



Notice is hereby given that the
WILLARD CITY PLANNING COMMISSION
Will meet in a regular session on
Thursday, April 2, 2026 – 6:30 p.m.
Willard City Hall, 80 West 50 South
Willard, Utah 84340

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 petition from Nilson Homes to rezone approximately 40.29 acres located at approximately 1561 North Hargis Hill Road from A-5 (Agricultural Five Acre) to R ½ (Residential Half Acre)
 - b. Consideration and recommendation regarding a petition from Nilson Homes to rezone approximately 40.29 acres located at approximately 1561 North Hargis Hill Road from A-5 (Agricultural Five Acre) to R ½ (Residential Half Acre)
 - c. Public hearing to receive public comments regarding a proposal to amend Section 24.01.060 of the Willard City Zoning Code to provide definitions for an acre and a developable acre
 - d. Consideration and recommendation regarding a proposal to amend Section 24.01.060 of the Willard City Zoning Code to provide definitions for an acre and a developable acre
 - e. Consideration and recommendation regarding approval of the draft Economic Development Strategic Plan
 - f. Review conditional use permit issued to Molly Forbush on March 20, 2025, for a short-term rental/Airbnb located at 26 South 500 West (Parcel No. 02-087-0005)
6. Consideration and approval of regular Planning Commission minutes for March 19, 2026
7. Discussion regarding agenda items for the April 16, 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 27th day of March, 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. 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 comment regarding a petition from Nilson Homes to rezone approximately 40.29 acres located at approximately 1561 North Hargis Hill Road from A-5 (Agricultural Five Acre) to R ½ (Residential Half Acre).

The public hearing will be held on Thursday, April 2, 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.

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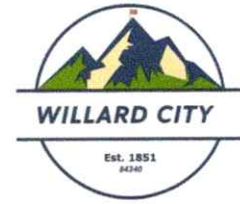
/s/Michelle Drago
Deputy City Recorder

NORTH ↑



ITEM 5B

**Planning Commission
Staff Review Memo
Willow Creek Estates Rezone**



March 27, 2026

Applicant: Lacy Richards (Agent for Nilson Homes / Kunzler Land Holdings LLC)
Location: Approximately 1550 N 200 W
Acreage: 40.29 acres
Current Zone: A-3-5 (Agricultural 3–5 Acre)
Proposed Zone: Residential ½ Acre
Application Status: Complete – Fees Paid

Summary

The applicant is requesting approval of a rezone from A-3-5 (Agricultural 3–5 Acre) to Residential ½ Acre for approximately 40.29 acres.

The application reference the property as being zoned PUD; however, City records indicate the current zoning is A-3-5. The Development Agreement that would have completed the rezone to PUD was never signed and executed. This staff report and recommendation are based on the verified zoning designation.

Clarification on Scope of Review

Please keep in mind that this is a **rezone application only**.

A conceptual subdivision plan has been submitted with the application. This plan is intended to show a possible development scenario under the proposed zoning and to demonstrate a general idea. It should not be reviewed as a subdivision proposal and should not be relied upon for specific layout, road design, or infrastructure details.

If the rezone is approved, any future subdivision of the property will require a separate application and full review by Willard City staff and ALUA.

Property Information

- Total area: approximately 40.29 acres
- Access: Hargis Hill Road and 200 West
- The surrounding area includes a mix of agricultural and residential uses.

The applicant has indicated that impacts to surrounding properties are expected to be minimal and that future infrastructure improvements, including a water line extension, would serve the area.

Water Rights and Infrastructure

City engineering staff reviewed the water requirements associated with the acreage and the concept plan submitted.

- Total acreage: 40.29 acres
- Water credit: 41.02 acre-feet
- Estimated demand (48 lots shown conceptually): 39.26 acre-feet

Based on this information:

- There is a surplus of 1.76 acre-feet, equivalent to approximately 2.15 ERUs
- That surplus could be applied to property located west of 200 West

This analysis is based on a conceptual layout and is intended to evaluate general capacity only. Final water requirements and infrastructure design will be reviewed at the subdivision application stage.

Fees

All required application fees have been paid in full.

Staff Analysis

The Future Land Use map has this area designated as Planned Unit Development. While the Development Agreement that would have rezoned this area as such was never executed, the area to the north of this property is designated as Residential ½ acre. Because of this fact, I believe this to be in line with the General Plan.

Staff Recommendation

Staff recommends that the Planning Commission forward a recommendation to the City Council for approval of the requested rezone from A-3-5 to Residential ½ Acre, with the following:

1. The approval is for the rezone only.
2. The rezone is consistent with the future land use map.
3. A separate subdivision application will be required prior to development.
4. All infrastructure, water rights, and design details will be reviewed at the time of subdivision.

Possible Recommendations

Option 1: "I move that the Planning Commission forward a positive recommendation to the City Council for approval of the rezone application for Willow Creek Estates."

Option 2: "I move that the Planning Commission forward a negative recommendation to the City Council for the rezone application for Willow Creek Estates."

Willard City Planning & Zoning
Willow Creek Estates
 02/23/2026 - 02/22/2027
Re-Zone
 General

Permit/License #
1602814

Reference Number
278813c0-1119-11f1-9fe3-e72459fff2ac

Application Status
Under Review

Status
Active

Application Review Status

Pre-Review	Documents Received	Date Submitted
City Planner	Reviewing	02/23/2026
City Manager	Not Reviewed	
Legal	Not Reviewed	
Engineers	Not Reviewed	
Final-Review	Not Reviewed	

Fees

Re-Zone Application Fee	\$2,500.00
Subtotal	\$2,500.00
Amount Paid	\$2,500.00
Total Due	\$0.00

Payments

02/23/2026	Online	\$2,500.00
Total Paid		\$2,500.00

Application Form Data

(Empty fields are not included)

First Name
Lacy

Last Name
Richards

Contact Email
lacy.richards@nilsonhomes.com

Phone Number
(952) 201-3643

Mailing Street Address
1740 Combe Rd Ste. 2

City
South Ogden

State
UT

Zip Code
84403

Are you the owner or an agent doing the work on the owner's behalf?

