



WILLARD CITY
Planning Commission Meeting – Regular Meeting
Thursday, March 5, 2026 – 6:30 p.m.
Willard City Hall – 80 West 50 South
Willard, Utah 84340

49 5A. CONSIDERATION AND RECOMMENDATION REGARDING THE DRAFT WILLARD CITY
50 ECONOMIC DEVELOPMENT STRATEGIC PLAN
51

52 Time Stamp – 03/05/2026
53

54 Jeremy Kimpton, City Manager, stated that Commissioners Dubovik and Gilbert reached out to him with
55 questions and comments.
56

57 Commissioner Gilbert stated that the Economic Development Strategic Plan contained a lot of language
58 about annexing South Willard. If Willard was not going to push the annexation issue, he felt South Willard
59 should be removed from the plan.
60

61 Chairman Bingham arrived at 6:38 p.m. and assumed direction of the meeting.
62

63 Mayor Mote felt the annexation of South Willard would happen unless South Willard decided to incorporate.
64 The emergency services issues that Willard was currently trying to work through might foster annexation.
65 He would work with Commissioner Perry and reach out to the leader of South Willard's investigative
66 committee.
67

68 Chairman Bingham stated that South Willard had investigated annexing into Willard several times, but
69 nothing had happened. Mayor Mote felt the annexation of islands in South Willard would make a difference.
70 Box Elder County and the State Legislature wanted to see South Willard incorporated. The writing was on
71 the wall.
72

73 Commissioner Bodily felt the meetings Willard had had with South Willard residents had helped create
74 goodwill.
75

76 Commissioner Gilbert asked if it would be financially viable for Willard to annex South Willard. Would there
77 be any financial help from the State? He was concerned that annexing South Willard would be a huge
78 burden.
79

80 Mayor Mote agreed there would be a financial burden, but Willard was already bearing some of it. Willard
81 provided most of the emergency services for South Willard. Willard's sewer system was headed south.
82 Willard would probably continue to purchase water from Bear River Water Conservancy. The residential
83 part of South Willard would be an expense unless there was commercial to provide sales tax revenue. The
84 future land use map and the economic development plan were meant to help commercial growth occur.
85

86 Commissioner Gilbert felt there was a lot of commercial potential.
87

88 Chairman Bingham felt there was more commercial potential in South Willard than there was in Willard.
89

90 Commissioner Gilbert asked about the status of the recently zoned industrial property north of Flying J.
91 Mayor Mote said that the property was being marketed.
92

93 Commissioner Bodily said that according to the economic development plan, annexing South Willard would
94 be a strength because of the potential commercial.
95

96 Chairman Bingham stated that he was part of the stakeholder committee that worked on the economic plan.
97 The committee decided that if Willard was to have any commercial, the best locations were in South Willard



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98 because there really wasn't a good place for commercial development in Willard. He felt residents of South
99 Willard were already part of Willard. Some had lived there their entire lives and had helped to build Willard.
100 Their biggest reason for opposing annexation was an increase in property taxes. Box Elder County wanted
101 South Willard to annex because it was losing money trying to provide services.
102

103 Commissioner Gilbert asked about the purpose of the plan. Would it be submitted to the State? Jeremy
104 Kimpton said the Economic Development Strategic Plan belonged to Willard City. Its creation had been
105 funded by a State grant.
106

107 Mayor Mote said the plan had been instigated by a discussion about how to start encouraging economic
108 development. Mitch Zundel volunteered to help Willard because he had been Box Elder County's
109 Development Director. Then Willard received an opportunity to apply for a grant. The plan was based on
110 community input regarding what development was desirable and what development was available. Int
111 included a study to determine where Willard residents spent their money to see if there was a way to capture
112 sales tax revenue in the city. The company that prepared the Economic Development Strategic Plan – LRB
113 Public Finance Advisors (formerly Lewis, Young Robertson & Burningham, Inc.) - could help identify
114 property and landowners and could market properties. The first step was to adopt a plan. It would be
115 incorporated into the General Plan. He agreed the next step after that might be to annex South Willard.
116

117 Commissioner Dubovik stated that the Economic Development Strategic Plan showed that Willard had
118 significant tourism income from Willard Bay State Park. Did Willard City receive any revenue from Willard
119 Bay State Park? If it didn't, he did not feel the state park should be included in the study because it would
120 skew the data and perception that Willard didn't need any help with tourism.
121

