



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

The Willard City Council of Willard City Corporation will hold a Council meeting on Thursday, May 14, 2026, at Willard City Offices, 80 West 50 South, which will begin promptly at **6:30 p.m.** The agenda will be as follows:

1. Call to Order

- a. Invocation
- b. Pledge of Allegiance
- c. Conflict of interest declaration

2. Presentation of Citizenship Awards

- 3. Public Presentation:** Resident(s) attending this meeting will be allotted three (3) minutes to express concern or ask a question about any issue that IS NOT ON THE AGENDA. No action can or will be taken on any issue(s) presented during this meeting. If required, items may be referred to department heads for resolution. Items requiring action by the City Council will be placed on the agenda for a future meeting.

4. Planning Commission Report

5. New Business

- a. **Action item:** Discussion with Joel Murray regarding the sewer fee on his utility bill.
- b. **Action item:** Discussion/Appointment of Jay Thackery as Planning Commission Member
- c. **Action item:** 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) (Parcel Nos. 02-038-0072, 02-038-0073, 02-040-0210, and 02-043-0048) and Review/Approve Ordinance 2026-09 AN ORDINANCE AMENDING THE OFFICIAL ZONING MAP OF WILLARD CITY UTAH, BY REZONING CERTAIN PROPERTY FROM AGRICULTURE 5 ZONE TO RESIDENTIAL ½ ZONE.

- d. Action item:** Review/Approval of the draft Economic Development Strategic Plan.
- e. Action item:** Discussion/Approval of Interlocal Agreement regarding the Development and operation of a Trails Project on the UTA Owned Historic Orchard Pathway Corridor.
- f. Action item:** Discussion/Adoption of Tentative Budget FY July 2026 – June 2027 by Resolution No. 04-2026
- g. Action item:** Motion to schedule a Public Hearing to receive public comments regarding the Final Budget FY July 2026 - June 2027 on June 25, 2026, at 6:30 p.m.

6. Next Meeting Agenda –May 28, 2026

7. Upcoming events:

8. Minutes

- a.** Approval of April 23, 2026, minutes

9. Staff Reports

- a.** Public Works
- b.** Police Department
- c.** Fire Department
- d.** City Manager
- e.** City Planner
- f.** City Attorney
- g.** City Recorder

10. Council Member Reports

- a.** Jacob Bodily
- b.** Rod Mund
- c.** Mike Braegger
- d.** Rex Christensen
- e.** Jordan Hulsey

11. Mayor's General Correspondence and Information

12. Adjourn

/s/ Diana Mund
City Recorder

ITEM 5A

From: Michelle Drago <mdrago@willardcityut.gov>

Date: Monday, April 13, 2026 at 9:22 AM

To: Jeremy Kimpton <jkimpton@willardcityut.gov>, Madison Brown
<mbrown@willardcityut.gov>

Subject: Joel Murray - 105 E 1025 S

Mr. Murray has been paying a sewer fee since the sewer was put in. However, he doesn't have sewer, nor does he plan to connect to the sewer in the future or ever. He would like to have the sewer fee dropped from his utility bill. Can he opt out?

Michelle Drago

Deputy City Recorder

Willard City Corporation

80 West 50 South

Willard City, UT 84340

mdrago@willardcityut.gov

(435) 734-9881

Thanks,

Zac Burk, PE | Municipal Engineer
Jones & Associates Consulting Engineers
6080 Fashion Point Dr. South Ogden, UT 84403
P: (801) 476-9767 | C: (435) 730-5000



From: Michelle Drago <mdrago@willardcityut.gov>
Sent: Monday, April 13, 2026 1:28 PM
To: chrisb <chrisb@jonescivil.com>; zacb <zacb@jonescivil.com>
Cc: Payden Vine <pvine@willardcityut.gov>; Jeremy Kimpton <jkimpton@willardcityut.gov>; Madison Brown <mbrown@willardcityut.gov>
Subject: 105 E 1025 S - Joel Murray

Is Joel Murray's home at 105 E 1025 S within 300 feet of the city sewer?

Michelle Drago
Deputy City Recorder
Willard City Corporation
80 West 50 South
Willard City, UT 84340
mdrago@willardcityut.gov
(435) 734-9881

Michelle Drago

From: Zac Burk <zacb@jonescivil.com>
Sent: Tuesday, April 14, 2026 11:00 AM
To: Michelle Drago; chrisb
Cc: Payden Vine; Jeremy Kimpton; Madison Brown
Subject: RE: 105 E 1025 S - Joel Murray

According to our mapping, there is a SS MH on his driveway, approx. 300' from his house. Payden may need to field verify.



Willard City Sanitary Sewer System Map



AN ORDINANCE ADOPTING PROVISIONS FOR REGULATING THE SEWER DEPARTMENT (THE "SYSTEM"); FIXING RATES FOR CONNECTION TO AND USE OF THE SYSTEM AND PROVIDING THAT SAID RATES MAY BE AMENDED BY RESOLUTION; PROVIDING CERTAIN OPERATIONAL RULES AND PROCEDURES; REGULATING THE USE OF PUBLIC AND PRIVATE SEWERS AND DRAINS, PRIVATE WASTEWATER DISPOSAL, THE INSTALLATION AND CONNECTION OF BUILDING SEWERS, AND THE DISCHARGE OF WATERS AND WASTES INTO THE PUBLIC SEWER SYSTEM(S); PROVIDING WATER CAN BE TURNED OFF FOR DELINQUENCY IN SEWER OR WATER CHARGES; DELINQUENCY IN SEWER OR WATER CHARGES; FIXING CHARGES FOR TURNING ON WATER AFTER DELINQUENCY; DECLARING UNLAWFUL AND PROVIDING PENALTIES FOR CERTAIN ACTS.

BE IT ORDAINED AND ENACTED by the City Council of Willard City, Box Elder County, State of Utah, as follows:

WHEREAS, Willard City, Box Elder County, State of Utah, (the "City") is the owner of a wastewater system for the purpose of furnishing sewer and wastewater services to the residents of said City under a system of facilities (the "System") and it is necessary and advisable to adopt an Ordinance for the controlling of the System, including the setting of fees for wastewater services and amending and, where necessary, repealing wastewater ordinances and regulations heretofore adopted in conflict herewith;

NOW, THEREFORE, BE IT ORDAINED AS FOLLOWS:

ARTICLE I

DEFINITIONS

Unless the context specifically indicates otherwise, the meaning of terms used in this Ordinance shall be as follows:

Section 1. "Addendum" means the document appended hereto entitled "Willard City Service User Charge System". The Addendum is incorporated in this Ordinance. The Service User Charge System Addendum includes Sections I through IV and shall have effect as fixed and variable charges.

Section 2. "Aid-in-construction" shall mean the cost imposed by the City where the extension of any line, any improvements, or any construction for the benefit of specific user or combination of users, the cost of which shall be assessed to those directly or indirectly affected or benefited.

Section 3. "Biochemical oxygen demand" (BOD) means the quantity of oxygen utilized in the biochemical oxidation of organic matter under standard laboratory procedure in five (5) days at 20 degrees Centigrade, expressed in milligrams per liter.

Section 4. "Building drain" means that part of the lowest horizontal piping of a drainage system which receives the discharge from soil, waste, and other drainage pipes inside the walls of the building and conveys it to the building sewer, beginning five (5) feet (1.5meters) outside the inner face of the building wall.

Section 5. "Building sewer" means the extension from the building drain to the Public sewer or other place of disposal, also called house connection.

Section 6. "Cesspool" means an underground reservoir for liquid waste (as household sewage).

Section 7. "City" means Willard City, Box Elder County, Utah.

Section 8. "Class" means a classification of volume of use as described hereinafter.

Section 9. "Combined sewer" means a sewer intended to receive both wastewater and storm or surface water.

Section 10. "Easement" means an acquired legal right for the specific use of land owned by others.

Section 11. "Floatable oil" means oil, fat, or grease in physical state such that it will separate by gravity from wastewater by treatment in an approved pretreatment facility. A wastewater shall be considered free of floatable fat if it is properly pretreated and the wastewater does not interfere with the collection system.

Section 12. "Garbage" means all waste resulting from residences, commercial trades, or businesses and institutions. Commercial and Industrial waste shall be distinct from domestic or household sanitary wastes.

Section 13. "Governing Body" means the Mayor and council members of Willard City.

Section 14. "Hearing board" means that board appointed according to provision of Article IX.

Section 15. "Industrial wastes" means the wastewater from industrial processes, trade, or business as distinct from domestic or sanitary wastes.

Section 16. "May" is permissive (see "shall", Section 28).

Section 17. "Natural outlet" means any outlet, including storm sewers and combined sewer overflows, into a watercourse, pond, ditch, lake, or other body of surface or groundwater.

Section 18. "Person" means any individual, firm, company, association, society, corporation, or group.

Section 19. "pH" means the logarithm of the reciprocal of the hydrogen ion concentration. The concentration is the weight of hydrogen ions, in grams, per liter of solution. Neutral water, for example, has a pH value of 7 and a hydrogen-ion concentration of 10^{-7} .

Section 20. "Privy" means a small building having a bench with holes through which the user may defecate or urinate.

Section 21. "Properly shredded garbage" means the wastes from the preparation, cooking, and dispensing of food that have been shredded to such a degree that all particles will be carried freely under the flow conditions normally prevailing in public sewers, with no particle greater than 1/2 inch (1.27 centimeters) in any dimension.

Section 22. "Public sewer" means a common sewer controlled by a governmental agency or public utility.

Section 23. "Residential Equivalent" means a structure, building or unit discharging effluent into the System placing no more burden or discharge no more effluent than Residential Flows as defined hereinafter. Also referred to as "Equivalent Residential Unit" or "ERU".

Section 24. "Residential Flows" means the assumed average and/or standard flow expected from a single family dwelling based on winter-time culinary water usage. A Residential Flow strength is 250 mg/l TSS (Total Suspended Solids, see "Suspended Solids") and 200 mg/l BOD₅ (Biochemical Oxygen Demand, see "BOD"). Rates for volume and strength of Residential Flow are as set out in Addendum "A".

Section 25. "Heavy, Medium, & Light Commercial Flows" means any commercial user who discharges waste into the system with a higher than "normal" (See Residential Flows) biochemical oxygen demand, a greater than "normal" total suspended solids, or a greater than "normal" volume.

Section 26. "Sanitary sewer" means a sewer that carries liquid and water-carried wastes from residences, commercial buildings, industrial plants, and institutions together with minor quantities of ground, storm, and surface waters that are not introduced intentionally.

Section 27. "Septic tank" means a tank in which the solid matter of continuous flowing sewage is disintegrated by bacteria.

Section 28. "Sewage" means the spent water of a community. The preferred term is "wastewater" (See Section 35).

Section 29. "Sewer" means a pipe or conduit that carries wastewater or drainage water.

Section 30. "Shall" is mandatory (see "may" Section 15).

Section 31. "Slug" means any discharge of water or wastewater which in concentration of any given constituent or in quantity of flow exceeds for any period of duration longer than fifteen (15) minutes more than five (5) times the average twenty-four (24) hour concentration or flows during normal operation and shall adversely affect the collection system and/or performance of the wastewater treatment works.

Section 32. "Storm drain" (sometimes termed "storm sewer") means drain or sewer for conveying water, groundwater, subsurface water, or unpolluted water from any source.

Section 33. "Superintendent" means the Superintendent of wastewater facilities, and/or of wastewater treatment works, and/or of water pollution control of Willard City or his authorized deputy, agent, or representative.

Section 34. "Suspended solids" means total suspended matter that either floats on the surface of, or is in suspension in water, wastewater, or other liquids, and that is removable by laboratory filtering as prescribed in "Standard methods for the Examination of Water and Wastewater", and referred to as nonfilterable residue.

Section 35. "System" means the sewer, wastewater or combined wastewater and storm or surface water facilities of the City.

Section 36. "Unpolluted water" means water of quality equal to or better than the effluent criteria in effect or water that would not cause violation of receiving water quality standards and would not be benefited by discharge to the sanitary sewers and wastewater treatment facilities provided.

Section 37. "Wastewater" means the spent water of a community. From the standpoint of source, it may be a combination of the liquid and water-carried wastes from residences, commercial buildings, industrial plants, and institutions, together with any groundwater, surface water, and stormwater that may be present.

Section 38. "Wastewater facilities" means the structures, equipment, and processes required to collect, carry away, and treat domestic and industrial wastes and dispose of the effluent.

Section 39. "Wastewater treatment works" means an arrangement of devices and structures for treating wastewater, industrial wastes, and sludge. Sometimes used as synonymous with "waste treatment plant" or "wastewater treatment plant" or "water pollution control plant".

Section 40. "Watercourse" means a natural or artificial channel for the passage of water either continuously or intermittently.

ARTICLE II

USE OF PUBLIC SEWERS REQUIRED

Section 1. It shall be unlawful for any person to place, deposit, or permit to be deposited in any unsanitary manner on public or private property within Willard City, or in any area under the jurisdiction of said City, any human excrement, garbage, or other objectionable waste.

Section 2. It shall be unlawful to discharge to any natural outlet within Willard City, or in any area under the jurisdiction of said City, any sewage or other polluted waters, except where suitable treatment has been provided in accordance with subsequent provisions of this ordinance.

Section 3. Except as hereinafter provided, it shall be unlawful to construct or maintain any privy, privy vault, septic tank, cesspool, or other facility intended or used for the disposal of wastewater.

Section 4. The owner(s) of all houses, buildings, or properties used for human occupancy, employment, recreation, or other purposes, situated within the City and abutting on any street, alley, or right-of-way in which there is now located or may in the future be located a public sanitary or combined sewer of the City or within 300 feet of the System is hereby required, at the owner(s) expense, to install suitable sewer facilities therein, and to connect such facilities directly with the public sewer in accordance with the provisions of this ordinance, within 180 days after date of official notice to do so, provided that said sewer is within 300 feet of the owner's property line.

Section 5. The owner(s) and/or developer(s) of all subdivisions including houses, buildings, or properties used for human occupancy, employment, recreation, or other purposes, situated within the City and abutting on any street, alley, or right-of-way in which there is now located or may in the future be located a public sanitary or combined sewer of the City or within a distance of 300 feet multiplied by the number of lots in the subdivision of the System is hereby required, at the owner(s) and/or developer(s) expense, to install suitable sewer facilities therein, and to connect such facilities directly with the public sewer in accordance with the provisions of this ordinance, within 180 days after date of official notice to do so, provided that said sewer is within a distance of 300 feet multiplied by the number of lots in the subdivision of the property line of any lot within the subdivision.

Section 6. To evidence compliance with the requirements of this Article II, the City adopts this penalty and compensatory sanctions, the violation of which shall constitute a class B misdemeanor: Under the authority of §10-8-15, Utah Code Annotated, 1953, as amended, Willard City hereby exercises a municipality's extraterritorial jurisdiction to protect its culinary water system and its source from exposure to underground percolation from any ecological injury, pollution or contamination of the watershed or exposure of the System and water-polluting underground percolations influencing the culinary waterworks source. Willard City, under the authority of §10-8-38, Utah Code Annotated 1953, as amended, declares that all lands (whether inside or outside an incorporated municipality) within 300 feet on either side of the transmission or interceptor lines and the inlet facilities of each and all of the collection, interception and inlet facilities or one or any combination of the same (the "System") are a part of the Willard Wastewater Facilities of Willard City and the System and the City hereby requires that the owner or occupant of any land upon which any structure is located and on the nearest property line of any kind within 300 feet of any lateral, interceptor or collection portion of the System shall connect to the System, the failure of which shall constitute a public offense and punishable by law as a class B misdemeanor by a fine of not less than \$50.00 for each day of violation and each day of failure to connect shall be deemed a separate offense.