Agent

Owner's Affidavit

no-reply_20260218_173253.pdf

Name of Subdivision

Willow Creek Estates

Parcel Number	Address	Current Zone	Proposed Zone	Parcel Legal Description	Road Access
<i>4117 ac</i> 02-038-0073; 02-038-0072; 02-040-0210; 02-043-0048 <i>AD Area</i>	Approximately 1550 N 200 W <i>8.64 ac</i>	PUD	Residential 1/2 acre <i>40.29 ac + CS</i>	See attached	Hargis Hill Road and 200 W

Reason for the requested change

The PUD zone is no longer in use in Willard City. Therefore, the property needs to be rezoned to the 1/2 acre residential zone.

Impacts (financial and other) of the change to surrounding properties and the city as a whole:

Minimal impact to surrounding properties. We are preserving existing accesses. Construction of the new water line will be a benefit to the city and its residents.

Do you have water for your current property?

Yes

Upload proof of water ownership

(2025-02-10) Kunzler Water Requirement Memo.pdf

Upload Proof of Ownership

Kunzler ownership.png

Upload Location map (showing nearest cross streets)

Kunzler location.jpg

How would you like to submit the adjacent property owner information?

File Upload

Upload list of all property owners within 1/4 mile of the parcel

kunzler neighbor addresses.pdf

Upload Assessor's Plat Map or suitable drawing of the proposed re-zone area, annotated to show the location and boundaries of the parcel to be re-zoned.

Kunzler location.jpg

If a subdivision is planned, supply a sketch of possible subdivision to show compatibility with existing and planned infrastructure with emphasis on roads, water supply, and other utilities.

Kunzler Conceptual Site Plan_v3 13FEB2026.pdf

Additional Project Notes

Please give me a call at 952-201-3643 if you have questions or need any additional info. Thank you!!

Please include any additional information.

Willow Creek Estates Parcels With Descriptions.pdf

Additional Reviews

Engineers

Owner Name

Nilson Homes, Attn: Chad Buck

Phone Number

(801) 725-3511

Email

chad.buck@nilsonhomes.com

Owner Street Address

1740 Combe Rd Ste. 2

City

South Ogden

State

UT

Zip Code

84403

Signature

I agree that the facts stated in this application are true, and upon changes I will provide notification as needed.

Electronically Signed



Willard City Planning & Zoning

Home / Transactions

Transaction for Willow Creek Estates

Transaction Info

Date

Feb 23, 2026 5:42pm

Order #

JFKQ-93606250-T50Z

Method

ONLINE

Status

✓ SUCCESS

Total Charge

\$2,500.00

Subtotal

\$2,500.00

Fees

Code	Name	Amount	
1034100	Re-Zone Application Fee	\$2,500.00	<input type="checkbox"/>

Total: \$2,500.00 / \$2,500.00

Be aware that editing fees could potentially impact reconciliation with your payment processor.

+ Add Item

Payment Processor

Processor Used

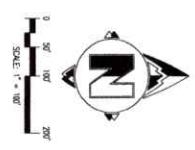
Xpress Billpay

Transaction #



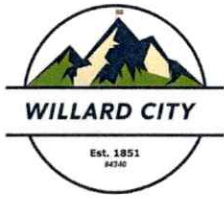
SITE SUMMARY

TOTAL ACRES OF SITE	40.39
EXISTING ZONE	R-10
PROPOSED ZONE	R-10
TOTAL NUMBER OF LOTS	48
ALLOWABLE LOT SIZE	1/2 AC.
MINIMUM LOT WIDTH	100 FT.
MINIMUM LOT DEPTH (COMMENT)	100 FT.
PUBLIC RIGHT-OF-WAY AREA	215,888 SQ. FT.
PROPOSED RIGHT-OF-WAY AREA	215,888 SQ. FT.
REPORT DATE	03/14/2024



<p>CONCEPTUAL SITE PLAN</p> <p>KUNZLER PROPERTY</p> <p>WILLARD, UTAH</p>	 <p>WASATCH CIVIL CONSULTING ENGINEERING</p> <p>1111 1100 SOUTH 1100 WEST, SUITE 100 SALT LAKE CITY, UT 84119 (801) 725-1100</p>	<p>NILSON HOMES 1740 COMBE RD #2, OGDEN, UT 84403</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td>REV</td> <td>DATE</td> <td>APPR.</td> </tr> <tr> <td> </td> <td> </td> <td> </td> </tr> </table>	REV	DATE	APPR.			
REV	DATE	APPR.						
<p>SHEET #</p> <p>1</p>	<p>DATE</p> <p>MAR. 20, 2026</p>	<p>SCALE</p> <p>1" = 200'</p>						

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

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NOTICE OF PUBLIC HEARING WILLARD CITY PLANNING COMMISSION

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/s/Michelle Drago
Deputy City Recorder

ITEM 5D

WILLARD CITY ORDINANCE 2026 - ____

AN ORDINANCE AMENDING SECTION 24.01.060 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 24.01.060 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 24.01 General Provisions, Section 24.01.060 Definitions - Zoning of the Willard City Zoning Code is hereby amended to include the following additional language in bold regarding additional definitions:

24.01.060 – Definitions - Zoning

“Acre” means 43,560 square feet of land and is applicable to all references of “acre” throughout the Willard Municipal and Zoning codes.

“Developable Acre” means the portion of a total land tract actually usable for constructing buildings, houses, or infrastructure, excluding unbuildable areas like wetlands, steep slopes,

roads, flood drainage, sensitive areas, contamination, public parks, and stormwater facilities. It may also be referred to as “net developable acre”.