122 Mayor Mote stated that the only income Willard received from Willard Bay State Park was sales tax revenue
123 from places like Flying J. He hoped a way could be found to capitalize on the 600,000 annual visits to
124 Willard Bay. Most of those visitors used the Willard gate.. He agreed tourism was an area Willard needed
125 to focus on.
126

127 Chairman Bingham stated that the Stakeholder Committee talked about the South Marina. It was probably
128 the best area for development, but it was currently a dump. Mayor Mote said the General Plan protected
129 land north of Willard Bay that could be used for development.
130

131 Commissioner Dubovik felt the North Marina had great access from Interstate 15. It would be a great place
132 for a hotel or a place to get boat parts. He felt those types of businesses would help the area explode. He
133 felt there was a lot of potential there.
134

135 Commissioner Dubovik asked if the administration could determine what type of income from Willard Bay
136 State Park the Economic Development Plan was referring to. He felt the real numbers for Willard needed
137 to be in the plan.
138

139 Mayor Mote stated that the Willard Bay State Park campground was located in Willard City limits. Willard
140 had adopted a transient tax. Did Willard receive a transient tax from the campground? Jeremy Kimpton said
141 it did not. He wasn't sure a State agency could be charged a tax.
142

143 Commissioner Gilbert asked if the campground collected sales tax revenue. Jeremy Kimpton stated that
144 government entities did not pay taxes to each other. He wasn't sure if the campground collected sales tax,
145 or if it could be assessed Willard's transient tax.
146



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147 The Planning Commission members felt the transient tax and sales tax could be collected because the
148 taxes were being paid by private users, not a government entity. Mayor Mote pointed out that Willard City
149 provided emergency services for Willard Bay State Park for which individuals were billed.
150

151 Mayor Mote asked if LRB Public Finance Advisors could answer the Planning Commission's questions
152 about the generation of sales and transient taxes from Willard Bay State Park before the Economic
153 Development Strategic Plan was approved. Mr. Kimpton felt they could.
154

155 Commissioner Dubovik stated that the Economic Development Strategic Plan listed gravel pits as an
156 opportunity. He disagreed with that statement. They were an opportunity for continued income just like
157 Flying J and the bike shop. However, he did not feel gravel pits were an opportunity for economic
158 development, nor did he feel Willard should pursue economic development through gravel pits. He felt
159 gravel pits were a threat to a lot of the other elements the plan suggested Willard invest in. He felt the gravel
160 pits destroyed Willard's scenery, contributed to air pollution by stirring up sand and dirt that affected human
161 health and the fruit harvest, limited the expansion or sustaining of orchards, and contributed to noise and
162 light pollution,
163

164 Commissioner Gilbert felt gravel pits could be an economic opportunity if South Willard was annexed
165 because there were three gravel pits in South Willard.
166

167 Chairman Bingham stated that Staker Parson owned a lot of the mountain bench. He felt they would expand
168 the gravel pits to their fullest extent.
169

170 Commissioner Dubovik said those expansions were not a done deal.
171

172 Mayor Mote felt the State Legislature favored gravel pits and had passed legislation to prevent them from
173 being regulated. Box Elder County's ordinance was grandfathered in, but the 2025 legislative session
174 weakened Box Elder County's gravel pit regulations. If a gravel pit wanted to expand, there was very little
175 government entities could do to prevent it. It wasn't evil to have gravel, but gravel pits were so concentrated
176 in Willard and South Willard.
177

178 Chairman Bingham stated that gravel pits did create residential real estate areas.
179

180 Commissioner Dubovik wasn't opposed to gravel pits. He was opposed to having them in residential
181 neighborhoods.
182

183 Jeremy Kimpton agreed there was a line between the economic benefit of gravel pits and quality of life.
184

185 Commissioner Dubovik had asked a state representative if there was state owned property within 15 or 20
186 minutes of Willard that could be used for a land swap with Staker Parson without financially hurting either
187 party so land along the east bench could be preserved. If the east bench was torn up, Willard would not
188 look like Willard anymore.
189

190 Commissioner Baker felt Willard needed South Willard because it had the only area left for commercial
191 development. She didn't feel there was enough land left in Willard. Willard needed sales tax revenue. Even
192 land in South Willard along Highway 89 was shrinking as residential development occurred.
193

194 Commissioner Dubovik stated that in 2024, Willard included South Willard in Willard's future land use plan.
195 It identified future commercial areas in South Willard, if a developer wanted to rezone some of those areas