ARTICLE III

PRIVATE WASTEWATER DISPOSAL

Section 1. Where a public sanitary or combined sewer is not available under the provisions of Article II, Section 4, the building sewer shall be connected to a private wastewater disposal system complying with the provisions of this article.

Section 2. Before commencement of construction of any private or commercial wastewater disposal system the owner (s) shall first obtain a written permit issued by the City's water and sewer superintendent. The application for such permit shall be made on a form furnished by the City, which the applicant shall supplement by any plans, specifications, and other information as are deemed necessary by the Willard City Planner or City Engineer. A permit and inspection fee shall be paid to the City at the time the application is filed.

Section 3. Permission to use the system for any private or commercial wastewater disposal system shall not become authorized until the installation is completed in compliance with the approved plans applicable with all State and local codes and this ordinance. Authorized City employees shall be allowed to inspect the work at any stage of construction. Before any underground portions are covered, the applicant for the permit shall notify the City Recorder when the work is ready for final inspection. The final inspection shall be made within two business days of the receipt of notice by the City Recorder.

Section 4. The type, capacities, location, and layout of a private or commercial wastewater disposal system shall comply with all recommendations of the Department of Environmental Quality of the State of Utah. No permit shall be issued

for any private wastewater disposal system employing subsurface soil absorption facilities where the area of the lot is less than 10,000 square feet. No septic tank or cesspool shall be permitted to discharge to any natural outlet.

Section 5. At such time as a public sewer becomes available to a property served by a private wastewater disposal system, as provided in Article III, Section 4, a direct connection shall be made to the public sewer within one hundred eighty (180) days, in compliance with this ordinance, and the private disposal system shall be disconnected and made inoperable.

Section 6. When a public sewer is not available, the owner(s) shall operate and maintain the private wastewater disposal facilities in a sanitary manner at all times, and at no expense to the City.

Section 7. No statement contained in this ordinance shall be construed to supersede any additional requirements that may be imposed by the Utah State Department of Environmental Quality.

ARTICLE IV

SANITARY SEWERS, BUILDING SEWERS AND CONNECTIONS; RATES FOR USE

Section 1. No unauthorized person(s) shall uncover, make any connections with or opening into, use, alter, or disturb any public sewer or appurtenance thereof without first obtaining a written permit from the City.

Section 2. There shall be two (2) classes of sewer connection permits. These classes are based upon a "Residential" or "Residential Equivalent" flow.

(a) Class I for residential services. See Addendum A.

(b) Class II for light, medium, and heavy Commercial services. See Addendum A.

In every case, the owner(s) or agents shall make application on a form obtained from the City. The permit application shall be supplemented by any plans, specification, or other information considered pertinent in the judgment of the City water and sewer Superintendent.

For all existing connections prior to February 9, 2006 the connection fee is waived. However, all existing connections are required to pay for the building sewer. The building sewer consists of installing sewer pipes from the property line to the sewer line leaving the structure.

For all connections after February 9, 2006 a fee for sewer connection permits and inspections shall be assessed and collected at the time of application to the City. The fees for a connection permit shall be as follows:

Residential Connection	\$ 500
Commercial:	
A. Light (0-9,000 gal/month)	\$ 500
B. Medium (9,001-25,000 gal/month)	\$ 750
C. Heavy (25,001 + gal/month)	\$ 1,000

For all connections after February 9, 2006 an impact fee will also be assessed on the basis of ERUs (see Addendum A) to recover the cost of the excess capacity built into the system. The impact fee for connections shall be as follows:

Impact Fee for All Connections	\$ 7,200/ERU
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Section 3. Form of Application. Each person owning, occupying or having an interest in any structure in Willard City, the property line of which is within 300 feet of the sewer line shall connect to the sewer system upon an application in the form hereinafter set out.

It shall be a Class B Misdemeanor or a misdemeanor as declared by state law or county ordinance for any person to fail to connect to the sewer system who is the occupant, owner or user of any structure whose outermost property line is within 300 feet of the sewer system by a fine of not less than \$50.00 for each day of violation and each day of failure to connect shall be deemed a separate offense.

Each individual connection to the sewer system shall execute an application in the following form:

WILLARD CITY
APPLICATION FOR SEWER CONNECTION

TO WILLARD CITY, UTAH:

I hereby apply to the municipality of Willard City, Box Elder County, Utah (the "City") for permission to connect my premises at _____ with the Willard City Wastewater System and hereby agree as follows:

1. (a) I agree to pay the City such connection fees as may be fixed by the Governing Body by resolution or ordinance including also a deposit security charge, if so provided.

The work of extending the sewer connection from the main collector line to the place at which the sewer is to be used shall be my responsibility and shall be performed at my sole cost. This shall also include all restoration costs associated with crossing a road or shoulder of the road.

(b) The location of the service, whether on my premises or at some point near my premises, may be decided solely by the City.

(c) The service connection from the main collector line to my property line shall remain the property of the Municipality at all times and the Municipality shall have access thereto at all times.

2. I understand the City reserves the right to cause the wastewater system upon my premises to be inspected by the City and if the facility should not be approved, I will cause the same to be corrected and improved at my own expense to meet the requirements of the City or of any other governmental agency having jurisdiction to regulate the water or wastewater system within the City.

3. I will be bound by the rules, regulations, resolutions or ordinances enacted now or hereafter by the City applicable to the City's wastewater system.

4. The sole purpose for which the sewer connection will be used is for wastewater use.

5. The City shall have free access to the lines and services installed under this agreement at all reasonable times through my property.

6. The undersigned hereby gives and grants to Willard City a perpetual easement to construct, maintain and repair a sewer line or sewer connection outfall or interceptor lines or any facilities thereto associated upon the property of the undersigned within sections __, __, __, and __, Township __ South, Range __ __st, Salt Lake Base and Meridian, the consideration for which shall be the granting of this application.

Dated this __ day of _____, 20__.

(Applicant)

Section 4. Addendum "A". Attached to this ordinance as an addenda is a document entitled "WILLARD CITY SERVICE USER CHARGE SYSTEM". Addendum "A" is incorporated by reference and made a part of this ordinance and a part of the Ordinances of Willard City and its title shall be known and it may be referred to as "Addendum A, Charge System" or merely, "Addendum A" in any document, pleading, or proceeding pertaining to the sewer or wastewater system of Willard City. References to "Addendum A" shall also be made when there is ambiguous declaration or statement in this or any Ordinance of Willard City, Utah and any resolutions or proceeding affecting the Willard City sewer and wastewater system. The rates and fees for connecting to and use on monthly or any other basis may be fixed and amended by Resolution or Amending Ordinance.

Until otherwise provided by Resolution or an Amending Ordinance the rates shall be as set out in Addendum "A".

The Governing Body will, to promote equity in distribution of operation and maintenance costs, and for no other purpose, establish rates based entirely upon metered winter usage, effluent strength, or solely upon the basis as defined hereinabove or upon an equitable combination of any of those so that the costs of operation and maintenance reflected in rates will be equitably distributed among those based upon their usage of and benefit received from the System.

Section 5. All costs and expense incidental to the installation and connection of the building sewer shall be borne by the owner(s). The owner(s) shall indemnify the City from any loss or damage that may directly or indirectly be occasioned by the installation of the building sewer.

Section 6. A separate and independent building sewer shall be provided for every building; except where one building stands at the rear of another on an interior lot and no private sewer is available or can be constructed to the rear building through an adjoining alley, court, yard, or driveway, the building sewer from the front building may be extended to the rear building and the whole system will be considered as one building sewer. The City does not and will not assume any obligation or responsibility for damage caused by or resulting from any such single connection aforementioned.

Section 7. Old building sewers may be used in connection with new buildings only when they are examined and tested by the City sewer and water superintendent and found to meet all requirements of this ordinance.

Section 8. The size, slope, alignment, materials or construction of all sanitary sewers including building sewers, and the methods to be used in excavating, placing of the pipe, jointing, testing, and backfilling the trench, shall all conform to the requirements of the building and plumbing code or other applicable rules and regulations of the City and the State of Utah. In the absence of these code provisions or in amplification thereof, the materials and procedures set forth in appropriate specifications of the A.S.T.M. and W.P.C.F. Manual of Practice No.9 shall apply.

Section 9. Whenever possible, the building sewer shall be brought from the building at an elevation below the basement floor. In all buildings in which any building drain is too low to permit gravity flow to the public sewer, sanitary sewage carried by such building drain shall be lifted by an approved means and discharged to the building sewer. Where such means are necessary, the Owner shall be responsible for all installations, maintenance, and operating costs for their operation.

Section 10. No person(s) shall make connection of roof downspouts, foundation drains, arceaway drains, or any other sources of surface runoff or groundwater to a building sewer or building drain which in turn is connected directly or indirectly to a public sanitary sewer unless such connection is approved by the City and the Utah State Department of Environmental Quality for purposes of disposal of polluted surface drainage.

Section 11. The connection of the building sewer into the public sewer shall conform to the requirements of the building and plumbing code or other applicable rules and regulations of the City, and the State of Utah, or the procedures set forth in appropriate specifications of nationally-recognized publications of what are known as the A.S.T.M. and the W.P.C.F. Manual of Practice No.9. All such connections shall be made gas-tight and watertight, any deviation from the prescribed procedures and materials must be approved by the City before installation.

Section 12. All excavations for building sewer installation shall be adequately guarded with barricades and lights so as to protect the public from hazard. Streets, sidewalks, parkways, and other public property disturbed in the course of the work shall be restored in a manner satisfactory to the City.

Section 13. Irrespective of the occupant, user, tenant, co-tenant, permissive user, or any other person, firm, partnership, corporation or entity being in possession of the premises to which a connection is supplied or service made available, THE OWNER OF THE PREMISES ACCORDING TO THE RECORDS OF THE BOX ELDER COUNTY RECORDER SHALL BE LEGALLY RESPONSIBLE FOR THE PAYMENT OF ALL CHARGES, FEES, ASSESSMENTS AND ANY OTHER OBLIGATION OR LIABILITY OF A USER. If any delinquent sewer connection, sewer user charge, repairs, maintenance or any other obligation is imposed against any premises, property, buildings or structures, the obligation shall be deemed by Willard City as an obligation of the owner of the real property on which any use is made from a sewer connection. Water service to delinquent property shall be turned off by the City for failure to pay any and all sewage and wastewater fees, assessments, charges or liability and will not be turned on again to those premises where a delinquency occurs unless and until all liabilities to the City for sewer service are paid in full.

All payments for utilities, whether "water" or sewer" shall be credited first to sewer assessments, fees or charges.

Section 14. Interest Charge on Delinquent or Past-Due Connection Fees: The Mayor and Council of Willard City may, at their discretion impose interest at the highest legal rate (but not to exceed 1 1/2% per month) on all past-due accounts either for connection fees, user charges, maintenance, repair or any other charge which is provided for, imposed or authorized by this ordinance.

Section 15. Notification. Each user will be notified, at least annually, in conjunction with a regular bill, of the rate and that portion of the user charges which are attributable to wastewater treatment services (O&M) vs. debt service.

ARTICLE V

ANNUAL REVIEW OF OPERATIONAL COSTS; REVISION WHERE REQUIRED; DEBT SERVICE

Section 1. The City shall review the total annual cost of operation and maintenance, long-term debt service relating to the wastewater treatment works, as well as each user's wastewater contribution percentage not less often than every year, and will revise the user charge system as necessary to assure equity of the system established herein and to assure that sufficient funds are obtained from the City's user charge system to: (a) adequately operate and maintain the wastewater treatment works; and (b) cover said debt service. The City will apply excess revenues collected from a class of users to the costs of operation and maintenance attributable to that class for the next year, and adjust this rate accordingly. Revision of Addendum A may be by either resolution or an amending ordinance.

Section 2. The addendum attached hereto and entitled "Willard City Service User Charge System" shall be used for calculating rates. The addendum shall be used as a formula for calculating rates, fees, and charges for connection, use and access to the system. The addendum is adopted and made a part of this ordinance subject to revision by resolution or an amending ordinance.

ARTICLE VI

USE OF THE PUBLIC SEWERS

Section 1. No person(s) shall discharge or cause the discharge of any unpolluted waters such as stormwater, surface water, groundwater, roof runoff, subsurface drainage, or cooling water to any sewer, except stormwater runoff from limited areas, which stormwater may be polluted at times, may be discharged to the sanitary sewer by permission of the City and Utah State Department of Environmental Quality.

Section 2. Stormwater other than that exempted under Section 1, Article VI and all other unpolluted drainage shall be discharged to such sewers as are specifically designated as combined sewers or storm sewers, or to natural outlets approved by the City and the Utah State Department of Environmental Quality. Unpolluted industrial cooling water or process waters shall also be discharged, to a storm sewer, combined sewer, or natural outlet.

Section 3. No person(s) shall discharge or cause to be discharged any of the following described water or wastes to any public sewers: (a) any gasoline, benzene, naphtha, fuel oil, or other flammable or explosive liquid, solid or gas; (b) any waters containing toxic or poisonous solids, liquids, or other wastes, to contaminate or interrupt any sewage treatment process, constitute a hazard in or have an adverse effect on the waters receiving any discharge from the works; (c) any waters or wastes having a ph lower than 6.0 or higher than 9.0 or having any other corrosive property capable of causing damage or hazard to structures, equipment, and personnel of the wastewater works; and (d) solid or viscous substances in quantities or of such size capable of causing obstruction to the flow in sewers, or other interference with the proper operation of the wastewater facilities such as, but not limited to ashes, cinders, sand, mud, straw, shavings, metal, glass, rags, feathers, tar, plastics, wood underground garbage, whole blood, paunch manure, hair and fleshings, entrails and paper dishes, cups, milk containers, etc., either whole or ground by garbage grinders.

Each user which discharges any toxic pollutants which cause damage to the Willard Treatment works shall be liable to the City for such damage and for all expenses incurred by the City in repairing those treatment works.

Section 4. The following described substances, materials, waters, or wastes shall be limited in discharges to municipal system to concentrations or quantities which will not harm either the sewers, the sludge of any municipal system, the wastewater treatment process or equipment, will not have an adverse effect on the receiving stream, or will not otherwise endanger lives, public property or constitute a nuisance. The City may set limitations more severe than the limitations established in the regulations below if such more severe limitations are necessary to meet the above objectives. In setting these requirements the City will give consideration to such factors as the quantity of subject waste in relation to flows and velocities in the sewers, materials of construction of the sewers, the wastewater treatment process employed, capacity of the sewers, capacity of the wastewater treatment plant, and other pertinent factors. The limitations or restrictions on materials or characteristics of waste or wastewaters discharged to the sanitary sewer which shall not be violated without approval of the City are as follows:

- (a) Wastewater having a temperature higher than 150 degrees Fahrenheit (65 degrees Celsius).
- (b) Wastewater containing petroleum oil, non-biodegradable cutting oils, or products of mineral oil origin, in amounts that may cause interference or pass through.
- (c) Wastewater containing more than 100 milligrams per liter of fats, oils, or greases of animal or vegetable origin.
- (d) Any garbage that has not been properly shredded (see Article I, Section 20). Garbage grinders may be connected to sanitary sewers from homes, hotels, institutions, restaurants, hospitals, catering establishments, or similar places where garbage originates from the preparation of food in commercial kitchens for the purpose of consumption on the premises.
- (e) Any waters or wastes containing iron, chromium, copper, zinc and similar objectionable or toxic substances to such degree that any such material received in the composite wastewater at the wastewater treatment works exceeds the limits established by the State of Utah for such materials.
- (f) Any waters or wastes containing odor-producing substances exceeding limits which may be established by the State of Utah.
- (g) Any radioactive wastes or isotopes of such half-life of concentration as may exceed limits established in compliance with applicable State or Federal regulations.
- (h) Quantities of flow, concentrations, or both which constitute a "slug" as defined herein.
- (i) Water or wastes containing substances which are not amenable to treatment or reduction by the wastewater treatment processes employed or are amenable to treatment only to such degree that the wastewater treatment plant effluent cannot meet the requirements of other agencies having jurisdiction over discharge to the receiving waters.
- (j) Any water or wastes which, by interaction with other water or wastes in the public sewer system, release obnoxious gases, form suspended solids which interfere with the collection system, or create a condition deleterious to structures and treatment processes.