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

ITEM 5E



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	1,792	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			2013 - 2023		DEC		2010 - 2020	
	2021	2022	2023	AAGR	2010	2020	AAGR	AAGR	
Brigham City	19,336	19,373	19,602	19,796	17,899	19,850	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	4512	5555	2.10%		
South Willard	1,519	1,567	1,548	1,378	1,571	1,840	1.59%		
Willard	1,688	1,813	1,793	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)

Source: Willard General Plan, Figure 17



TABLE 2.2: CENSUS PROJECTIONS (CONT.)

	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	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	1,509	1,930	1,950	1,968	1,984	1,999	2,013	0.85%
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.)

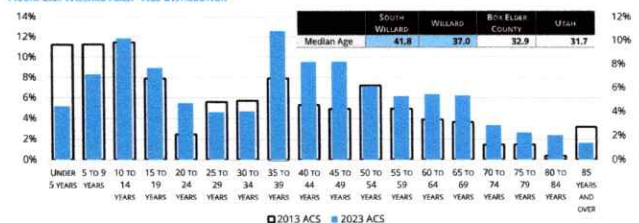
	2031	2032	2033	2034	2035	2036	2037	2038	2039	2040	AAGR
South Willard	2,070	2,127	2,184	2,240	2,298	2,356	2,414	2,472	2,530	2,588	2.54%
Willard	3,113	3,148	3,183	3,218	3,254	3,290	3,327	3,363	3,400	3,437	1.11%
Total Area	5,183	5,274	5,367	5,459	5,552	5,646	5,741	5,835	5,930	6,025	1.70%

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



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, 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

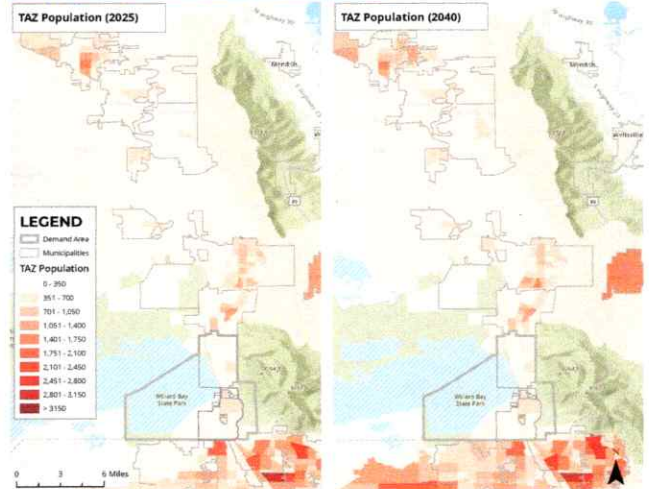


Table 2.2 illustrates historic redistricting Census for Willard and South Willard, while **Table 2.3** shows 2023 TAZ projected growth through 2040. The TAZ projections start higher than the comparable data beginning in 2024 through the projected horizon.

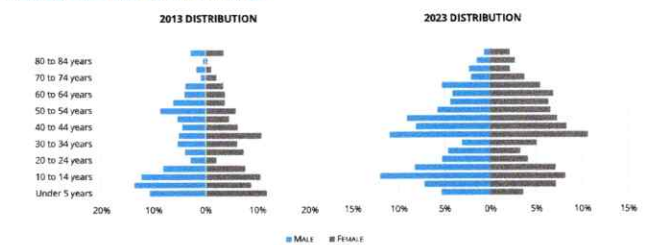
TABLE 2.2: SOUTH WILLARD AND WILLARD COMBINED PROJECTED POPULATION (CENSUS PROJECTIONS)

	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



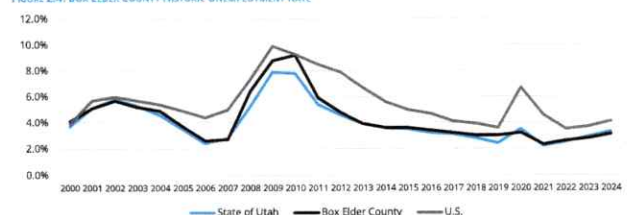
FIGURE 2.3: WILLARD AREA - AGE DISTRIBUTION BY SEX



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.

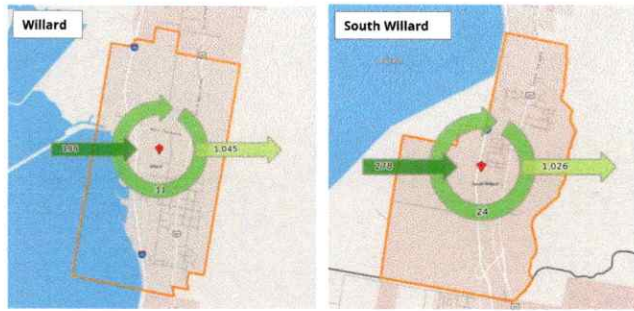
FIGURE 2.4: BOX ELDER COUNTY HISTORIC UNEMPLOYMENT RATE



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	15,895	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	155	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

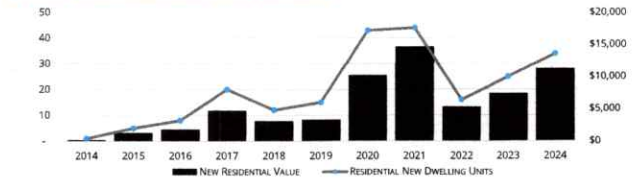
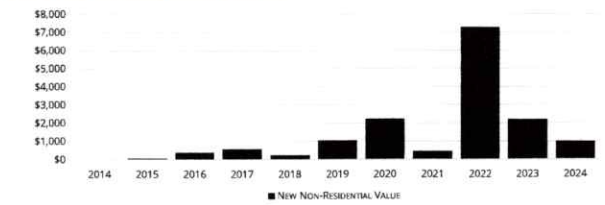


FIGURE 2.7: WILLARD CITY NEW COMMERCIAL VALUE (\$000)



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.

