nor did they have any
231 frontage requirements in their plan. The frontages in The Orchards were larger than Canyon Bay's.
232 However, Canyon Bay had been able to achieve their lot sizes while still providing Willard with 3.64 acres
233 of open space to preserve rural character, which was the exact spirit of the General Plan. The reason they
234 could do that was smaller frontages. He felt they had struck a balance.

235
236 Commissioner Bingham liked the proposed concept. However, Willard residents were very adamant about
237 lot sizes. They just didn't want one house on top of another.

238
239 Commissioner Dubovik was very happy Western Land wasn't proposing a 500-unit apartment building. He
240 was happy the lots were larger than those in Deer Run and The Orchards. It wasn't what Willard would
241 generally like, but he felt it was striking a balance. It did lend to a variety of lot sizes, and there were 3.64
242 acres of a beautiful orchard left. Western Land had approached Willard City in good faith and had made a
243 lot of changes. A 100-foot frontage was great; 80 feet was not as great but was still acceptable. He felt a
244 discussion was needed regarding the frontages.



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245 Commissioner Braegger asked if there could be a compromise. It would be nice to have some of the lots
246 wide enough for an RV pad.
247

248 Kyle White felt a 100-foot frontage was an arbitrary line in the sand.
249

250 Commissioner Bingham said Willard had allowed lots with less than 100 feet of frontage in the Old Town
251 Willard Zone. However, 70 feet was a long way from 100 feet. Eighty feet was preferable to 70 feet. He
252 didn't necessarily want Western Land to lose any lots but asked if there was a different configuration that
253 would allow wider lots.
254

255 Kyle White said Western Land knew frontages would be a topic of conversation. They had looked at 85-
256 foot frontages, but they only ended up with 43 lots. If they zoned the property R ½, they could get 41 lots
257 without any open space. He understood that the Planning Commission would like wider lots. Unfortunately,
258 if they increased the lot widths to even 78 feet, it was more advantageous to do an R ½ Zone. If the Planning
259 Commission didn't want the 3.64 acres of open space, Western Land could do an R ½ Zone. An R ½
260 subdivision would have less infrastructure for them to build and no open space to manage. Was the MPC
261 Zone and the proposed open space with an agricultural easement valuable?
262

263 Commissioner Dubovik stated that if one lot was removed, all the other lots would become 77 feet wide.
264 Mr. White said an MPC Zone with a 77-foot frontage was their max.
265

266 Commissioner Gilbert didn't want to lose the agricultural easement; neither did Commissioner Bingham.
267

268 Commissioner Gilbert asked if the open space in the southwest corner could be shrunk down to get more
269 frontage. Kyle White said the size of the detention area on the southwest corner was based on the
270 stormwater calculations.
271

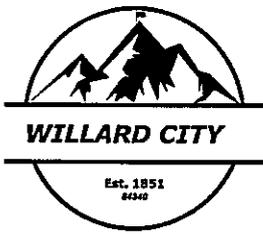
272 Commissioner Gilbert asked if the detention area would have grass and amenities. Mr. White said it would
273 have sod, a playground, and a gazebo. Commissioner Gilbert asked who would own the detention area.
274 Mr. White said that was up to the city. The detention basin could be dedicated to the city, or it could be
275 owned and managed by a homeowners' association (HOA). They were comfortable with either option.
276

277 Commissioner Bingham asked what Willard would prefer. Jeremy Kimpton, City Manager, said there were
278 pros and cons to both. Dedicated land meant additional expense and liability for Willard, but HOA's had not
279 always been successful. Amy Hugie said HOA's were a lot more regulated. Mr. White said that in this case,
280 the HOA would have a very limited scope. Ms. Hugie said ownership of the detention basin was a policy
281 decision.
282

283 Commissioner Bingham asked if the Planning Commission had discussed all the issues in Ms. Hugie's staff
284 report.
285

286 Amy Hugie said 24.24.140 of the Zoning Code required the city to make very specific findings before the
287 MPC Zone could be approved. The Planning Commission needed to decide if the language provided in the
288 development agreement met those requirements. Her redlines said the development agreement needed to
289 outline specific findings.
290