Section 5. If any water or wastes are discharged, or are proposed to be discharged to the public sewers, which waters contain the substances or possess the characteristics enumerated in Section 4 of this Article, and which are determined by the City to have a deleterious effect upon the wastewater facilities, processes, equipment, or receiving waters, or which otherwise create a hazard to life or constitute a public nuisance, the City may:

- (a) Reject the wastes;

(b) Require pretreatment to an acceptable condition for discharge to the public sewers;

(c) Require control over the quantities and rates of discharge, and/or wastes not covered by existing taxes or sewer charges under the provisions of this article. If the City permits or requires the pretreatment or equalization of waste flows, the design and installation of the plants and equipment shall be subject to the review and approval of the City and the Utah State Department of Environmental Quality.

(d) A plot plan of sewers of the user's property showing sewer and pretreatment facility location.

(e) Details of wastewater pretreatment facilities.

(f) Details of systems to prevent and control the losses of materials through spills to the municipal sewer.

Section 6. All measurements, tests, and analysis of the characteristics of waters and wastes to which reference is made in this ordinance shall be determined in accordance with the latest edition of "Standard Methods for the Examination of Water and Wastewater", published by the American Public Health Association. Sampling methods, location, times, durations, and frequencies are to be determined on an individual basis subject to approval by the city.

Section 7. No statement contained in this article shall be construed as preventing any special agreement or arrangement between the City and any industrial concern whereby an industrial waste of unusual strength or character may be accepted by the City for treatment.

ARTICLE VII

Section 1. No persons shall maliciously, willfully, or negligently break, damage, destroy, uncover, deface, or tamper with any structure, appurtenances or equipment which is a part of the wastewater facilities. Any persons violating this provision shall be subject to any and all penalties provided by this ordinance and all applicable Utah Statutes providing for criminal prosecution or civil liability.

ARTICLE VIII

POWERS AND AUTHORITY OF INSPECTORS

Section 1. Duly authorized employees of the City bearing proper credentials and identification shall be permitted to enter all properties for the purpose of inspection, observation, measurement, sampling, and testing pertinent to discharge to the community system in accordance with the provisions of this ordinance.

Section 2. Duly authorized City employees are authorized to obtain information concerning industrial processes which have a direct bearing on the kind and source of discharge to the wastewater collection system. Industrial users may not withhold information unless they establish that the revelation of said information to the public would likely result in an advantage to competitors.

Section 3. Grease, oil, and sand interceptors shall be provided when liquid wastes containing floatable grease in excessive amounts as specified in Section 4(c) of Article VI, or any flammable wastes, sand or other harmful ingredients are introduced into public sewers; except that such interceptors shall not be required for private living quarters or dwelling units, all interceptors shall be of a type and capacity approved by the Utah State Plumbing Code, and shall be located as to be readily and easily accessible for cleaning and inspection. In the maintaining of these interceptors, the owner(s) shall be responsible for the proper removal and disposal by appropriate means of the captured material and shall maintain records of the dates and means of disposal which are subject to review by the City. Any removal and hauling of the collected materials not performed by owner(s) personnel must be performed by currently licensed waste disposal firms.

Section 4. Where pretreatment or flow-equalization facilities are provided or required for any water or wastes, they shall be maintained continuously in satisfactory and effective operation by the owner(s) at its expense.

Section 5. When determined necessary by the City, the owner(s) of any property serviced by a building sewer carrying industrial wastes shall install a suitable structure together with such necessary meters and other appurtenances in the building sewer to facilitate observation, sampling, and measurement of the wastes. Such structures, when required, shall be accessibly and safely located, and shall be constructed in accordance with plans approved by the City. The structure shall be installed by the

owner at his expense, and shall be maintained by him so as to be safe and accessible at all times. The provisions of Article III, Section 2 through 4 apply to the construction of any improvements made under this Section.

Section 6. The City may require any user of sewer services to provide information needed to determine compliance with this ordinance. These requirements may include:

- (1) Wastewater's discharge peak rate and volume over a specified time period.
- (2) Chemical analysis of wastewaters.
- (3) Information on raw materials, processes, and products affecting wastewater volume and quality.
- (4) Quantity and disposition of specific liquid, sludge, oil, solvent, or other materials important to sewer control.

Section 7. While performing the necessary work on private properties referred to herein, duly, authorized employees of the City shall observe all safety rules applicable to the premises established by the City, and the property owner shall be held harmless for injury or death to the City employees, and the City shall indemnify the property owner against loss or damage to its property by City employees and against liability claims and demands for personal injury or property damage asserted against the City growing out of the gauging and sampling operation, except as such may be caused by negligence or failure of the property owner or property owner's agents to maintain safe conditions as required in Article VI, Section 8.

Section 8. Duly authorized employees of the City bearing proper credentials and identification shall be permitted to enter all private properties through which the City holds a duly negotiated easement for the purposes of, but not limited to, inspection, observation, measurement, sampling, repair and maintenance of any portion of the wastewater facilities lying within said easement. All entry and subsequent work, if any, on said easement, shall be done in full accordance with the terms of the duly negotiated easement pertaining to the private property involved.

ARTICLE IX

HEARING BOARD

Section 1. A hearing board shall be appointed as needed for arbitration of differences between the City and sewer users on matters concerning interpretation and execution of the provisions of this ordinance by the City. The board shall meet once every three months unless their services are determined to be necessary more often by the City engineer. One member shall be a representative of a local commercial enterprise. One member shall be a residential user selected at large for their interest in accomplishing the objectives of this ordinance. As the board deems necessary and upon concurrence by the City, a qualified Attorney may be consulted by the board to a specific case.

ARTICLE X

PENALTIES

Section 1. Any person found to be violating any provision of this ordinance shall be served by the City with written notice stating the nature of the violation. At the City's discretion, the City may provide a reasonable time for the offender to make satisfactory correction of any violation. The offender shall permanently cease all violations immediately upon notice or within the time period provided by the City, if any.

Section 2. Any person who shall continue any violation beyond the notice or the time limit, if any, provided for in Article X Section 1, shall be guilty of a misdemeanor, and on conviction thereof shall be fined in the amount not exceeding \$299.00 dollars for each violation. Each day in which any such violation shall continue shall be deemed a separate offense. The offense provided in this section is intended to be a penalty for failing to cease and desist a violation upon notice and is a separate offense from the underlying violation(s) for which the notice is provided. Nothing in this section shall be construed to prevent criminal prosecution or civil liability for conduct which is prohibited by this ordinance upon which any notice is made under this Section.

Section 3. Any person violating any of the provisions of this ordinance shall become liable to the City for the expense, loss, or damage occasioned the City by reason of such violation.

ARTICLE XI

VALIDITY

Section 1. All ordinances or parts of ordinances in conflict herewith are hereby repealed.

Section 2. The invalidity of any section, clause, sentence, or provision of this ordinance shall not affect the validity of any other part of this ordinance which can be given effect without such invalid part or parts.

ARTICLE XII

ORDINANCE: IN FORCE

Section 1. This ordinance shall be in full force and effect from and after its passage, approval, recording, and posting as provided by law. This Ordinance shall be posted in the following places:

(1) Willard City Hall
80 West 50 South
Willard, Utah

(2) Willard Post Office, -196 S. Main
Willard, Utah

(3) Ross Barber Shop, 395 Main
Willard, Utah

Section 2. Passed and adopted by the Council of Willard City, Box Elder County, State of Utah, on the 24th day of June, 2008, by the following vote:

AYES:

Judy Loveland - Mitch Zundel
Bob Mund - Corey Braegger
Benneth Braegger

NAYS:

ABSENT:

APPROVED this 24 day of June, 2008.

WILLARD CITY,
BOX ELDER COUNTY, UTAH

By [Signature]
Mayor

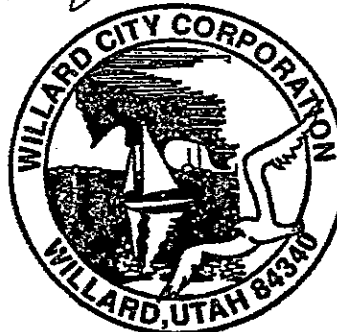
ATTEST:

[Signature]
City Recorder

(SEAL)

STATE OF UTAH
COUNTY OF BOX ELDER

: SS.



ITEM 5C



WILLARD CITY

Planning Commission Meeting – Regular Meeting

Thursday, April 2, 2026 – 6:30 p.m.

Willard City Hall – 80 West 50 South

Willard, Utah 84340

The meeting was a regular meeting designated by resolution. Notice of the meeting was provided 24 hours in advance. A copy of the agenda was posted at City Hall, on the State of Utah Public Meeting Notice website, on the Willard City website, and sent to the *Box Elder News Journal*.

The following members were in attendance:

Chandler Bingham, Chairman
Sid Bodily
Alex Dubovik
Brian Gilbert
Diana Baker, Alternate

Jeremy Kimpton, City Manager, participated electronically
Amy Hugie, City Attorney
Madison Brown, City Planner
Michelle Drago, Deputy City Recorder

Others in attendance were Ruth Ormond, Doug Younger, Lacy Richards, Nilson Homes; Sally Waite; Don Waite; Leo Robertson; Julie Robertson; Dough Thompson; Virginia Thompson; Stephanie Dickson; Jen Thorsted; Larry Holmes; Jeff Wells; Laura Wells; Brandon Jacobson; Steffanie Jacobson; Burt Miller; Kari Miller; Marsha Christophersen; and Mayor Mote, who attended electronically.

Chairman Bingham called the meeting to order at 6:30 p.m.

1. PRAYER: Chandler Bingham
2. PLEDGE OF ALLEGIANCE: Ken Ormond
3. GENERAL PUBLIC COMMENTS

No public comments were made.

4. CITY COUNCIL REPORT

Time Stamp: 03:44 – 04/02/2026

Jeremy Kimpton, City Manager, reported that during its March 26th meeting, the City Council approved the UTA interlocal agreement and revisions to the personnel manual and discussed increased funding for the 750 North crossing.

- 5A. 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) (PARCEL NOS. 02-038-0072, 02-038-0073, 02-040-0210, AND 02-043-0048)

Time Stamp – 05:00 - 04/02/2026

Chairman Bingham read the Willard City Planning Commission's Rules of Order statement.

Commissioner Bodily moved to open the public hearing at 6:35 p.m. Commissioner Dubovik seconded the motion. All voted "aye." The motion passed unanimously.



WILLARD CITY

Planning Commission Meeting – Regular Meeting

Thursday, April 2, 2026 – 6:30 p.m.

Willard City Hall – 80 West 50 South

Willard, Utah 84340

Madison Brown, City Planner, stated that Willard City had received a rezone application from Nilson Homes for 40.29 acres located at approximately 1561 North Hargis Hill Road. Nilson Homes and the Kunzler's were asking that the properties be rezoned from A-5 to R ½. She emphasized that only the rezone was being considered for recommendation, not the subdivision concept plan. A conceptual plan was included with the public hearing notice, but it was for illustrative purposes only. The concept plan was intended to show one possible way the property could be developed with an R ½ Zone. If the rezone was approved, any future development of the property, including a subdivision and/or road layout would require a separate application, additional public notice, and a full review by staff and the ALUA (Administrative Land Use Authority). Any development would have to comply with Willard City Code.

Amy Hugie, City Attorney, added that the Planning Commission could not answer questions about water, the school district, or road placement. None of those issues were relevant. The only item under consideration was the rezone application and whether it complied with Willard's General Plan and Future Land Use Map.

Commissioner Dubovik asked if the Future Land Use Map showed that this area would be zoned R ½. Ms. Hugie said it did.

Lacy Richards, Nilson Homes, Ogden, stated that they and the Kunzler family were requesting that 40.29 acres located at approximately 1561 North Hargis Hill be rezoned from A-5 to R ½. About six years ago, Nilson Homes had proposed a development with a lot more homes. They were now proposing a development with straight R ½ lots in keeping with Willard's Future Land Use Map, and they had submitted a concept plan in line with the requested zoning. They were confident they could provide a beautiful development in Willard. They were a local, family-owned company that had been around Northern Utah for about 40 years. They looked forward to being part of the Willard community.

Chairman Bingham opened the floor for public comments.

Larry Holmes, 1561 North Hargis Hill Road, stated that there was a 20-foot roadway that ran west from Hargis Hill Road to the railroad tracks. He had the 1904 documents that created the road. The documents described a 20-foot road that consisted of 10 feet on either side of the property line. The documents also said Woods Lane crossed the UIC/Bamberger Railroad, which is now 200 West. The original owners of the property were the Woods. The Kunzler's later acquired the property. Nilson Homes told him they had purchased the road. How could Nilson Homes buy a road that was Willard City property? Box Elder County told him that no one paid property taxes on the road because it belonged to Willard City. The road was listed as 1550 North on the GIS map. It had been listed as a road for many years. Now Nilson Homes planned to take it out. There was a sewer line in that 20-foot road that ran west from Hargis Hill Road to the west side of his corrals. If Nilson Homes took out the road, the sewer line would be covered with properties. He didn't feel homeowner would be happy if the sewer line had to be dug up.

Mr. Holmes was not opposed to the subdivision. The Kunzler's had the right to sell and develop their property. However, there were certain things, like the road, that needed to be addressed.

The Planning Commission members asked Larry Holmes to show them where the road was located on a map.

Commissioner Gilbert stated that all the details would have to be worked out before the Planning Commission considered a subdivision plan.



WILLARD CITY

Planning Commission Meeting – Regular Meeting

Thursday, April 2, 2026 – 6:30 p.m.

Willard City Hall – 80 West 50 South

Willard, Utah 84340

Jeff Wells, 1254 North Main, stated that they currently did not have much water pressure. He wanted to make sure the proposed subdivision did not make it worse. He felt the water system should be addressed before 40 more homes were built.

Lacy Richards appreciated the public comments. Nilson Homes was aware of both concerns. As they worked through the engineering process, they would make sure both issues were addressed.

Commissioner Gilbert moved to close the public hearing at 6:45 p.m. Commissioner Ormond seconded the motion. All voted “aye.” The motion passed unanimously.

5B. 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) (PARCEL NOS. 02-038-0072, 02-038-0073, 02-040-0210, AND 02-043-0048)

Time Stamp: 15:15 – 04/02/2026

Chairman Bingham asked for comments from the Planning Commission members.

Commissioner Ormond liked the concept and was totally in favor of the rezone; Chairman Bingham agreed.

Commissioner Gilbert felt the R ½ Zone was what Willard wanted.

Commissioner Baker said the General Plan was based on half-acre lots. The rezone would allow other properties in this area to be zoned R ½. She was in favor of it.

Commissioner Dubovik was in favor of it.

Commissioner Bodily was in favor of the rezone as well. The design would be considered later.