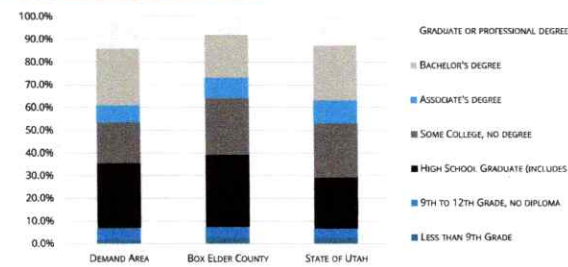
³ Ivory-Boyer Construction Database.

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



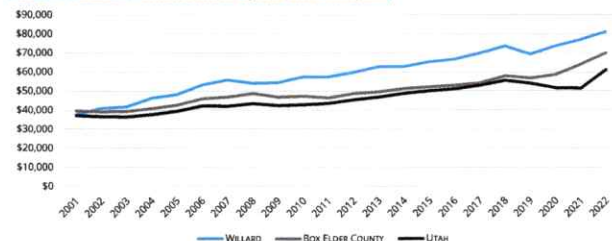
HOUSEHOLDS

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.

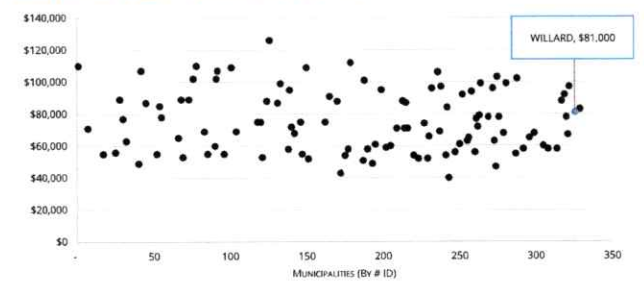
FIGURE 2.11 WILLARD CITY HOUSEHOLD MEDIAN ADJUSTED GROSS INCOME (MAGI)



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%	3%
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 Furnishings 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 & Alcohol 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.



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.



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%



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%	30%	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%	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	35%	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)

NAICS CATEGORY	WILLARD DIRECT TAXABLE SALES	PER CAPITA SPENDING	UTAH INCOME ADJUSTED PER CAPITA SPENDING	CAPTURE RATE	PER CAPITA SALES 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	\$121	133%	(\$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 leading 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	10
Corinne	0.002010	0.001806	0.001601	0.001499	0.001431	0.001396	6	879	1
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://property.tax.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)

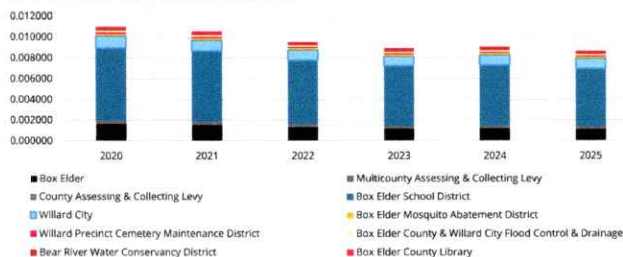
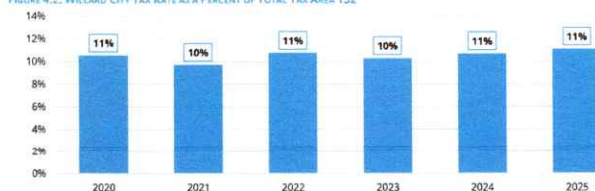


FIGURE 4.2: WILLARD CITY TAX RATE AS A PERCENT OF TOTAL TAX AREA 132



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	TAXABLE 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%	\$14,326,077	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	TAXABLE 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



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.

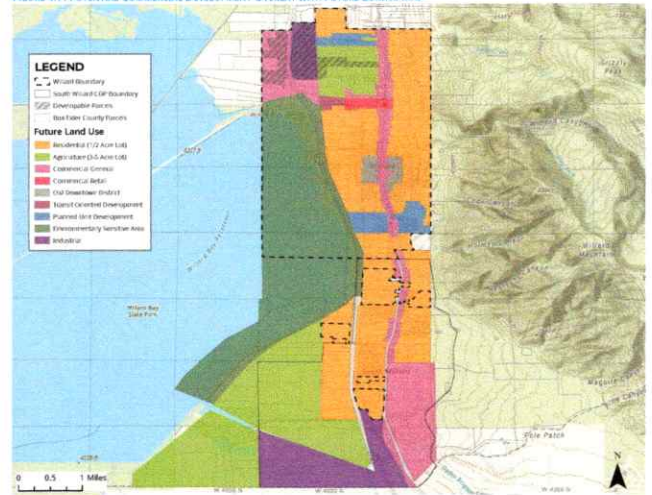
TABLE 4.4: SUPPORTABLE COMMERCIAL ZONING BASED ON PER HOUSEHOLD SPENDING

	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.