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196 for residential development, would Box Elder County direct them to petition for annexation into Willard?
197 Mayor Mote felt it would.
198

199 Mayor Mote had encouraged Box Elder County to adopt the South Willard future land use map that Willard
200 had prepared so everyone would be on the same planning page. That would prevent a tug of war between
201 Willard and Box Elder County if a developer wanted a use that Willard's future land use map did not allow.
202 He felt Willard and Box Elder County had the same goal – incorporate the South Willard area.
203

204 Commissioner Dubovik asked if Willard had formally presented the South Willard future land use plan to
205 Box Elder County. Madison Brown, City Planner, stated that Box Elder County had been involved in
206 planning South Willard.
207

208 Jeremy Kimpton said Box Elder County had told Willard it could do what it wanted, but they didn't guarantee
209 they would honor it.
210

211 Mayor Mote felt Willard should talk to the County Commissioners about South Willard's future land use
212 plan.
213

214 Commissioner Gilbert pointed out that Willard had just annexed a prime commercial area in South Willard
215 for residential development because the property owner threatened to request development approval from
216 Box Elder County.
217

218 Chairman Bingham's main concern about annexing South Willard was road conditions and connectivity.
219 There could be a huge expense to bring roads up to Willard's Public Works Standards.
220

221 There was a discussion about emergency services for South Willard.
222

223 Jeremy Kimpton stated that he would do some fact-finding regarding tax revenue. Did the Planning
224 Commission want to leave South Willard in the Economic Development Strategic Plan?
225

226 Commissioner Bodily did not feel South Willard could be completely dropped from the plan.
227

228 Chairman Bingham felt there needed to be some kind of agreement with Box Elder County to prevent
229 developers from pitting Willard against Box Elder County. There needed to be some congruence.
230

231 Mayor Mote said he would talk to Commissioner Perry about the process for annexing South Willard.
232

233 5B. REVIEW CONDITIONAL USE PERMIT ISSUED TO MATTHEW FRANCOM ON MARCH 7, 2024,
234 FOR A WELDING SHOP LOCATED AT 432 NORTH MAIN (PARCEL NO. 02-046-0086)
235

236 Time Stamp: 36:59 – 03/05/2026
237

238 Madison Brown stated that during the two years since Matthew Francom's conditional use permit was
239 approved, Willard had not received any complaints about his business. During the March 7, 2024, Planning
240 Commission meeting there was discussion about Matthew Francom completing an access to Highway 89
241 on the north side of his property. She didn't feel the access affected the conditional use permit.
242

243 Commissioner Bodily asked if the conditional use permit only applied to the building and welding shop. Ms.
244 Brown said the conditional use permit was for welding and powder coating in the shop at 432 North Main.



245 She reviewed the approved conditions. The only condition that was discussed during the Planning
246 Commission meeting that wasn't on the conditional use permit was that Matthew Francom clean up his
247 property.
248

249 Commissioner Bodily felt the appearance of Mr. Francom's property could be improved. The shop was
250 surrounded by animals. What was part of the business and covered by the conditional use permit and what
251 wasn't?
252

253 Chairman Bingham said the Planning Commission did talk about the appearance of the property during the
254 March 7, 2024, meeting. At that time City Attorney Colt Mund said a condition regarding the appearance of
255 the property would be difficult to enforce.
256

257 Amy Hugie, City Attorney, said the minutes said Colt Mund had suggested that language be added to the
258 conditional use permit specifying compliance with city codes. Ms. Brown said the conditional use permit did
259 say the conditional use permit was contingent upon the applicant's ongoing compliance with all city, local,
260 and state codes.
261

262 Commissioner Dubovik said the conditional use permit was issued to 432 North Main, but Mr. Francom's
263 invoices said his address was 404 North Main. Commissioner Bodily said 404 North Main was the address
264 of his home.
265

266 Jeremy Kimpton suggested that the review be tabled until Mr. Francom could be present.
267

268 Chairman Bingham asked that this item be continued to the next meeting.
269

270 5C. APPOINTMENT OF VICE CHAIR
271

272 Time Stamp: 42:51 – 03/05/2026
273

274 **Commissioner Dubovik nominated Brian Gilbert as Vice Chair. Commissioner Bodily seconded the**
275 **nomination. All voted "aye." The motion passed unanimously.**
276