Commissioner Bodily moved to recommend that the City Council approve a petition from Nilson Homes to rezone approximately 40.29 acres located at approximately 1561 North Hargis Hill Road from A-5 to R 1/2. Commissioner Gilbert seconded the motion. All voted “aye.” The motion passed unanimously.

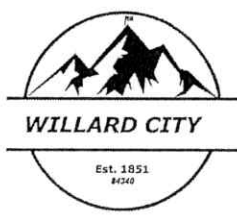
Michelle Drago, Deputy City Recorder, stated that this would be on the April 23rd City Council agenda.

5C. PUBLIC HEARING TO RECEIVE PUBLIC COMMENTS REGARDING A PROPOSAL TO AMEND SECTION 24.02-060 OF THE WILLARD CITY ZONING CODE TO PROVIDE DEFINITIONS FOR AN ACRE AND A DEVELOPABLE ACRE

Time Stamp: 17:55 – 04/02/2026

Commissioner Dubovik moved to open the public hearing at 6:45 p.m. Commissioner Bodily seconded the motion. All voted “aye.” The motion passed unanimously.

Chairman Bingham opened the floor for public comments. No public comments were made.



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.

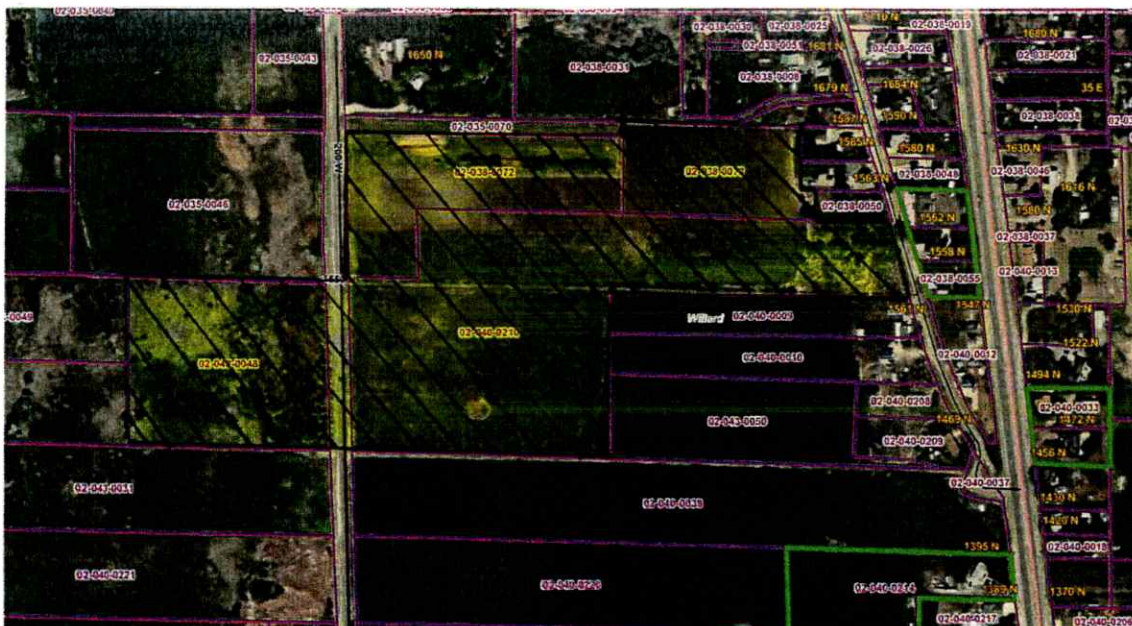
Information regarding this matter is available during business hours by contacting the Willard City Planner at 435-734-9881. Business hours are 8:00 a.m. to 5:00 p.m. Monday through Thursday and 8:00 a.m. to 12:00 p.m. on Friday.

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

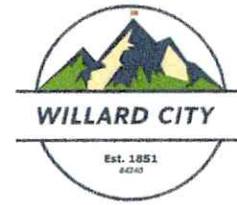
I, the undersigned duly appointed Deputy City Recorder for Willard City Corporation hereby certify that a copy of the foregoing notice and agenda was posted at the Willard City Hall; two other places in the community; on the State of Utah Public Meeting Notice website <http://www.utah.gov/pmn/index.html>; on the Willard City website www.willardcity.com; and sent to the Box Elder News Journal this 23rd day of April, 2026.

/s/Michelle Drago
Deputy City Recorder

NORTH ↑



**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

Printed: 03/19/2026

Willow Creek Estates

Permit/License #

02/23/2026 - 02/22/2027

1602814

Re-Zone

Reference Number

General

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

Application Status

Status

Under Review

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
4/7/2020 02-038-0073; 02-038-0072; 02-040-0210; 02-043-0048 10/17/2020 8.14/2020 40.00 acres	Approximately 1550 N 200 W	PUD	Residential 1/2 acre	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

/ 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	

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

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

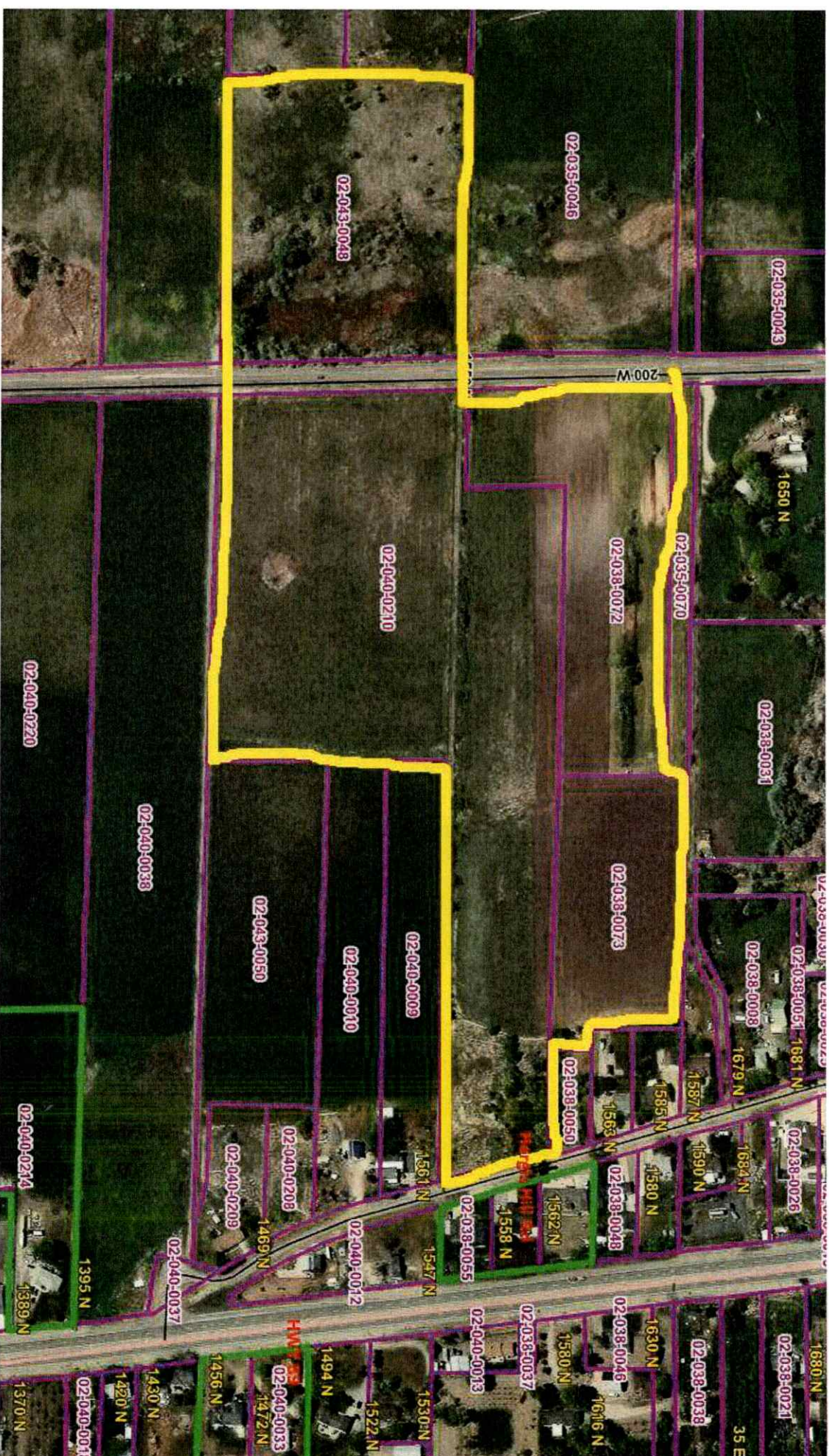
Add Item

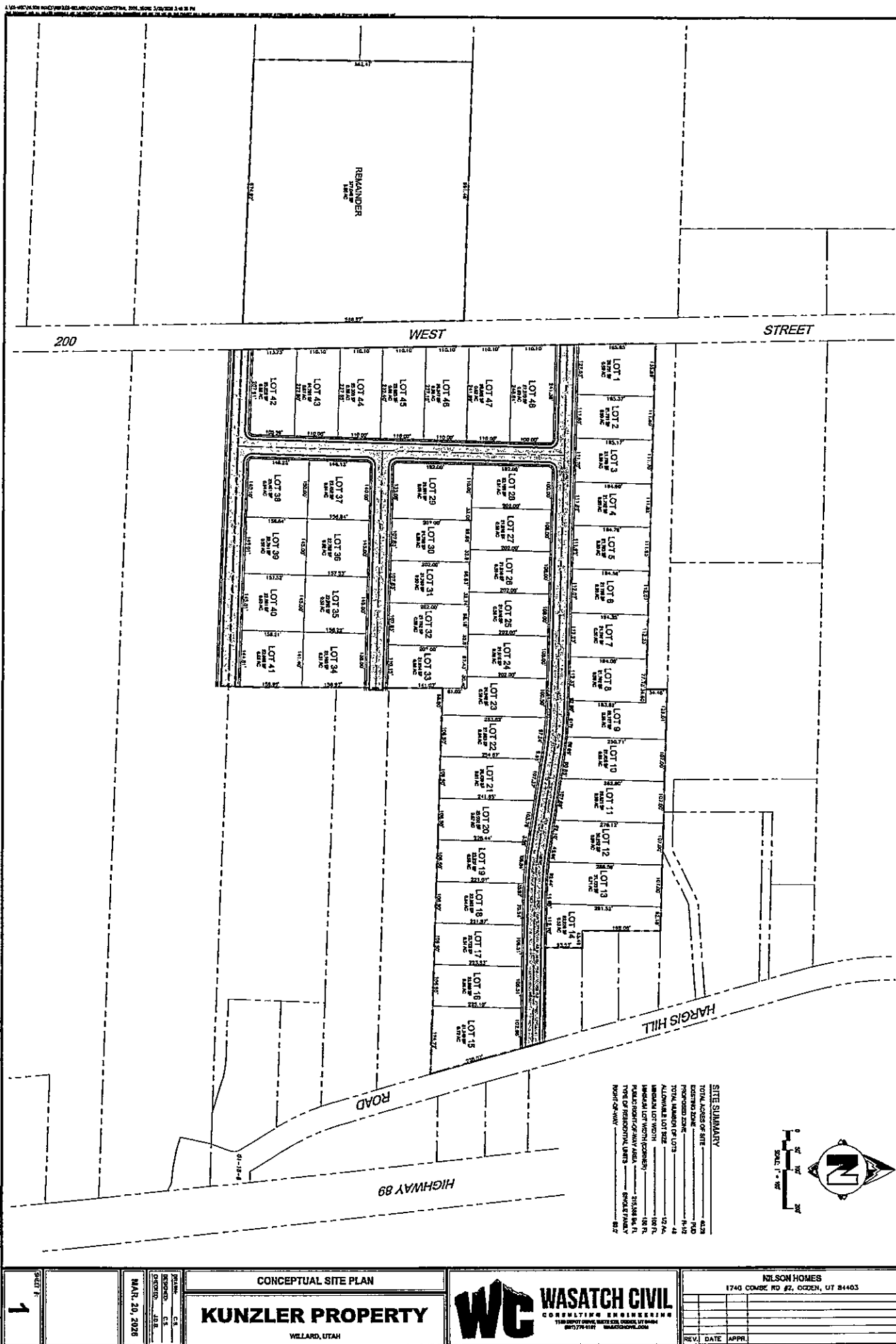
Payment Processor

Processor Used

Xpress Billpay

Transaction #





WILLARD CITY ORDINANCE NO. 2026-09

AN ORDINANCE AMENDING THE OFFICIAL ZONING MAP OF WILLARD CITY, UTAH, BY REZONING CERTAIN PROPERTY FROM AGRICULTURE 5 ZONE TO RESIDENTIAL 1/2 ZONE.

WHEREAS, Willard City, Utah (the "City"), is authorized under Utah Code Annotated Title 10, Chapter 20, to regulate land use within its jurisdiction; and

WHEREAS, an application for a zoning map amendment ("Rezone Application") was submitted by NILSON LAND DEVELOPMENT on behalf of KUNZLER LAND HOLDINGS LLC for the property located approximately at 1550 N 200 W, including parcels 02-038-0073; 02-038-0072; 02-040-0210; 02-043-0048 (the "Property"); and

WHEREAS, the proposed rezone is consistent with the goals and policies of the Willard City General Plan and promotes the orderly development of the city; and

WHEREAS, the Willard City Planning Commission held a duly noticed public hearing on April 2, 2026, reviewed the application, received public comment, and forwarded a favorable recommendation to the Willard City Council; and

WHEREAS, the Willard City Council held a duly noticed public meeting on May 14, 2026 and, after considering the recommendation of the Planning Commission, public input, and applicable land use regulations, determined that the proposed rezone is in the best interest of the health, safety, and welfare of the residents of Willard City.