291 Kyle White said he had addressed Ms. Hugie's comments in the latest version he sent. Ms. Hugie said he
292 put his comments in a note but not the document itself. The findings needed to be outlined in Section 2.2



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293 of the development agreement so there was a record of why Western Land believed they complied with
294 24.24.140.
295

296 Kyle White read what he sent to Ms. Hugie, *"The City Council specifically makes these findings as required*
297 *in 24.24.140 of the MPC Ordinance that: A. The proposed MPC Zone conforms to the guidelines and*
298 *policies of the General Plan, and that B. The MPC Zone provides equal or greater compatibility with the*
299 *surrounding land uses. The City Council makes these findings due to language on Page 58 of the General*
300 *Plan which states that 'Density shall be determined in conjunction with the project, neighborhood, and its*
301 *benefits voluntarily being provided.'* The agreement went on to say, *"Canyon Bay has lower proposed*
302 *density and larger average lot sizes than the two large previously approved projects to the north and south,*
303 *Deer Run (3.3 units per acre) and Orchards at Willard (2.1 units per acre)."* He argued that Canyon Bay
304 preserved rural character by creating open space better than the recently approved project to the north that
305 didn't provide any open space. Mr. White felt he had made a case about why they complied with the
306 requirements for an MPC Zone. If a member of the Planning Commission disagreed, he was open to why.
307

308 Amy Hugie did not feel there were enough details. Mr. White had restated what was in the code but did not
309 state how their proposal met the code's requirements.
310

311 Kyle White proposed that the Planning Commission make a motion to recommend approval of the rezone
312 subject to language in the development agreement being revised regarding burden of proof to the
313 satisfaction of the city attorney.
314

315 Commissioner Braegger asked when the public hearing regarding the rezone was held. Michelle Drago,
316 Deputy Recorder, said it was held on November 6, 2025. Commissioner Braegger really wanted to know
317 how the public felt about giving up the open space in exchange for lots with larger frontages. He agreed
318 with Commissioner Bingham. It was difficult to get a large piece of equipment into a backyard via a 10-foot
319 side yard. An additional seven feet would make it easier to get into a backyard and would also allow for an
320 RV pad.
321

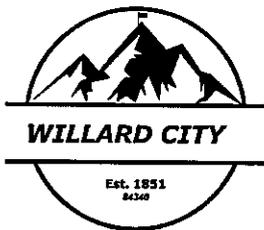
322 Kyle White agreed to lots with 77 feet of frontage as long as that was the last sticking point and he left with
323 a recommendation.
324

325 Commissioner Braegger stated that Western Land had addressed the Commission's concerns. He
326 appreciated that they had moved houses from 600 South to 100 West and 200 West. He felt 600 South
327 would become a main thoroughfare, and he was concerned about cars backing onto it. The only thing he
328 was concerned about was making the lots a little wider.
329

330 Commissioner Ormond said the side yard setbacks were more than just 10 feet. It was a total of 25 feet
331 between the two side yards and 25 feet between houses.
332

333 The Planning Commission discussed lots with a minimum frontage of 77 feet and side yard setbacks of 10
334 and 15 feet. Kyle White said they could agree to that.
335

336 Commissioner Dubovik was procedurally uncomfortable when there was a difference of opinion between
337 the developer and the staff. He felt two needed to work it out and be able to tell the Planning Commission
338 that the application, development agreement, and the plan were ready for approval.
339



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340 Commissioner Braegger agreed. If the staff wasn't comfortable with language in the development
341 agreement, that needed to be resolved before the Planning Commission took any action. He felt taking the
342 time to work things out would give Western Land time to revise the preliminary plat.
343

344 Kyle White stated that he was hearing that the Planning Commission was willing to make a positive
345 recommendation to the City Council subject to the lots not being narrower than 77 feet, side yard setbacks
346 of 10 feet and 15 feet, and submission of an agricultural easement document.
347

348 Commissioner Ormond felt there needed to be a resolution regarding ownership of the stormwater detention
349 basin. Kyle White said that was up to the Planning Commission and City Council.
350