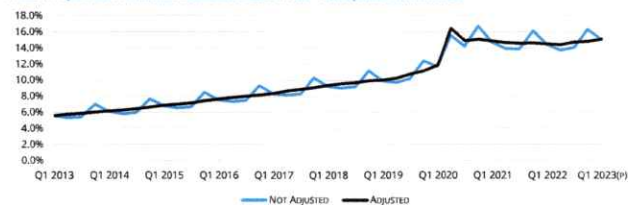
SHIFT TO ONLINE SALES

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

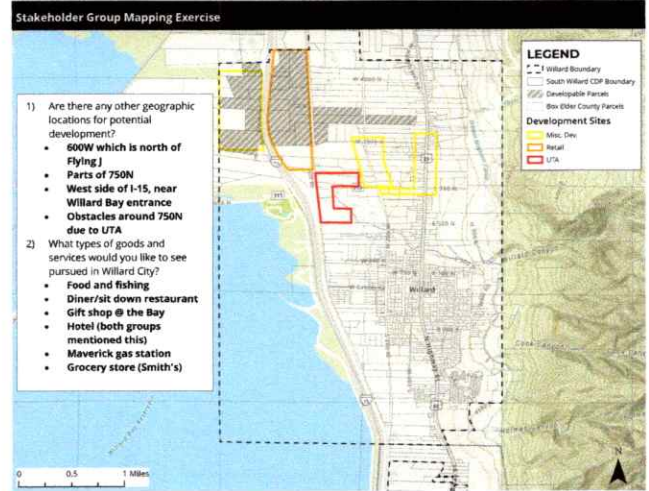
A SWOT Analysis is a strategic planning tool that allows the City to examine the strengths, weaknesses, opportunities, and threats (SWOT) as they relate to its economic development plan, offering valuable insights to guide future decision-making. LRB collaborated with City staff and held stakeholder 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 rezoned 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 DEVELOPMENT 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/WIFA/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 an 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 5F

MASTER CONDITIONAL USE PERMIT SPREADSHEET								
No.	Address	Applicant	Application Date	Fee	Approval Date	Type	Status and Review Date	Parcel No.
	28 CUPs							
	26 South 500 West	Forbush, Molly	1/27/2025	\$250.00	3/20/2025	Short-Term Rental/Airbnd		02-087-0005
	46 North 100 East	Comer, William			Prior to 1958	Trailer Court	Active Reviewed 12/4/25 The PC determined that business license needs to remain current to keep CUP	02-051-0183 or 02-048-0024
	53 North 100 West	Braegger, Josh	5/28/2020	\$25.00 PD	6/19/2020	Multi-Family (Basement Apartment)	Active Reviewed 9-12-23	02-047-0074
	55 South 100 East	Braegger, Kenneth			2/5/2016	Contractor - Home Business	Active Reviewed 10-5-23	02-050-0074
	105 South 100 East	Loveland, Judy	9/16/1996		9/20/1996	Auto Repair - Home Business	Active Reviewed 10-19-23	02-050-0008
	110 South 200 West	Gilbert, Brian	4/20/2023	\$25.00	5/18/2023	Detached Accessory Dwelling Units	Active Reviewed 8-21-25	02-051-0008 and 02-051-0242
	110 South 250 West	Heath, Trisha	5/18/2018		1/9/2019	Multi-Family Dwelling	Active Reviewed 11-2-23	02-053-0003
	155 South Spring Street (135 S 100 E)	Dean, Blair & Kathy Davis	6/21/1999		9/23/2005	Single Family Home On Sensitive Land	Active Reviewed 12-7-23	02-050-0077
	275 East 200 South	Nielson, Seth	4/22/2024	\$25.00	6/6/2024	Pest Control Business	Active Reviewed 9/4/25	02-050-0048
	300 East 750 North	Granite Construction Company			11/3/2015	Concrete Batch Plant	Active	02-045-0005
	344 East 300 North	Merritts, Bill & Shelley	4/8/1993		5/10/1993	Single Family Dwelling on Sensitive Land	Active Reviewed 4-18-24	02-048-0005
	369 West 200 North	Dominguez, Duane	3/13/2024	\$25.00	4/22/2024	ATV Repair	Active Reviewed 9/18/25	02-057-0030
	432 North Main	Francom, Matthew	10/20/2020	\$25.00	3/7/2024	Welding Shop	Active Reviewed 3/19/26	02-046-0086
	450 North 200 West	Radtke, Robert and Suzie	9/25/2014	\$25.00 PD	10/2/2014	Additional dogs	Active Reviewed 6/20/24	02-046-0047 & 0084
	481 North 200 West	Beard, Lynn			Approved 2/5/15	Multi-Family Dwelling/Duplex	Active Reviewed 9/5/24	02-046-0075

Willard City Corporation

80 West 50 South
Box 593



Willard, Utah 84340
(435)734-9881

CONDITIONAL USE PERMIT

MOLLY FORBUSH – SHORT-TERM RENTAL/AIRBNB
26 SOUTH 500 WEST

Date Issued: March 20, 2025

Applicant's Name: Molly Forbush
26 South 500 West
Willard, UT 84340

Business Name and Address: The Little Patch Farm, LLC
26 South 500 West
Willard, UT 84340

This Conditional Use Permit is issued to Molly Forbush located at 26 South 500 West, Willard, Utah (Parcel No. 02-051-0242). To operate a Short-Term Rental.

The conditions of operation are:

1. The Short-Term Rental shall meet all the required conditions, rules, and regulations found in Willard City Code and more specifically 24.08.230.
2. A sign must be installed indicating the entrance to the Short-Term Rental.
3. An emergency plan must be kept in the unit to inform guests to alert emergency services that they are in the basement apartment if emergency services are required; and
4. Completion of notification requirements to adjoining property owners.

Molly Forbush understands these conditions and will manage the Short-Term Rental in accordance with these requirements and ordinances.

Applicant's Signature

A handwritten signature in cursive script, appearing to read "Molly Forbush", written over a horizontal line.

Date

A handwritten date "4/7/2025" written in cursive script over a horizontal line.

City Representative – City Planner

A handwritten signature in cursive script, appearing to read "Madison Brown", written over a horizontal line.

Date

A handwritten date "4/8/2025" written in cursive script over a horizontal line.