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF WILLARD CITY, UTAH, AS FOLLOWS:

SECTION 1: AMENDMENT TO ZONING MAP

The Official Zoning Map of Willard City is hereby amended to rezone the following described property from A5 to R1/2:

Property Description:

02-038-0073

BEG 6.10 CHS W AND 3 CHS S OF SE COR OF SW/4 OF SEC 11, T 08N, R 02W, SLM, N 88°50' W 18.97 CHS, N 8.43 CHS, S 88°46' E 17.98 CHS, S 6°34' E 8.63 CHS TO BEG. LESS ROADS. SEC'S 11 & 14, T 08N, R 02W. LESS: [02-038-0043] BEG AT A PT ON W/L OF HARGIS HILL ROAD, W 765.51 FT & N 183.81 FT FROM S/4 COR OF SEC 11, W 263.15 FT, N 92.26 FT, S 90°00'00" E 236.06 FT TO W/L OF SD ROAD, S 15°42'49" E ALG SD LINE 100 FT TO POB. LESS: [02-038-0045] BEG AT A PT N 183.81 FT & W 765.51 FT FROM S/4 COR OF SEC 11, N 15°42'49" W 100 FT TO TRUE POB, N 15°42'49" W 100 FT, N 88°31'42" W 209.05 FT, S 00°00'00" E 101.63 FT, S 90°00'00" E 236.06 FT TO TRUE

POB. LESS: [02-038-0048] LOT 2, SAMUEL W KUNZLER MINOR SUB, DESC AS: BEG ON THE WESTERLY R/W LINE OF STATE HWY AT A PT 262.99 FT N & 485.31 FT N 89°03'53" W FROM THE S/4 COR OF SEC 11, T 08N, R 02W, SLM, TH S 06°18'39" E 100.89 FT ALG SD WESTERLY R/W LINE, N 89°03'53" W 235.90 FT TO THE EXISTING EASTERLY R/W LINE OF HARGIS HILL RD, N 15°51'04" W 104.45 FT ALONG SD EASTERLY R/W LINE, S 89°03'53" E 253.35 FT TO POB. LESS: [02-038-0049] LOT 1, KUNZLER MINOR SUB #1, DESC AS: BEG ON THE WESTERLY R/W LINE OF STATE HWY AT A PT 363 FT (5 CH) N AND 496.39 FT N 89° 03'53" W FROM THE S/4 CORNER OF SEC 11, T 08N, R 02W, SLM, S 06°18'39" E 100.81 FT ALONG SAID WESTERLY R/W LINE, N 89°03'53" W 253.35 FT TO THE EXISTING EASTERLY R/W LINE OF HARGIS HILL RD, N 15°51'04" W 104.45 FT ALONG SAID EASTERLY R/W TO ADJOINERS SOUTHERLY BOUNDARY LINE (#02-038 0036 & 0020), S 89°03'53" E 270.80 FT ALONG BOUNDARY LINE TO POB. LESS: [02-038-0050] DESC AS: PART SE/4 SEC 11 T8N R2W SLM, BEG AT PT ON NEWLY DEDICATED WLY R/W/L OF HARGIS HILL RD LOC S89°2'23W 717.00 FT ALG S/L SD SE/4 & N16°47' 26W 191.05 FT FRM SE COR SD SE/4, S16°47'26E 100.00 FT ALG SD R/W/L, S89°2'23W 241.82 FT, N0°0'0E 96. 22 FT, N89°2'23E 212.93 FT TO POB. LESS: [02-038-0053, 0054, 0055] LOTS 1,2,3 KUNZLER THREE LOT SUBD. [DOCUMENT #156385]. LESS: [02-040-0210] A PART OF THE SOUTHWEST QUARTER OF SECTION 11 AND A PART OF THE NORTHWEST QUARTER OF SECTION 14, TOWNSHIP 8 NORTH, RANGE 2 WEST OF THE SALT LAKE BASE AND MERIDIAN. BEGINNING AT A POINT ON THE EAST RIGHT-OF-WAY LINE OF 200 WEST STREET LOCATED 135.47 FEET SOUTH 89°45'50" EAST ALONG THE SOUTH LINE OF SAID SOUTHWEST QUARTER TO SAID EAST RIGHT-OF-WAY LINE, AND 114.15 FEET SOUTH 00°55'15" EAST ALONG SAID EAST RIGHT-OF-WAY LINE FROM THE SOUTHWEST CORNER OF SAID SECTION 11; RUNNING THENCE THE FOLLOWING FOUR (4) COURSES AND DISTANCES; (1) SOUTH 88°12'41" EAST 235.26 FEET; (2) NORTH 00°55'15" WEST 233.46 FEET; (3) SOUTH 88°12'41" EAST 1,307.77 FEET TO A SOUTHERLY EXTENSION OF THE WEST LINE OF THE SAMANTHA SHUPE PROPERTY, TAX ID. NO. 02-038- 0050; (4) NORTH 01°11'48" EAST 10.10 FEET TO THE SOUTHEAST CORNER OF SAID PROPERTY; THENCE SOUTH 89°45'49' EAST 240.98 FEET ALONG THE SOUTH LINE OF SAID PROPERTY TO THE WEST RIGHT-OF-WAY LINE OF HARGIS HILL ROAD; THENCE ALONG SAID WEST RIGHT-OF-WAY LINE THE FOLLOWING TWO (2) COURSES AND DISTANCES; (1) SOUTH 15°35'38" EAST 174.25 FEET; (2) SOUTH 16°29'10" EAST 126.73 FEET TO THE LARRY GRANT HOLMES PROPERTY, TAX ID. NO. 02-040-0009; THENCE ALONG THE BOUNDARY LINE OF SAID HOLMES PROPERTY THE FOLLOWING TWO (2) COURSES AND DISTANCES; (1) NORTH 88°12'41" WEST 989.02 FEET; (2) SOUTH 00°19'31" WEST 547.22 FEET ALONG THE WEST LINE OF SAID PROPERTY AND A SOUTHERLY EXTENSION TO THE ORMOND CONSTRUCTION INC. PROPERTY, TAX ID. NO. 02-040-0038; THENCE NORTH 87°54'46" WEST 862.13 FEET TO THE NORTHWEST CORNER OF SAID ORMOND PROPERTY BEING A POLNT ON THE SAID EAST RIGHT-OF-WAY LINE OF 200 WEST STREET; THENCE NORTH 00°55'15" WEST 580.00 FEET ALONG SAID EAST RIGHT- OF-WAY LINE TO THE POINT OF BEGINNING.

02-038-0072

BEG SW CORNER OF SEC 11, T 08N, R 02W, SLBM. THENCE NORTH 5.57 CHS; S 88°46'00" E 15.40 CHS; SOUTH 8.34 CHS; N 88°50'00" W 15.40 CHS M/L TO SEC LINE BETWEEN SEC 14 & 15, SD TOWNSHIP AND RANGE ABOVE WRITTEN; NORTH 2.78 CHS TO BEG. LESS: RR R/W CONTAINED IN SECTIONS 11 & 14, T 08N, R 02W, SLBM. LESS [02-040-0210]: A PART OF THE SOUTHWEST QUARTER OF SECTION 11 AND A PART OF THE NORTHWEST QUARTER OF SECTION 14, TOWNSHIP 8 NORTH, RANGE 2 WEST OF THE SALT LAKE BASE AND MERIDIAN. BEGINNING AT A POINT ON THE EAST RIGHT-OF-WAY LINE OF 200 WEST STREET LOCATED 135.47 FEET SOUTH 89°45'50" EAST ALONG THE SOUTH LINE OF SAID SOUTHWEST QUARTER TO SAID EAST RIGHT-OF-WAY LINE, AND 114.15 FEET SOUTH 00°55'15" EAST ALONG SAID EAST RIGHT-OF-WAY LINE FROM THE SOUTHWEST CORNER OF SAID SECTION 11; RUNNING THENCE THE FOLLOWING FOUR (4) COURSES AND DISTANCES; (1) SOUTH 88°12'41" EAST 235.26 FEET; (2) NORTH 00°55'15" WEST 233.46 FEET; (3) SOUTH 88°12'41" EAST 1,307.77 FEET TO A SOUTHERLY EXTENSION OF THE WEST LINE OF THE SAMANTHA SHUPE PROPERTY, TAX ID. NO. 02-038-0050; (4) NORTH 01°11'48" EAST 10.10 FEET TO THE SOUTHEAST CORNER OF SAID PROPERTY; THENCE SOUTH 89°45'49" EAST 240.98 FEET ALONG THE SOUTH LINE OF SAID PROPERTY TO THE WEST RIGHT-OF-WAY LINE OF HARGIS HILL ROAD; THENCE ALONG SAID WEST RIGHT-OF-WAY LINE THE FOLLOWING TWO (2) COURSES AND DISTANCES; (1) SOUTH 15°35'38" EAST 174.25 FEET; (2) SOUTH 16°29'10" EAST 126.73 FEET TO THE LARRY GRANT HOLMES PROPERTY, TAX ID. NO. 02-040-0009; THENCE ALONG THE BOUNDARY LINE OF SAID HOLMES PROPERTY THE FOLLOWING TWO (2) COURSES AND DISTANCES; (1) NORTH 88°12'41" WEST 989.02 FEET; (2) SOUTH 00°19'31" WEST 547.22 FEET ALONG THE WEST LINE OF SAID PROPERTY AND A SOUTHERLY EXTENSION TO THE ORMOND CONSTRUCTION INC. PROPERTY, TAX ID. NO. 02-040-0038; THENCE NORTH 87°54'46" WEST 862.13 FEET TO THE NORTHWEST CORNER OF SAID ORMOND PROPERTY BEING A POINT ON THE SAID EAST RIGHT-OF-WAY LINE OF 200 WEST STREET; THENCE NORTH 00°55'15" WEST 580.00 FEET ALONG SAID EAST RIGHT-OF-WAY LINE TO THE POINT OF BEGINNING.

02-040-0210

A PART OF THE SOUTHWEST QUARTER OF SECTION 11 AND A PART OF THE NORTHWEST QUARTER OF SECTION 14, TOWNSHIP 8 NORTH, RANGE 2 WEST OF THE SALT LAKE BASE AND MERIDIAN. BEGINNING AT A POINT ON THE EAST RIGHT-OF-WAY LINE OF 200 WEST STREET LOCATED 135.47 FEET SOUTH 89°45'50" EAST ALONG THE SOUTH LINE OF SAID SOUTHWEST QUARTER TO SAID EAST RIGHT-OF-WAY LINE, AND 114.15 FEET SOUTH 00°55'15" EAST ALONG SAID EAST RIGHT-OF-WAY LINE FROM THE SOUTHWEST CORNER OF SAID SECTION 11; RUNNING THENCE THE FOLLOWING FOUR (4) COURSES AND DISTANCES; (1) SOUTH 88°12'41" EAST 235.26 FEET; (2) NORTH 00°55'15" WEST 233.46 FEET; (3) SOUTH 88°12'41" EAST 1,307.77 FEET TO A SOUTHERLY EXTENSION OF THE WEST LINE OF THE SAMANTHA SHUPE PROPERTY, TAX ID. NO. 02-038-0050; (4) NORTH 01°11'48" EAST 10.10 FEET TO THE SOUTHEAST CORNER OF SAID PROPERTY; THENCE SOUTH 89°45'49" EAST 240.98 FEET ALONG THE SOUTH LINE OF SAID PROPERTY TO THE WEST RIGHT-OF-WAY LINE OF HARGIS HILL ROAD; THENCE

ALONG SAID WEST RIGHT-OF-WAY LINE THE FOLLOWING TWO (2) COURSES AND DISTANCES; (1) SOUTH 15°35'38" EAST 174.25 FEET; (2) SOUTH 16°29'10" EAST 126.73 FEET TO THE LARRY GRANT HOLMES PROPERTY, TAX ID. NO. 02-040-0009; THENCE ALONG THE BOUNDARY LINE OF SAID HOLMES PROPERTY THE FOLLOWING TWO (2) COURSES AND DISTANCES; (1) NORTH 88°12'41" WEST 989.02 FEET; (2) SOUTH 00°19'31" WEST 547.22 FEET ALONG THE WEST LINE OF SAID PROPERTY AND A SOUTHERLY EXTENSION TO THE ORMOND CONSTRUCTION INC. PROPERTY, TAX ID. NO. 02-040-0038; THENCE NORTH 87°54'46" WEST 862.13 FEET TO THE NORTHWEST CORNER OF SAID ORMOND PROPERTY BEING A POINT ON THE SAID EAST RIGHT-OF-WAY LINE OF 200 WEST STREET; THENCE NORTH 00°55'15" WEST 580.00 FEET ALONG SAID EAST RIGHT-OF-WAY LINE TO THE POINT OF BEGINNING.

02-043-0048

A PART OF THE NORTHWEST QUARTER OF SECTION 14 AND A PART OF THE NORTHEAST QUARTER OF SECTION 15, TOWNSHIP 8 NORTH, RANGE 2 WEST OF THE SALT LAKE BASE AND MERIDIAN. BEGINNING AT A POINT ON THE WEST RIGHT-OF-WAY LINE OF 200 WEST STREET LOCATED 69.40 FEET SOUTH 89°45'50" EAST ALONG THE NORTH LINE OF SAID NORTHWEST QUARTER TO SAID WEST RIGHT-OF-WAY LINE, AND 125.03 FEET SOUTH 00°55'15" EAST ALONG SAID WEST RIGHT-OF-WAY LINE FROM THE NORTHWEST CORNER OF SAID SECTION 14; RUNNING THENCE ALONG SAID WEST RIGHT-OF-WAY LINE SOUTH 00°55'15" EAST 566.97 FEET TO THE NORTH LINE OF THE ORMOND CONSTRUCTION INC. PROPERTY, TAX ID. NO. 02-043- 0031; THENCE ALONG THE NORTH LINE OF SAID PROPERTY NORTH 87°54'43" WEST 674.91 FEET; THENCE LEAVING SAID NORTH LINE NORTH 00°25'35" EAST 562.47 FEET; THENCE SOUTH 88°15'16" EAST 661.48 FEET TO THE POINT OF BEGINNING.

SECTION 2: EFFECTIVE DATE

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

SECTION 3: SEVERABILITY

If any section, clause, or provision of this Ordinance is found to be invalid or unenforceable by a court of competent jurisdiction, such invalidity shall not affect the remaining provisions, which shall continue in full force and effect.

PASSED AND ADOPTED this ____ day of _____ 2026.

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

WILLARD CITY

ATTEST:

Willard City Recorder

Travis Mote, Willard City Mayor

ITEM 5D



WILLARD CITY

Planning Commission Meeting – Regular Meeting

Thursday, April 16, 2026 – 6:30 p.m.

Willard City Hall – 80 West 50 South

Willard, Utah 84340

- 147 5C. CONSIDERATION AND RECOMMENDATION REGARDING APPROVAL OF THE DRAFT
148 ECONOMIC DEVELOPMENT STRATEGIC PLAN (CONTINUED FROM FEBRUARY 19, MARCH
149 5, MARCH 19, AND APRIL 2, 2026)
150

151 Time Stamp: 28:53 – 04/16/2026
152

153 Jeremy Kimpton stated that the administration had verified that Willard did collect sales tax and transient
154 tax revenue from Willard Bay State Park. It appeared that about two-thirds of the revenue from Willard Bay
155 State Park was from sales tax; one-third came from the transient tax generated by the campground.
156

157 Madison Brown stated that she had met with Box Elder County Planning. Their zoning map was pretty
158 consistent with the future land use map of South Willard that the Planning Commission put together. The
159 major difference was the area west of Interstate 15. Willard designated it as future residential. Box Elder
160 County had identified it as agricultural due to the lack of utilities. Box Elder County and Willard both agreed
161 that commercial should develop along Highway 89 over time. After the discussion with Box Elder County,
162 the administration felt it was reasonable to leave South Willard in the Economic Development Strategic
163 Plan.
164

165 Ms. Brown said that annexation of South Willard was also addressed during the meeting with Box Elder
166 County Planning. Box Elder County felt that Willard should continue annexing islands as applications were
167 made until South Willard was willing to incorporate or join with Willard.
168

169 Ms. Brown stated that the Economic Development Strategic Plan was supposed to be reviewed every five
170 years. The situation regarding South Willard might change in the next five years.
171

172 **Commissioner Baker moved to recommend that the City Council approve the draft Economic**
173 **Development Strategic Plan. Commissioner Bodily seconded the motion. All voted “aye.” The**
174 **motion passed unanimously.**
175

- 176 5D. REVIEW CONDITIONAL USE PERMIT ISSUED TO GRANITE CONSTRUCTION COMPANY ON
177 NOVEMBER 3, 2015, FOR A GRAVEL PIT LOCATED AT 300 EAST 750 NORTH (PARCEL NO.
178 02-045-0005)
179

180 Time Stamp: 35:30 – 04/16/2026
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PUBLIC
FINANCE
ADVISORS

LEWIS | ROBERTSON | BURNINGHAM

WILLARD CITY, UTAH

DECEMBER 2025

DRAFT ECONOMIC DEVELOPMENT
STRATEGIC PLAN

PREPARED BY:

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

TABLE OF CONTENTS

SECTION 1. EXECUTIVE SUMMARY..... 3

SECTION 2. SOCIOECONOMIC AND DEMOGRAPHICS ANALYSIS 5

 HISTORIC POPULATION5

 POPULATION PROJECTION6

 AGE.....7

 EMPLOYMENT8

 RESIDENTIAL BUILDING PERMITS AND NEW COMMERCIAL VALUATION.....10

 EDUCATION10

 HOUSEHOLDS.....11

 INCOME11

SECTION 3. ANALYSIS OF TAXABLE SALES..... 13

 METHODOLOGY13

 SALES TAX LEAKAGE ANALYSIS13

 OVERVIEW24

SECTION 4. MARKET ANALYSIS..... 26

 EXISTING CONDITIONS.....26

 SUPPORTABLE COMMERCIAL ZONING32

 BARRIERS TO ENTRY34

SECTION 5. STAKEHOLDER OUTREACH AND SWOT 37

 SITE ANALYSIS37

SECTION 6. ECONOMIC DEVELOPMENT STRATEGIC PLAN 41

 PROPOSED ECONOMIC DEVELOPEMENT STRATEGIES41

SECTION 7. ADDITIONAL FINANCIAL TOOLS 44



SECTION 1. EXECUTIVE SUMMARY

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

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

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



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

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

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

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



SECTION 2. SOCIOECONOMIC AND DEMOGRAPHICS ANALYSIS

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

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

HISTORIC POPULATION

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

TABLE 2.1: HISTORIC CENSUS POPULATION

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

Source: US Census Bureau, 2010 and 2020 Census Redistricting Data (PL 94-171)

US Census Bureau, American Community Survey 5-Year Estimates (DP05)

TABLE 2.1: CONT.