351 Commissioner Gilbert preferred that the detention basin be owned by Willard City. He was concerned about
352 an HOA. Commissioner Braegger agreed. He didn't feel maintenance of the detention pond would be too
353 much for the City to handle.
354

355 Commissioner Gilbert stated if the city was going to own the detention pond, he would like to see what
356 Western Land proposed to do with landscaping and submittals for the gazebo and playground equipment.
357

358 Commissioner Bingham asked about the height of the proposed building on the agricultural easement. Kyle
359 White said they had proposed a 28 foot by 15 foot building with a height no greater than 10 feet, but the
360 language in the development agreement was more generic. The development agreement said a structure
361 of 350 square feet, but he could agree to 300. There was an issue with the roof height. It was hard to do a
362 pitched roof under 10 feet. So, they were asking for a maximum height of 11 feet.
363

364 The Planning Commission agreed with a building height of 11 feet.
365

366 Commissioner Ormond asked where the structure would be located. Mr. White said there wasn't a specific
367 location. Commissioner Braegger felt the Planning Commission would like to know where the structure
368 would be located.
369

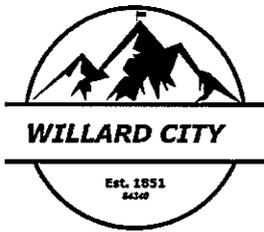
370 Commissioner Dubovik felt that if this item was tabled, a lot of the issues could be resolved. If they could
371 be resolved, he felt the next meeting would be much shorter.
372

373 Kyle White stated that they had been waiting to get to this point. Did the Planning Commission have any
374 other big concerns?
375

376 Commissioner Ormond stated that the Planning Commission had talked to Heritage Homes about working
377 with Western Land regarding the stormwater detention. Mr. White said he would reach out to them again.
378 It made sense for Heritage Homes to have Western Land's small piece next to their detention area, and
379 there was a small triangle of land that made more sense for Western Land to have. He would continue to
380 collaborate with Heritage Homes. It benefited everyone, but he didn't want it to hold up his approval.
381

382 Commissioner Braegger said the Planning Commission had not allowed all the phases of The Orchards to
383 move forward due to concerns about the two projects aligning. Kyle White said the roads did align. Jeremy
384 Kimpton said the City Engineer felt the roads lined up. They just felt those two little pieces could be better
385 utilized.
386

387 Amy Hugie clarified what the Planning Commission was looking for in the development agreement. She
388 understood there would be a minimum frontage of 77 feet; side yard setbacks of 10 feet and 15 feet;



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389 agricultural conservation easement language; the height of the building on the agricultural easement would
390 be 11 feet and 300 feet in size; identification of the structure's location on the agricultural easement;
391 submittals for the gazebo and playground; and more clarifying language regarding how their proposal
392 complied with the General Plan.
393

394 The Planning Commission wanted the City Attorney to be satisfied.
395

396 Kyle White asked who had the burden of proof about what met the General Plan. Ms. Hugie said it was on
397 Western Land. The development agreement was being created for the future when all the creators were
398 not around. Someone could pick up the agreement and understand why the development was approved
399 and how it met the General Plan at the time.
400

401 Time Stamp: 0:00 Part 2 – 02-05-2026
402

403 **Commissioner Bingham moved to table consideration and recommendation of a rezone petition**
404 **from Western Land Development, a development agreement, and a preliminary plan subject to**
405 **modification of the development agreement to the City Attorney's satisfaction. Commissioner**
406 **Gilbert seconded the motion.**
407

408 5B. DISCUSSION REGARDING A PROPOSAL TO AMEND 24.80.150, SECTION 24.080.050(D)(5),
409 SECTION 24.24.190, SECTION 24.84.090, AND SECTION 24.72.070(C) OF THE WILLARD CITY
410 ZONING CODE REGARDING GUARANTEES FOR SUBDIVISION IMPROVEMENTS,
411 FACILITIES, AND AMENTITIES
412