Willard City Planning & Zoning

26 S 500 W

01/28/2025 - 01/27/2124

5868726

Conditional Use Permit

General

a90c24f0-ddb1-11ef-947e-7df6edc05d55

Under Review

Active

Application Review Status

Pre-Review	Approved	01/28/2025
City Planner	Reviewing	
City Manager	Not Reviewed	
City Engineers	Not Reviewed	
Public Works	Not Reviewed	
Legal Department	Not Reviewed	
Fire Department	Not Reviewed	
Planning Commissioner	Not Reviewed	
City Recorder	Not Reviewed	
Final-Review	Not Reviewed	

Fees

Payments

Conditional Use Permit Fee	\$250.00	01/28/2025	Online	\$250.00
Subtotal	\$250.00	Total Paid		\$250.00
Amount Paid	\$250.00			
Total Due	\$0.00			

Application Form Data

(Empty fields are not included)

First Name

Molly

Last Name

Forbush

Contact Email

mollyforbush@gmail.com

Phone Number

(605) 641-9184

Mailing Street Address

26 S 500 W

City

Willard

State

UT

Zip Code

84340

Owner First Name

Molly

Owner Last Name

Forbush

Phone Number

(605) 641-3579

Email

mollyforbush@gmail.com

Owner Street Address

26 S 500 W

City

Willard

State

UT

Zip Code

84340

Street Address

26 S 500 W

City

Willard

State

UT

Zip Code

84340

Parcel Number

02-087-0005

Subdivision Name

R-1/2

What is the nature of the use of the property that requires a Conditional Use Permit?

Air BnB in the Basement

How would you like to submit the adjacent property owner information?

File Upload

Upload the complete name/address list of all adjacent property owners within 500 feet of the project parcel.

 CONDITIONAL USE PERMIT (CUP) APP ADDRESS LIST.pdf

Upload Site Plan

 CONDITIONAL USE PERMIT (CUP) APP SITE PLAN (1).pdf

Signature

OWNER(S) ACKNOWLEDGEMENT: All application fees must be paid at time of application submittal. No application will be processed until all application fees are paid. Notification and publication fees for required public hearing (cost of individual notices mailed to property owners – current postage rate plus cost of envelope – and cost of legal notice in local newspaper) and engineering review fees will be billed to applicant. Notification fees must be paid within 10 days of billing.

PLEASE NOTE REGARDING FEES: the payment of fees and/or the acceptance of such fees by City staff does not constitute any sort of approval, vesting, or signify that the application is complete or appropriate in any manner. The collection of fees is simply a requirement to begin the review process that will ultimately make such determinations.

I hereby declare under penalty of perjury that this application form and all information submitted as part of this application form is true, complete, and accurate to the best of my knowledge. Should any information or representation submitted in connection with this application form be incorrect or untrue, I understand that Willard City may rescind any approval or sufficiency determination or take other appropriate action.

Molly Forbush - 01/28/2025 12:54 pm

Inspections

Van, please inspect the gravel driveway and ensure there is enough parking and safe entrances and exits.



WILLARD CITY
Planning Commission Meeting – Regular Meeting
Thursday, March 20, 2025 – 6:30 p.m.
Willard City Hall – 80 West 50 South
Willard, Utah 84340

be removed from the property permanently for a certain number of months. An RV could not move to another space on the property. It had to exit the property.
Councilmember Christensen – felt there should be 90-day rotations with a one-year limit.
Councilmember Bodily – was in favor of a one-year limit.
Councilmember Hulseley – was in favor of a one-year limit with an option to extend with the right documentation.

Madison Brown, City Planner, stated that she would prepare a revised ordinance based on the work session discussion.

Commissioner Dubovik moved to adjourn at 6:30 p.m. Commissioner Gilbert seconded the motion. All voted “aye.” The motion passed unanimously.

Chairman Bodily called the meeting to order at 6:34 p.m.

1. PRAYER: Sid Bodily
2. PLEDGE OF ALLEGIANCE: Chandler Bingham
3. GENERAL PUBLIC COMMENTS

There weren't any comments.

4. CITY COUNCIL REPORT

Time Stamp: 2:17 – 03/20/2025

Mayor Travis Mote reported that during its March 13th meeting, the City Council approved the rezone of the industrial property north of Flying J. There was a lengthy discussion about The Orchards Subdivision rezone, which was continued in a work session on March 19th. The revisions to the ADU Ordinance were approved. The Council reviewed proposed changes to the Tables of Uses and tabled approval to allow for minor additions to help agricultural properties be more diversified.

- 5A. **CONSIDERATION OF A CONDITIONAL USE PERMIT FOR MOLLY FORBUSH FOR A SHORT-TERM RENTAL/AIRBNB IN THE BASEMENT OF HER HOME LOCATED AT APPROXIMATELY 26 SOUTH 500 WEST (PARCEL NO. 02-087-0005)**

Time Stamp: 4:31 – 03/20/2025

Madison Brown stated a Conditional Use Permit Review Meeting was held on February 27th to review an application submitted by Molly Forbush to operate a short-term rental/Airbnb in the basement of the home they owned at 26 South 500 West. One of the CUP's concerns was parking. Fire Chief Mund had reviewed and approved the proposed off-street parking and completed a safety inspection. Chief Mund was also concerned about 911 calls from the short-term rental. Callers needed to indicate they were located in the basement. Molly Forbush had agreed to put up a sign identifying the basement apartment. She also agreed to modify the emergency plan for her guests to let them know if they had to place an emergency call, they needed to let dispatch know they were in the basement.. The CUP Committee recommended approval.



WILLARD CITY
Planning Commission Meeting – Regular Meeting
Thursday, March 20, 2025 – 6:30 p.m.
Willard City Hall – 80 West 50 South
Willard, Utah 84340

Commissioner Dubovik asked if Molly Forbush was going through Airbnb or Verbo, or both. Ms. Forbush said she worked through Airbnb. She had had previous short-term rentals and was classified as a super host. They didn't allow parties or anything crazy. Most of her guests were passing through and looking for an affordable place to spend a night or two.

Chairman Bodily asked if the guest limit was four. Molly Forbush said it was.