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

Source: US Census Bureau, 2010 and 2020 Census Redistricting Data (PL 94-171)

US Census Bureau, American Community Survey 5-Year Estimates (DP05)

¹ Source: Willard General Plan, Figure 17



POPULATION PROJECTION

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

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

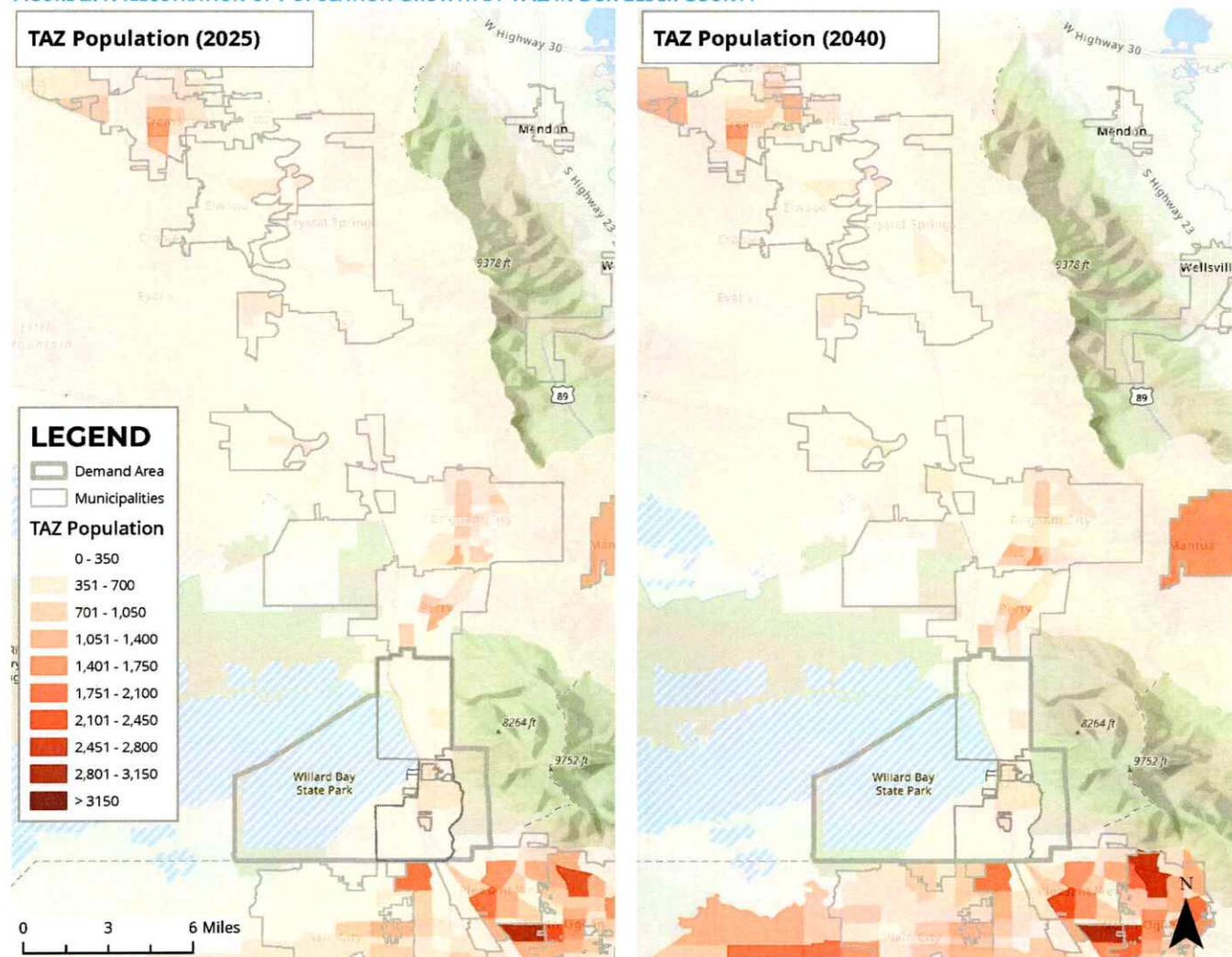


Table 2.2 illustrates historic redistricting Census for Willard and South Willard, while **Table 2.3** shows 2023 TAZ projected growth through 2040. The TAZ projections start higher than the comparable data beginning in 2024 through the projected horizon.

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

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

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

TABLE 2.2: CENSUS PROJECTIONS (CONT.)

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

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

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

Source: Wasatch Front Regional Council, Traffic Area Zone Projections

TABLE 2.3: TAZ PROJECTIONS (CONT.)

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

Source: Wasatch Front Regional Council, Traffic Area Zone Projections

AGE

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

FIGURE 2.2: WILLARD AREA - AGE DISTRIBUTION

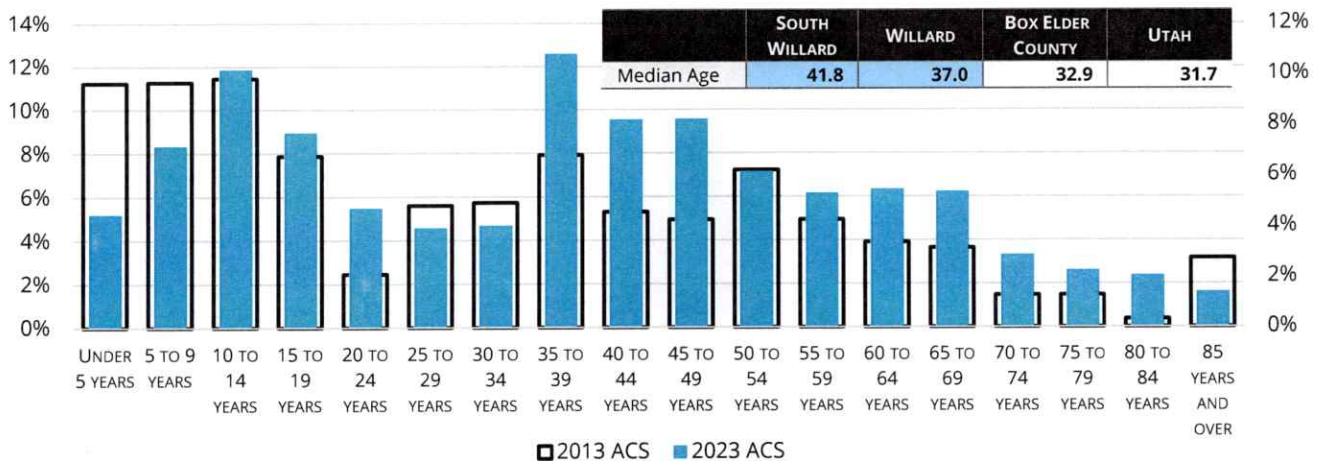
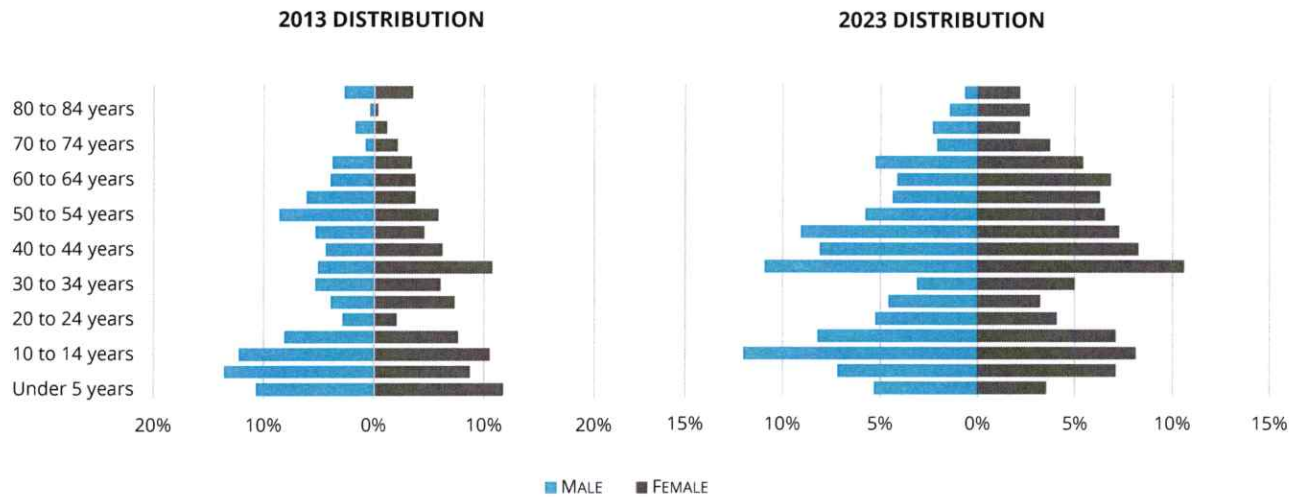