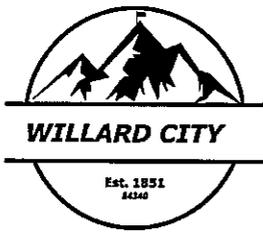
413 Time Stamp: 0:33 Part 2– 02/05/2026
414

415 Amy Hugie stated that the administration wanted to make sure it was as easy as possible for Willard to be
416 able to enforce guarantees for subdivision improvements. It was very difficult for cities to call a bond. The
417 administration was asking that the Planning Commission recommend that sections of the Willard City
418 Zoning Code be amended to remove a bond as a guarantee option. Developers would then have the options
419 of an escrow or letter of credit. Ms. Hugie said bonding would be removed from Section 24.80.150, Section
420 24.080.050(D)(5), Section 24.24.190, Section 24.84.090, and Section 24.72.070(C). Language had been
421 added to 24.80.150 to stipulate that the improvement guarantee would be in a subdivision improvement
422 guarantee form provided by the city and met the terms required by the City Manager. Ms. Hugie said
423 clarifying language was also needed in the section regulating excavation permits. It would be brought back
424 to the Planning Commission later. The administration could bring a copy of the improvement guarantee
425 form for the Planning Commission to review. The City Engineer was reviewing it as well.
426

427 The Planning Commission members felt the proposed amendment made sense. They asked that a copy of
428 the proposed subdivision improvement guarantee agreement be included in the next packet.
429

430 Commissioner Braegger stated that on larger projects, most cities required an improvement guarantee that
431 included a contingency amount. At the conclusion of the project the contingency funds were released. He
432 felt that process worked well.
433

434 **Commissioner Bingham moved to set a public hearing on February 19, 2026, at 6:30 p.m. to receive**
435 **public comments regarding a proposal to amend Section 24.80.150, Section 24.080.050(d)(5),**
436 **Section 24.24.190, Section 24.84.090, and Section 24.72.070(c) of the Willard City zoning code**



437 regarding guarantees for subdivision improvements, facilities, and amenities. Commissioner
438 Dubovik seconded the motion. All voted “aye.” The motion passed unanimously.
439

440 5C. DISCUSSION REGARDING A PROPOSAL TO AMEND 24.80.130 OF THE WILLARD CITY
441 ZONING CODE TO INCLUDE ADDITIONAL LANGUAGE FOR DESIGN AND CONSTRUCTION
442 STANDARDS RELATING TO MINOR/SMALL SUBDIVISIONS (CONTINUED FROM
443 SEPTEMBER 18, OCTOBER 2, NOVEMBER 6, NOVEMBER 20, AND DECEMBER 4, 2025)
444

445 Time Stamp: 7:09 Part 2– 02/05/2026
446

447 Amy Hugie stated that for several months the Planning Commission had been talking about methods to
448 defer improvements for minor subdivisions. Based on the Planning Commission's last discussion in
449 December, it seemed easier to amend the Design and Construction Standards found in Section 24.80.130
450 of the Willard City Zoning Code. She had prepared a proposed amendment adding Subsection R to allow
451 deferments of design and construction standards. Subsection R included a list of all circumstances that
452 would have to be present to allow deferment. Ms. Hugie reviewed the list with the Planning Commission
453 found in Subsection R.2. The administration suggested that if those conditions were present, only
454 installation for curb, gutter, and sidewalk could be deferred. The process for deferment included a restriction
455 on the final subdivision plat that would be applicable to every lot in the proposed subdivision. The restriction
456 would outline what improvements were being deferred, that they would be installed in accordance with the
457 Willard Public Works Standards, and that each lot owner would be financially responsible for installation of
458 the deferred improvements whenever the City deemed it necessary. At that time, Willard City would bill
459 each lot owner. If the bill was not paid, the City would place a lien on the property.
460

461 Commissioner Dubovik asked how lot owners would be notified about the restriction. Ms. Hugie said the
462 restriction would be disclosed when property was sold. It would be a restriction on the deed.
463

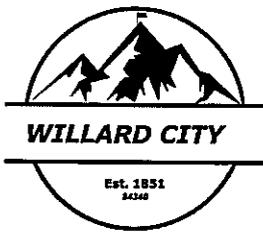
464 Ms. Hugie asked for the Planning Commission's input regarding the proposed amendment. The Planning
465 Commission felt the proposed amendment was what it had asked for.
466