Chairman Bodily asked if the Commission had any concerns.

Commissioner Dubovik stated that Airbnb set a lot of rules for its affiliates. He felt the city had a lot of protection because of that service.

Commissioner Pierce agreed with the application if there was adequate parking. Molly Forbush said they only allowed two cars, which they had off-street parking for.

Michelle Drago, Deputy Recorder, asked if there were any conditions the Planning Commission wanted to add to the conditional use permit.

Chairman Bodily felt the sign requirement and emergency plans should be included.

Commissioner Gilbert felt the Forbush's just needed to comply with the City ordinances.

Molly Forbush stated that they still had to complete notification of the adjoining properties, which they planned to do next week.

Commissioner Dubovik moved to approve a conditional use permit for Molly Forbush to operate a short-term rental/Airbnb at 26 South 500 West subject to an identification sign, modification of emergency plans, completion of notification requirements, and compliance with city ordinances. Commissioner Gilbert seconded the motion. All voted "aye." The motion passed unanimously.

5B. REVIEW OF A CONDITIONAL USE PERMIT ISSUED TO MARVIN NEFF ON FEBRUARY 7, 2020, FOR AN RV CAMPGROUND LOCATED AT 769 NORTH MAIN (PARCEL NO. 02-053-0059) (CONTINUED FROM JANUARY 2, JANUARY 16, FEBRUARY 6, FEBRUARY 20, AND MARCH 6, 2025)

Time Stamp: 10:36 – 03/20/2025

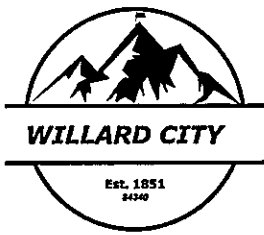
Madison Brown felt the Recreation Vehicle Park Ordinance needed to be amended, and then the Planning Commission could address the conditional use permit. The Planning Commission felt the Neff's could continue to operate under their current conditional use permit until June 1, 2025.

5C. ANNUAL OPEN AND PUBLIC MEETINGS ACT TRAINING

Time Stamp: 13:03 – 03/20/2025

Colt Mund, City Attorney, asked that the training be postponed until the next meeting.

ITEM 6



WILLARD CITY
Planning Commission Meeting -- Regular Meeting
Thursday, March 19, 2026 -- 6:30 p.m.
Willard City Hall -- 80 West 50 South
Willard, Utah 84340

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, on the State of Utah Public Meeting Notice
3 website, on the Willard City website, and sent to the *Box Elder News Journal*.
4

5 The following members were in attendance:
6

7 Chandler Bingham, Chairman
8 Sid Bodily
9 Alex Dubovik
10 Brian Gilbert
11 Ken Ormond
12 Diana Baker, Alternate
13
14 Amy Hugie, City Attorney
15 Madison Brown, City Planner
16 Michelle Drago, Deputy, City Recorder

14 Excused: Jeremy Kimpton and Chad Braegger
15

16 Others in attendance were Ruth Ormond, Doug Younger, Matthew Francom, and Keldi Francom.
17

18 Chairman Bingham called the meeting to order at 6:31 p.m.
19

- 20 1. PRAYER: Alex Dubovik
- 21
- 22 2. PLEDGE OF ALLEGIANCE: Sid Bodily
- 23
- 24 3. GENERAL PUBLIC COMMENTS

25 No public comments were made.
26

- 27
- 28 4. CITY COUNCIL REPORT
- 29

30 Time Stamp: 02:12 -- 03/19/2026
31

32 Madison Brown, City Planner, reported that during its, March 12th meeting, the City Council approved
33 ordinances amending the Zoning Code regarding deferral of improvements and removal of a bond option
34 for improvement guarantees. It also granted final approval for The Orchards Phase 3.
35

- 36 5A. CONSIDERATION AND RECOMMENDATION REGARDING THE DRAFT WILLARD CITY
37 ECONOMIC DEVELOPMENT STRATEGIC PLAN (CONTINUED FROM FEBRUARY 19 AND
38 MARCH 5, 2026)
- 39

40 Time Stamp -- 03:38 - 03/19/2026
41

42 Commissioner Gilbert asked for an update regarding the Planning Commission's questions from its March
43 5th discussion regarding annexation of South Willard and sales tax revenue from Willard Bay. He felt
44 discussion regarding the economic development plan should be tabled until those questions were
45 answered.
46

47 Madison Brown stated that she had reached out to Box Elder County regarding South Willard, but she had
48 not heard back from them. Jeremy Kimpton had been researching sales tax but didn't have any information
49 to report.



50 **Commissioner Dubovik moved to table consideration and recommendation of the draft Willard City**
51 **Economic Development and Strategic Plan until the requested information was available.**
52 **Commissioner Bodily seconded the motion. All voted “aye.” The motion passed unanimously.**
53

54 5B. CONSIDERATION AND RECOMMENDATION REGARDING A PROPOSAL TO AMEND
55 SECTION 24.01.060 OF THE WILLARD CITY ZONING CODE TO PROVIDE DEFINITIONS FOR
56 AN ACRE AND A DEVELOPABLE ACRE
57

58 Time Stamp: 04:44 – 03/19/2026
59

60 Amy Hugie, City Attorney, stated that she had prepared an ordinance amending Section 24.01.060 of the
61 Zoning Code to define an acre and a developable acre. The Planning Commission had discussed the need
62 for these definitions during a previous meeting. An acre was defined as 43,560 square feet. A developable
63 acre was defined as a portion of a total land tract that was actually usable for constructing buildings, houses,
64 or infrastructure. It excluded unbuildable areas like wetlands, steep slopes, roads, flood drainage, sensitive
65 areas, contamination, public parks, and storm water facilities.
66