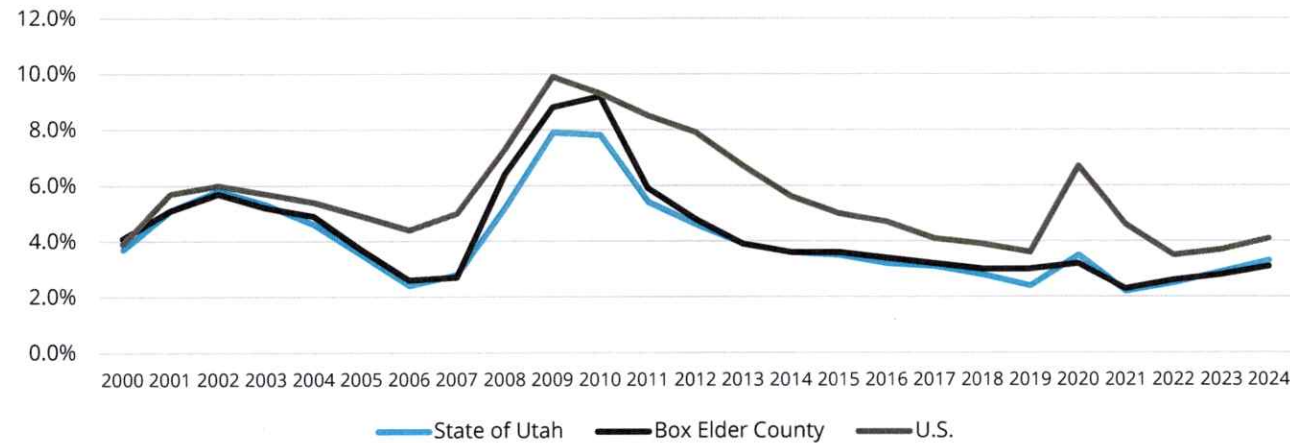
FIGURE 2.3: WILLARD AREA - AGE DISTRIBUTION BY SEX



EMPLOYMENT

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

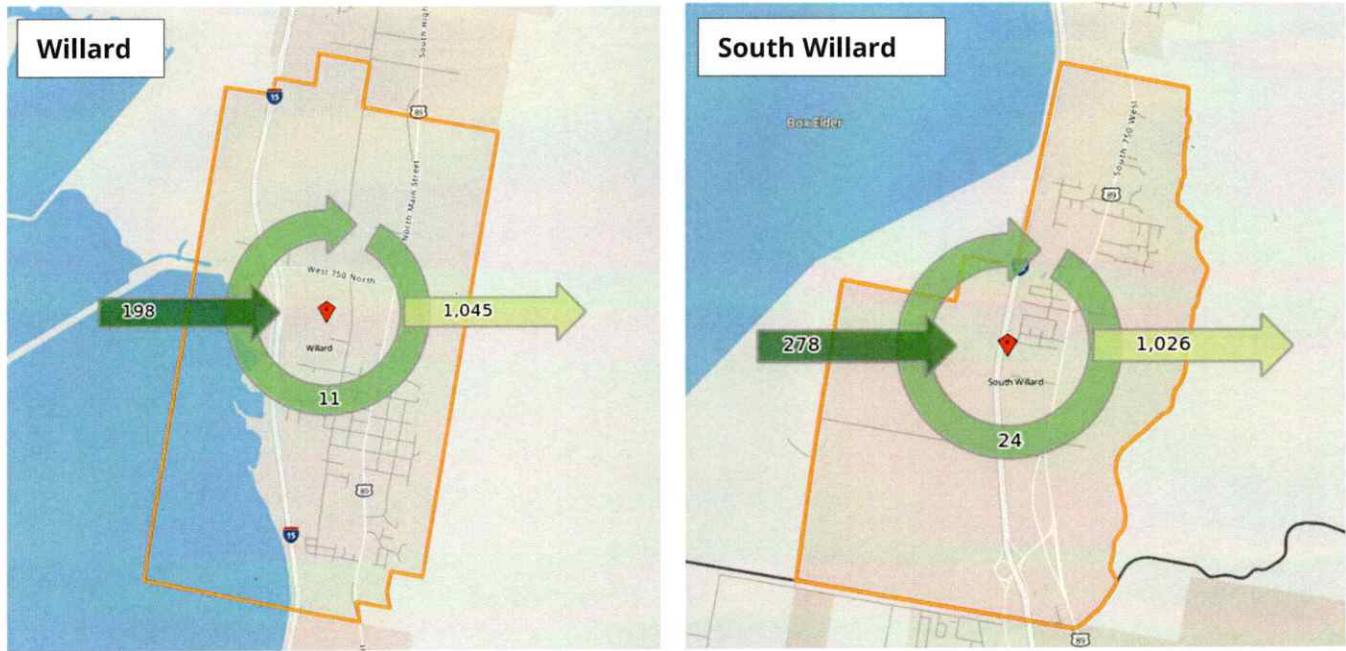
FIGURE 2.4: BOX ELDER COUNTY HISTORIC UNEMPLOYMENT RATE



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



FIGURE 2.5: US CENSUS 2022 ON THE MAP DATA ILLUSTRATION



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

TABLE 2.4: BOX ELDER COUNTY EMPLOYMENT PROJECTION

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

Source: Wasatch Front Regional Council, Traffic Area Zone Projections

RESIDENTIAL BUILDING PERMITS AND NEW COMMERCIAL VALUATION

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

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

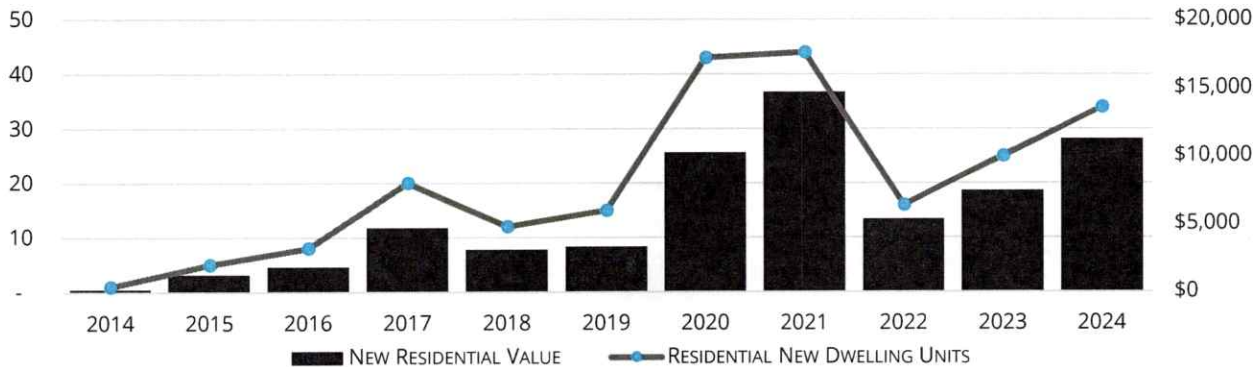
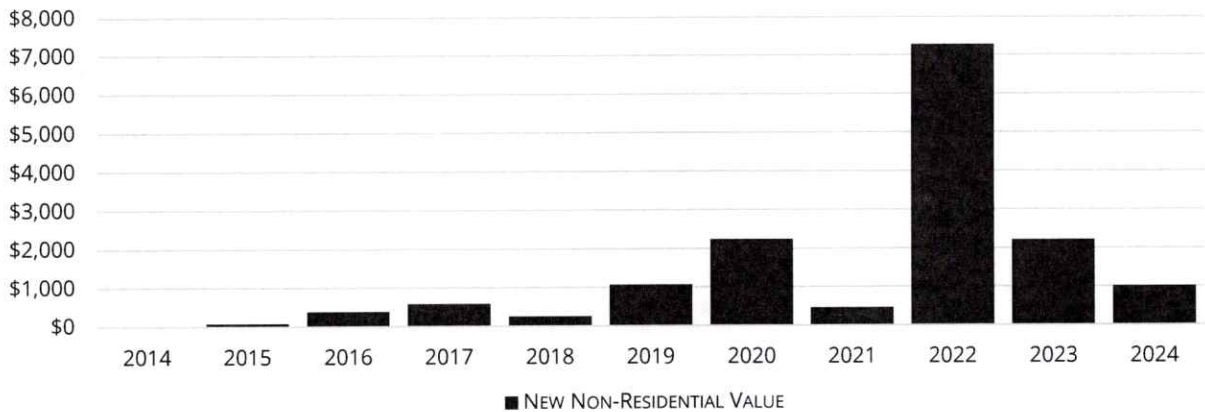


FIGURE 2.7: WILLARD CITY NEW COMMERCIAL VALUE (\$000)



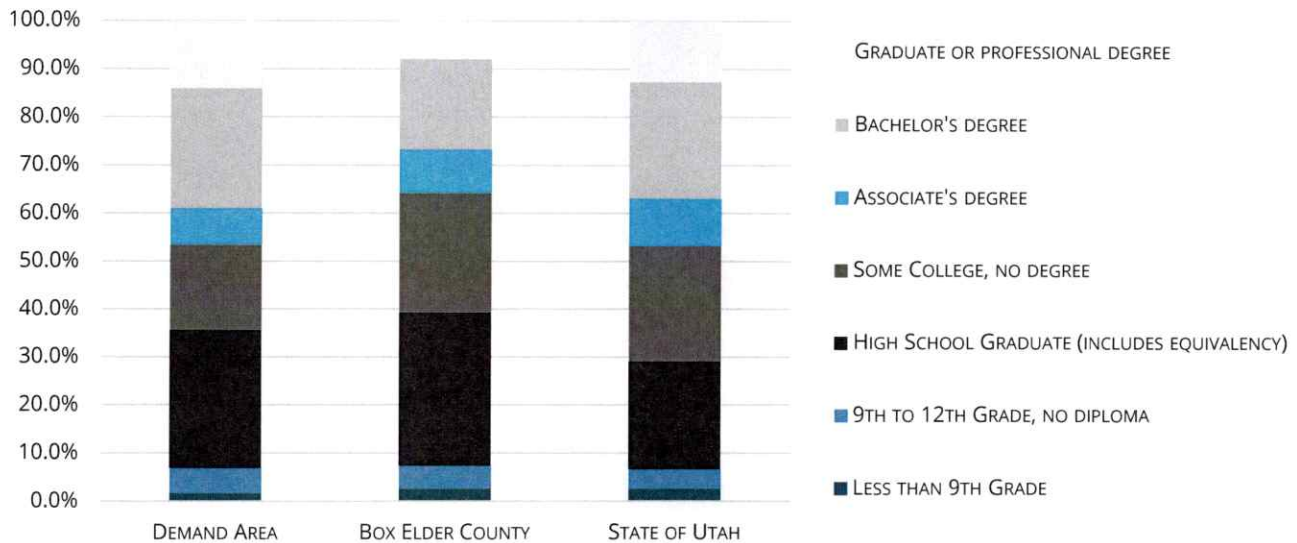
EDUCATION

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

² South Willard data not available.
³ Ivory-Boyer Construction Database.
⁴ Rocket Homes. (2025, April). Median List Price. Retrieved from <https://www.rockethomes.com/real-estate-trends/ut/willard>;
Redfin. (2025, April). Willard, UT Housing Market. Retrieved from <https://www.redfin.com/city/20806/UT/Willard/housing-market>



FIGURE 2.8: WILLARD AREA EDUCATIONAL ATTAINMENT



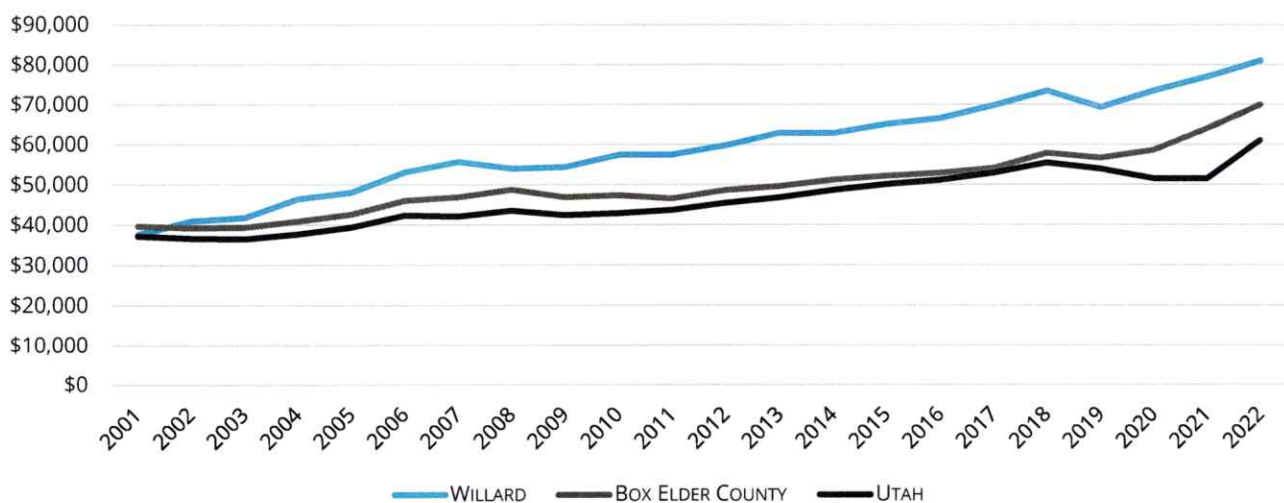
HOUSEHOLDS

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

INCOME

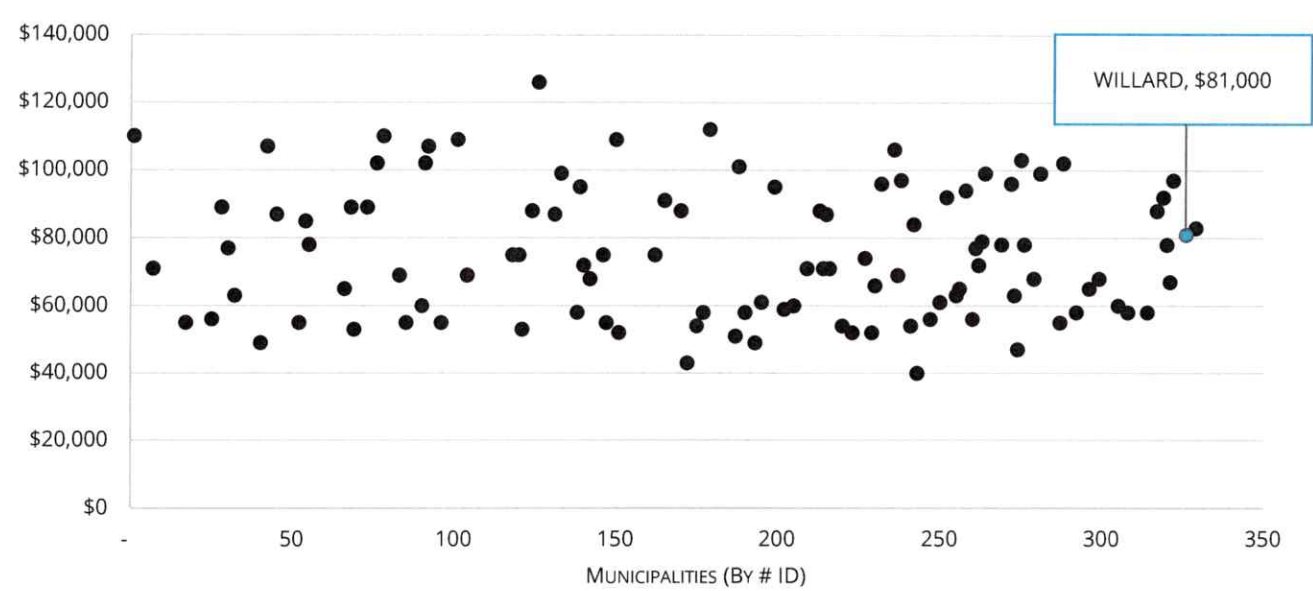
The Utah median adjusted gross income (MAGI) represents an individual's total gross income minus specific tax deductions. **Figure 2.11** illustrates the historic MAGI and corresponding increase. As of 2020, the Utah State Tax Commission reports Willard's MAGI was \$81,000.⁵ The Willard MAGI was slightly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

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



⁵ South Willard data not available.

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



SECTION 3. ANALYSIS OF TAXABLE SALES

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

METHODOLOGY

SALES TAX DATA

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

INCOME DATA

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

POPULATION DATA

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

SALES TAX LEAKAGE ANALYSIS

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



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

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

RETAIL SALES

RETAIL TRADE

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

TABLE 3.1: RETAIL TRADE SALES LEAKAGE SUMMARY

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

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

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

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

WHOLESALE TRADE

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

TABLE 3.2: WHOLESALE TRADE SALES LEAKAGE SUMMARY

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



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

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

INDUSTRY SALES

AGRICULTURE, FORESTRY, FISHING, AND HUNTING

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

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

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

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

CONSTRUCTION

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



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

TABLE 3.4: CONSTRUCTION SALES LEAKAGE SUMMARY

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

Potential Opportunities: Construction of Buildings and Specialty Trade Contractors.

INFORMATION

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

TABLE 3.5: INFORMATION SALES LEAKAGE SUMMARY

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

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

MANUFACTURING

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

TABLE 3.6: MANUFACTURING SALES LEAKAGE SUMMARY

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

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

MINING, QUARRYING, AND OIL AND GAS EXTRACTION

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

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

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



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

TRANSPORTATION AND WAREHOUSING

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

TABLE 3.8: TRANSPORTATION AND WAREHOUSING SALES LEAKAGE SUMMARY

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

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

UTILITIES

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

TABLE 3.9: UTILITIES SALES LEAKAGE SUMMARY

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

Potential Opportunities: Water, Sewage & Other Systems.



SERVICE SALES

ACCOMMODATION AND FOOD SERVICES

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

TABLE 3.10: ACCOMMODATION AND FOOD SERVICES SALES LEAKAGE SUMMARY

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

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

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

ADMINISTRATIVE AND SUPPORT AND WASTE MANAGEMENT AND REMEDIATION SERVICES

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

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

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

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

ARTS, ENTERTAINMENT, AND RECREATION

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

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

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

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

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

EDUCATIONAL SERVICES

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

TABLE 3.13: EDUCATION SALES LEAKAGE SUMMARY

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

FINANCE AND INSURANCE

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

TABLE 3.14: FINANCE AND INSURANCE SALES LEAKAGE SUMMARY

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

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

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



HEALTH CARE AND SOCIAL ASSISTANCE

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

TABLE 3.15: HEALTH CARE AND SOCIAL ASSISTANCE SALES LEAKAGE SUMMARY

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

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

MANAGEMENT OF COMPANIES AND ENTERPRISES

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

TABLE 3.16: MANAGEMENT OF COMPANIES AND ENTERPRISES SALES LEAKAGE SUMMARY

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

PROFESSIONAL, SCIENTIFIC, AND TECHNICAL SERVICES

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

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

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

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

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

REAL ESTATE AND RENTAL AND LEASING

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

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

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

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

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

OTHER SERVICES (EXCEPT PUBLIC ADMINISTRATION)