467 Commissioner Dubovik asked if the proposed amendment satisfied the citizens' request and protected the
468 City. Ms. Hugie felt that the proposed amendment did protect the city. Including a restriction on the
469 subdivision plat would provide notice to property owners about required improvements that had been
470 deferred.
471

472 There was a discussion with Alternate Commissioner Diana Baker about infrastructure requirements.
473 Commissioner Baker felt the goal post kept getting moved. She didn't feel Willard was a farming community
474 any longer. It was a subdivision community. What was the point of living in the country with a rural setting
475 if everyone's backyard had a vinyl fence?
476

477 The Planning Commission felt the proposed amendment addressed their concerns.
478

479 Commissioner Dubovik moved to set a public hearing on February 19, 2026, at 6:30 p.m. to receive
480 public comments regarding a proposal to amend 24.80.130 of the Willard City Zoning Code.
481 Commissioner Bingham seconded the motion. All voted “aye.” The motion passed unanimously.
482
483



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484 5D. REVIEW OF A CONDITIONAL USE PERMIT FOR A GRAVEL PIT ISSUED TO DARRELL
485 NIELSON ON APRIL 11, 1989, ON PROPERTY LOCATED AT 500 EAST 625 SOUTH (PARCEL
486 NO. 02-049-0001 AND 02-053-0044)
487

488 Time Stamp: 18:05 Part 2 – 02/05/2026
489

490 Michelle Drago stated that the conditional use permit issued to Darrell Nielson for a gravel pit at 500 East
491 625 South was still active. The gravel pit was now operated by Staker Parson.
492

493 Chairman Bodily was not aware of any issues regarding the gravel pit.
494

495 Jeremy Kimpton suggested that the conditional use permit be updated to reflect the new ownership.
496

497 Chairman Bodily asked about the status of Terry Ross's business that was discussed at the last meeting.
498

499 Jeremy Kimpton said he had met with Terry Ross. Mr. Ross didn't want to invest a lot of money in a
500 permanent shop that would only be used for a few more years. He asked if he could get a license for a
501 mobile business. The staff had talked about it and felt a mobile barber shop would be similar to other mobile
502 businesses, such as food trucks. A note would be added to his business license.
503

504 Amy Hugie stated that Willard's home occupation ordinance needed to be updated to clarify acceptable
505 uses and to provide approval guidelines to help the staff.
506

507 5E. APPROVAL OF 2026 MEETING SCHEDULE
508

509 Michelle Drago stated that the Planning Commission had received a 2026 meeting schedule on November
510 6, 2025, but it had not approved the schedule.
511

512 **Commissioner Bingham moved to approve the 2026 meeting schedule subject to no meetings on**
513 **July 2 and December 17, 2026. Commissioner Braegger seconded the motion. All voted "aye." The**
514 **motion passed unanimously. (See attached copy).**
515

516 6. CONSIDERATION AND APPROVAL OF REGULAR PLANNING COMMISSION MINUTES FOR
517 JANUARY 15, 2026
518

519 **Commissioner Bingham moved to approve the regular minutes for January 15, 2026, as written.**
520 **Commissioner Ormond seconded the motion. All voted "aye." The motion passed unanimously.**
521

522 7. ITEMS FOR THE FEBRUARY 19, 2026, PLANNING COMMISSION AGENDA
523

524 Time Stamp: 26:20 Part 2– 02/05/2026
525

526 The Planning Commission discussed agenda items for the February 19, 2026, meeting – two public
527 hearings and a conditional use review. Mr. Kimpton did not feel Kyle White would be ready for the next
528 meeting. The Mountain Bay developers had not met the 14-day deadline either.
529

530
531
532



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533 8. COMMISSIONER/STAFF COMMENTS

534
535 Time Stamp: 28:44 Part 2 – 02/05/2026

536
537 Amy Hugie

538
539 Amy Hugie stated that the Subdivision Ordinance did not define what an acre was. There was a definition
540 in the Master Planned Community Ordinance, which was a true acre of 43,560 square feet. The code
541 needed to be amended to include a definition. Did the Planning Commission want to define an acre as a
542 *builder's acre*, or 40,000 square feet, or did it want a true acre? A builder's acre would make it easier to
543 calculate frontages and setbacks.