67 Chairman Bingham did not have a problem with either definition, especially if it helped the administration.
68

69 Amy Hugie and Madison Brown felt the definitions were needed to prevent arguments with developers.
70

71 The Planning Commission agreed that a full acre should be defined as 43,560 square feet, and that a half-
72 acre should be 21,780 square feet.
73

74 Commissioner Ormond liked the definition of a developable acre.
75

76 **Commissioner Baker moved to schedule a public hearing to receive public comments regarding the**
77 **proposed amendment on April 2, 2026, at 6:30 p.m. Commission Dubovik seconded the motion. All**
78 **voted “aye.” The motion passed unanimously.**
79

80 5C. REVIEW CONDITIONAL USE PERMIT ISSUED TO MATTHEW FRANCOM ON MARCH 7, 2024,
81 FOR A WELDING SHOP LOCATED AT 432 NORTH MAIN (PARCEL NO. 02-046-0086)
82 (CONTINUED FROM MARCH 5, 2026)
83

84 Time Stamp: 08:44 – 03/19/2026
85

86 Madison Brown stated that during its last meeting, the Planning Commission tabled its review of Mr.
87 Francom's conditional use permit because they wanted to ask him a few questions. Mr. Francom was in
88 attendance.
89

90 Commissioner Dubovik reviewed the conditions listed on the conditional use permit dated March 7, 2024,
91 and signed on March 11, 2024.
92

93 Amy Hugie stated that one of the conditions said the conditional use permit was contingent upon and
94 conditional upon the applicant's, and any successors, ongoing compliance with all city, local, and state
95 codes. The Planning Commission did have a question regarding proper storage on Mr. Francom's property.
96

97 Commissioner Gilbert said the Planning Commission was also concerned about the appearance of the
98 property.



WILLARD CITY
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99 Commissioner Bodily asked if the conditional use permit applied to the entire property or just the building.

100
101 Matthew Francom, 432 North Main, stated that he did use both parcels, but only half an acre was zoned
102 for commercial use. It was spring, and the property needed to be cleaned up. He planned to so. He also
103 kept his animals on the property. There would always be something around.

104
105 Commissioner Gilbert wasn't concerned about the conditional use permit as long as the property was
106 cleaned up. Commissioner Bodily agreed.

107
108 Commissioner Ormond asked about the access approved by UDOT. Matthew Francom said there was an
109 approved access for his shop on the north side of his building that he shared with the home at 470 North
110 Main. He did not use the access north of his shop because of all the work UDOT was currently doing on
111 Highway 89, and he had to put a culvert in. UDOT moved the approach for his home to the south side of
112 his property. The home south of him did not have access from Highway 89. The homeowner was accessing
113 his home through the fruit stand access at 370 North Main.

114
115 6. CONSIDERATION AND APPROVAL OF REGULAR PLANNING COMMISSION MINUTES FOR
116 MARCH 5, 2026

117
118 Commissioner Bodily moved to approve the regular minutes for March 5, 2026, as written.
119 Commissioner Ormond seconded the motion. All voted "aye." The motion passed unanimously.

120
121 7. ITEMS FOR THE APRIL 2, 2026, PLANNING COMMISSION AGENDA

122
123 Time Stamp: 16:06 – 03/19/2026

124
125 The Planning Commission discussed agenda items for the April 2, 2026, meeting – public hearing to
126 consider the ordinance amendment, public hearing to consider a rezone application, consideration of the
127 Draft Economic Development Strategic Plan, and a conditional use permit review.

128
129 Michelle Drago, Deputy City Recorder, said there were only a few conditional use permits left to review.
130 How did the Planning Commission want to proceed? The Planning Commission felt it should start at the
131 beginning and review them again.

132
133 8. COMMISSIONER/STAFF COMMENTS

134
135 Time Stamp: 20:40 – 03/19/2026

136
137 Amy Hugie

138
139 Did not have any comments.

140
141 Madison Brown

142
143 Madison Brown reported that a pre-construction meeting for the 600 South Project would be held on
144 Wednesday, March 25th. The project would begin in April. Letters had been sent to affected homeowners,
145 and information about the project was included in the March and April newsletters.

146



WILLARD CITY
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147 Ms. Brown said UDOT was providing a virtual land use training on March 25th at 12:00 p.m. She would send
148 a link to the Planning Commission members. She thought it would count toward their annual training hours.
149

150 Ms. Brown stated that Bryce Wheelwright, former City Planner, had applied for funds from Wasatch Front
151 Regional Council to construct a crossing at 750 North 200 West. The funding was approved. Willard had
152 asked for a little more money to complete the project. That request was on WFRC's next agenda.
153

154 The Planning Commission discussed the need for a crossing on Highway 89. Ms. Brown said that Wasatch
155 Front Regional Council's long-range plan did include a crossing by the elementary school
156

157 Commissioner Bodily
158

159 Commissioner Bodily asked about the status of the Highway 89 project. Ms. Brown said the projected end
160 date was the fall of 2026. There was a link about the project on Willard's website.
161

162 Commissioner Bodily asked about the status of the Historic Orchard Pathway Trail. Ms. Brown said Willard
163 had signed the agreement. It was now in the County's hands.
164

165 Commissioner Dubovik
166

167 Did not have any comments.
168

169 Commissioner Ormond
170

171 Did not have any comments.
172

173 Commissioner Gilbert
174

175 Did not have any comments.
176

177 Commissioner Baker
178

179 Commissioner Baker asked about construction on 750-North. Ms. Brown said it was a UTA project.
180

181 Chairman Bingham
182

183 Did not have any comments.
184

185 10. ADJOURN
186

187 **Commissioner Dubovik moved to adjourn at approximately 7:00 p.m. Commissioner Gilbert**
188 **seconded the motion. All voted in favor. The motion passed unanimously.**
189

190 Minutes were read individually and approved on: _____
191
192
193

194 _____
195 Planning Commission, Chairman
Chandler Bingham

Planning Commission Secretary
Michelle Drago