277 6. CONSIDERATION AND APPROVAL OF REGULAR PLANNING COMMISSION MINUTES FOR
278 FEBRUARY 19, 2026
279

280 **Commissioner Bodily moved to approve the regular minutes for February 19, 2026, as written.**
281 **Commissioner Ormond seconded the motion. All voted "aye." The motion passed unanimously.**
282

283 7. ITEMS FOR THE MARCH 19, 2026, PLANNING COMMISSION AGENDA
284

285 Time Stamp: 46:25 – 03/05/2026
286

287 The Planning Commission discussed agenda items for the March 19, 2026, meeting – consideration of the
288 Draft Economic Development Strategic Plan, possible public hearing to consider a rezone application,
289 possible consideration of the Mountain Bay Subdivision, and review of the Francom conditional use permit.
290
291
292
293



294 8. COMMISSIONER/STAFF COMMENTS

295
296 Time Stamp: 50:28 – 03/05/2026

297
298 Amy Hugie

299
300 Did not have any comments.

301
302 Jeremy Kimpton

303
304 Jeremy Kimpton reported that he had city email addresses for each Planning Commission member. He
305 also asked that each Commissioner read Willard's new Personnel Manual and sign an acknowledgement
306 form.

307
308 Madison Brown

309
310 Did not have any comments.

311
312 Commissioner Bodily

313
314 Did not have any comments.

315
316 Commissioner Dubovik

317
318 Commissioner Dubovik asked if 300 South was on the City's improvement plan. Mayor Mote and Jeremy
319 Kimpton said it was, but 600 South was a higher priority. The 600 South improvement project would start
320 in April.

321
322 Commissioner Ormond

323
324 Commissioner Ormond referred to Doug Younger's concern that an agricultural easement did not provide
325 a benefit to Willard. Had anyone tried to figure out a way to change that? From a developer's perspective,
326 an agricultural easement was a big advantage. A developer would get paid for land with an ag easement,
327 but a fee-in-lieu of or a park would cost him money.

328
329 Mayor Mote stated that he was a proponent of agricultural easements. One of the goals of the General Plan
330 was to find ways to keep agricultural uses. During the General Plan process, Willard residents said they
331 wanted pieces of agriculture to remain. He felt that to accomplish that goal, Willard would have to allow
332 some parcels to remain as protected agricultural. The city code required that an MPC be compatible with
333 adjacent properties. An agricultural easement could be used as a buffer between a large agricultural use
334 and residential development. An agricultural easement might not be an amenity Willard owned, but it
335 provided a rural atmosphere that brought value to Willard.

336
337 Commissioner Bodily stated that an agricultural easement did not cost Willard anything to maintain it.

338
339 Commissioner Ormond understood that preserving agricultural land was something the public wanted, but
340 an agricultural easement did not provide a financial benefit to the city like it did for a developer.

341
342 There was further discussion.



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343 Commissioner Gilbert

344
345 Did not have any comments.

346
347 Commissioner Baker

348
349 Commissioner Baker stated that there was a reference to the International Fire Code in Section 24.64.060
350 of the Zoning Code. She asked that the reference to the International Fire Code include a link to said code.

351
352 Chairman Bingham

353
354 Chairman Bingham asked if boundary adjustment with Perry made Commissioner Braegger ineligible to
355 serve on the Planning Commission. Mayor Mote said it would when it was official. The boundary adjustment
356 would not be official until it was recorded. He had approached a resident about replacing Commissioner
357 Braegger if or when the boundary adjustment was recorded.

358
359 Chairman Bingham wanted to officially thank Commissioner Chad Bragger. He had been a good asset to
360 the Planning Commission.

361
362 Chairman Bingham was concerned about allowing half-acre zoning on the higher slopes east of Highway
363 89.

364
365 Chairman Bingham wanted to make sure a representative from the Planning Commission attended City
366 Council meetings to answer any questions regarding Planning Commission decisions. Commissioner Baker
367 said she and Commissioner Ormond were usually at the Council meetings. Mayor Mote usually attended
368 both Planning Commission and City Council meetings.

369
370 10. ADJOURN

371
372 **Commissioner Dubovik moved to adjourn at approximately 7:40 p.m. Commissioner Baker**
373 **seconded the motion. All voted in favor. The motion passed unanimously.**

374
375
376 Minutes were read individually and approved on: _____

377
378
379
380
381 _____
382 Planning Commission, Chairman
383 Chandler Bingham
384
385 _____
386 Planning Commission Secretary
387 Michelle Drago

dc:PC 03-05-2026