544
545 The Planning Commission wanted an acre defined as a true acre or 43,560 square feet. Ms. Hugie said
546 she would draft an amendment.

547
548 Commissioner Ormond felt the code also needed to define a developable acre. He had not been able to
549 find a definition in the MPC Ordinance. Mayor Mote and Amy Hugie thought there was definition of a
550 developable acre in the MPC code. Commissioner Bingham said a developable acre was defined in the old
551 PUD Ordinance but wasn't sure if it was carried forward into the MPC Ordinance.

552
553 Mayor Mote didn't feel there was a need to discuss developable acres in a regular subdivision.

554
555 Amy Hugie reviewed the density and open space provisions in the MPC Ordinance. Mayor Mote said the
556 MPC Ordinance talked about what did not count and developable acres but did not tie them together.
557 Commissioner Ormond felt tying them together would cover the issue.

558
559 Amy Hugie said she would add this to her running list of items that needed to be amended.

560
561 Jeremy Kimpton

562
563 Did not have any comments.

564
565 Mayor Mote

566
567 Did not have any comments.

568
569 Commissioner Bingham

570
571 Did not have any comments.

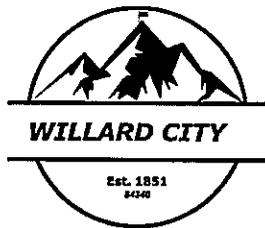
572
573 Commissioner Dubovik

574
575 Commissioner Dubovik asked how late a gravel pit could operate a rock crusher Mayor Mote said the gravel
576 pit was in the County and would be governed by the County's ordinances.

577
578 Commissioner Gilbert

579
580 Did not have any comments.

581



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582 Commissioner Ormond

583
584 Commissioner Ormond asked if the administration had compiled a definition of Old Town Willard that
585 included both sides of the roads. Ms. Hugie said it was on her list.
586

587 Commissioner Ormond asked if the northern boundary of Old Town Willard on the east side of Highway 89
588 was 100 North or 200 North. Jeremy Kimpton stated the Old Town Willard Zone stopped at 100 North on
589 the zoning map. Commissioner Ormond wasn't sure that followed what was in the code.
590

591 Commissioner Braegger

592
593 Commissioner Braegger asked that garbage cans be placed on the 200 West walking trail so people could
594 dispose of their animal waste.
595

596 Chairman Bodily

597
598 Chairman Bodily stated property located at the very southern tip of South Willard had a sign about coming
599 storage. Would the site and development plans have to be submitted to Willard City? Mayor Mote felt they
600 would if the property needed to be rezoned. He felt the property was already zoned commercial but might
601 have problems getting water.
602

603 Michelle Drago

604
605 Michelle Drago stated that in November 2024, the Planning Commission approved a conditional use permit
606 for Dan Gammon for a short-term rental at 537 West 200 North. Mr. Gammon had completed the required
607 improvements, which had been verified by the Fire Chief. One of the required conditions was annual
608 documentation from the state regarding his well water. Mr. Gammon was asking that the condition be
609 removed because the state did not have annual testing requirements.
610

611 Amy Hugie felt the Planning Commission would have to formally remove the condition. Ms. Drago said she
612 would add it to the next agenda. Jeremy Kimpton asked that Mr. Gammon provide documentation from the
613 state.
614

615 10. ADJOURN

616
617 **Commissioner Bingham moved to adjourn at 8:35 p.m. Commissioner Braegger seconded the**
618 **motion. All voted in favor. The motion passed unanimously.**
619

620
621 Minutes were read individually and approved on: _____
622

623
624
625
626 _____
627 Planning Commission, Chairman
628 Sid Bodily

629 _____
Planning Commission Secretary
Michelle Drago

dc:PC 02-05-2026