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

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

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



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

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

OVERVIEW

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

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

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



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



SECTION 4. MARKET ANALYSIS

EXISTING CONDITIONS

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

PROPERTY TAX

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

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

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

TABLE 4.1: TAX RATE COMPARISONS AMONG BOX ELDER COUNTY COMMUNITIES

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

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

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



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

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

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

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

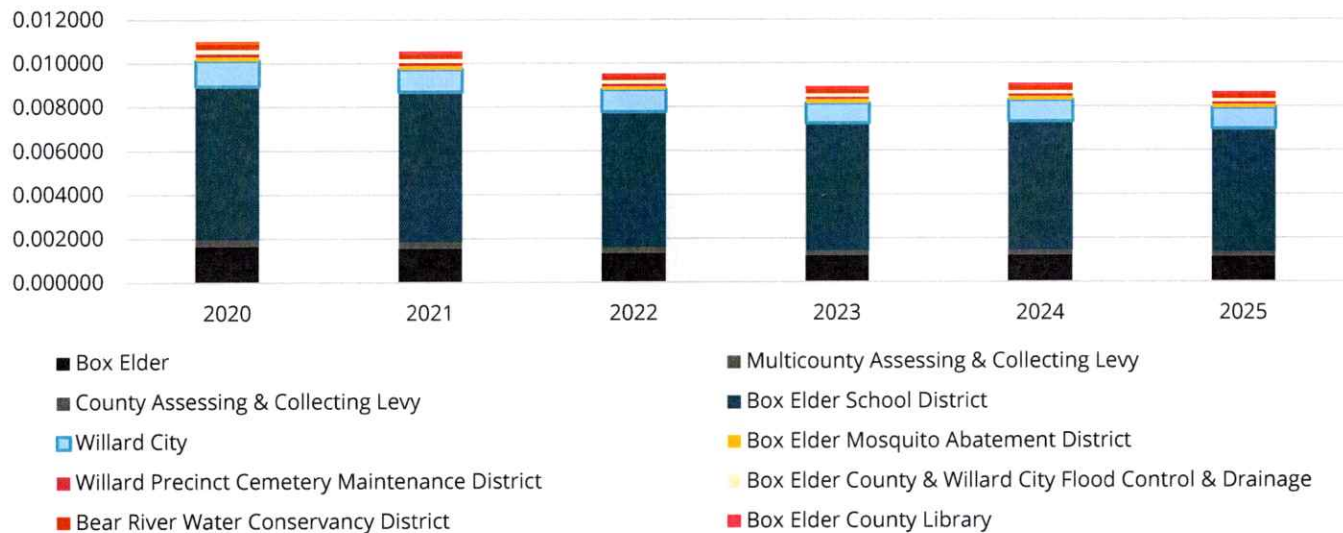
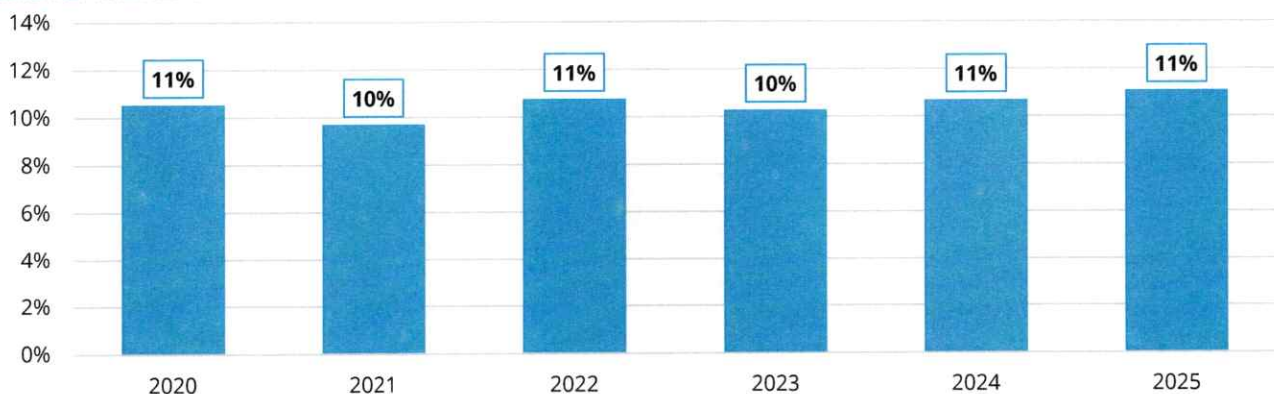


FIGURE 4.2: WILLARD CITY TAX RATE AS A PERCENT OF TOTAL TAX AREA 132



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



LAND USE AND ZONING

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

TABLE 4.2: DISTRIBUTION OF LAND USE TYPES WITHIN WILLARD

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

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

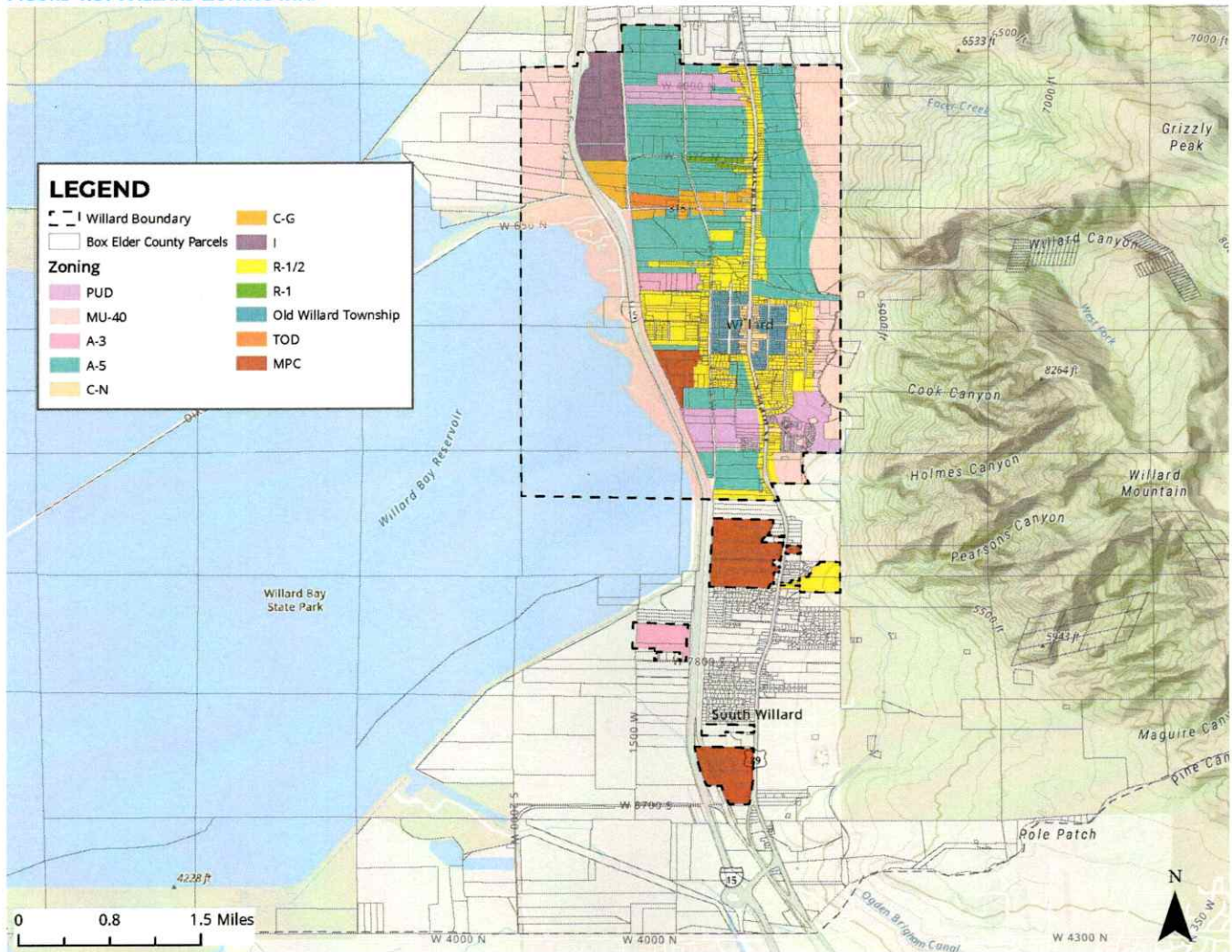
Similarly, the distribution of land uses in South Willard illustrates a concentration of residential development, with nearly 65 percent of the market value and 71 percent of the taxable value attributed to primary residential property types.

TABLE 4.3: DISTRIBUTION OF LAND USE TYPES WITHIN SOUTH WILLARD

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

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

FIGURE 4.3: WILLARD ZONING MAP



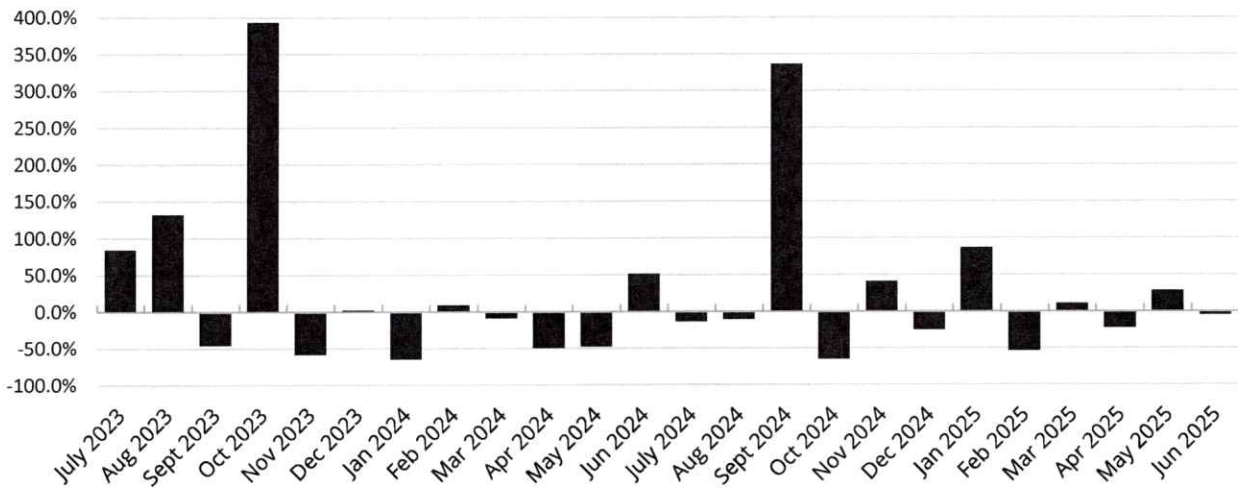
AADT GROWTH

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

WILLARD BAY VISITATION

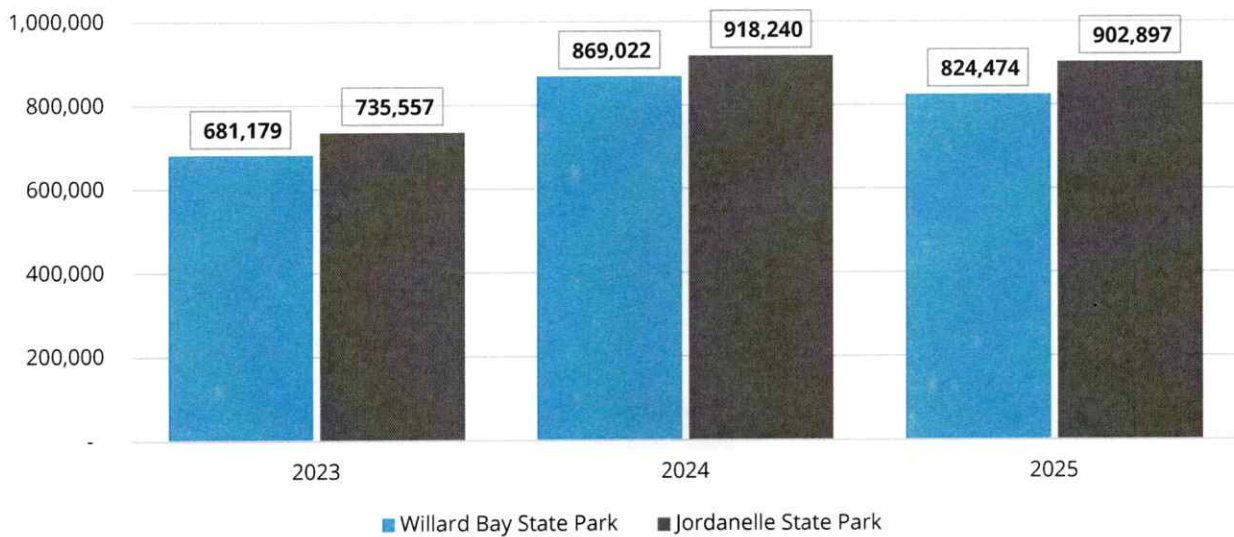
Willard Bay, a top 5 state park with 824,000 visitors during fiscal year (FY) 2025, is one of Willard's biggest attractions to visitors. A comparison of monthly visitation trends for Willard Bay illustrates the annual percent change from FY 2023 to FY 2025, as shown in **Figure 4.4**. Notable shifts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

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



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

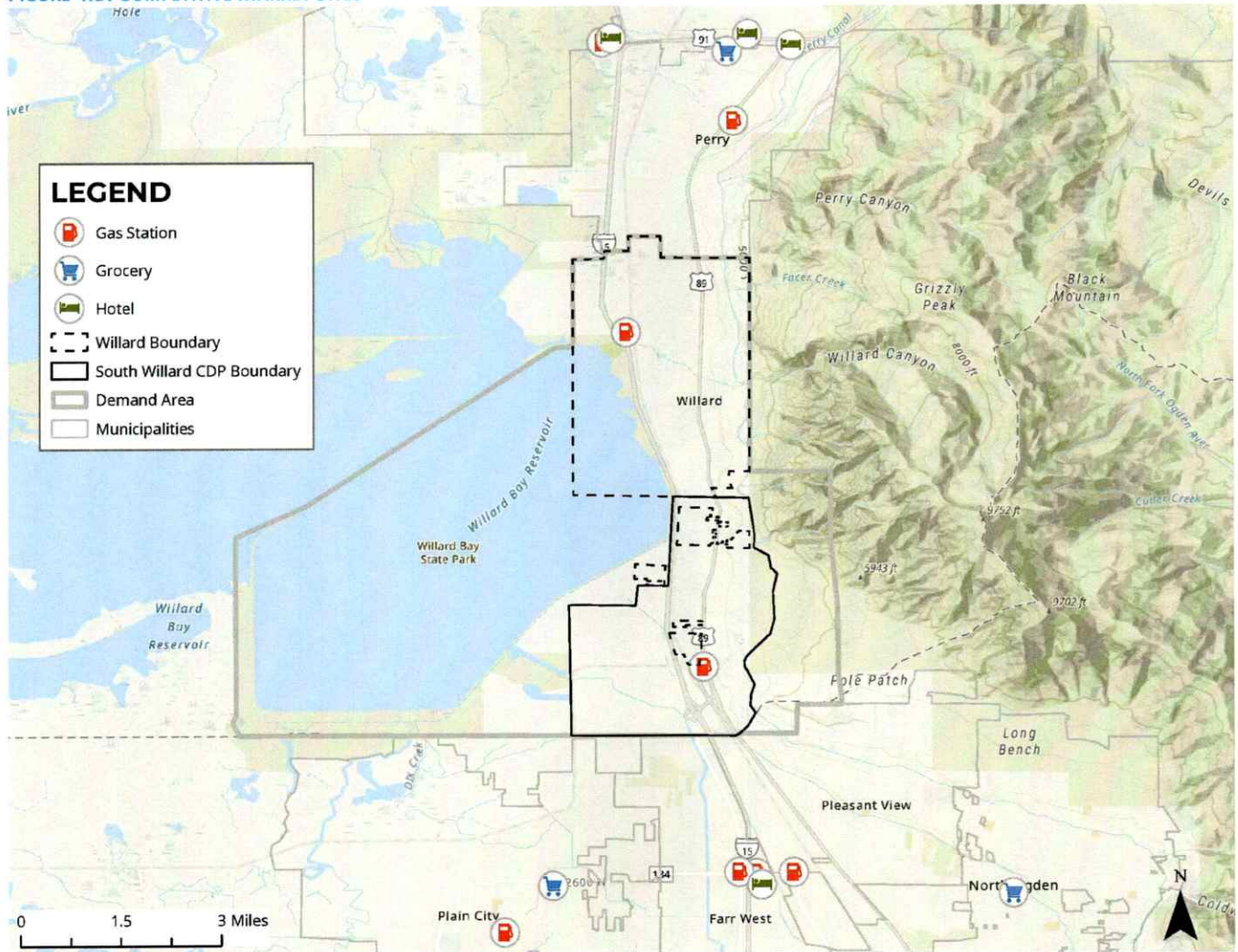
FIGURE 4.5: COMPARISON OF VISITATION (WILLARD BAY AND JORDANELLE STATE PARKS)



COMPETITIVE MARKET SITES

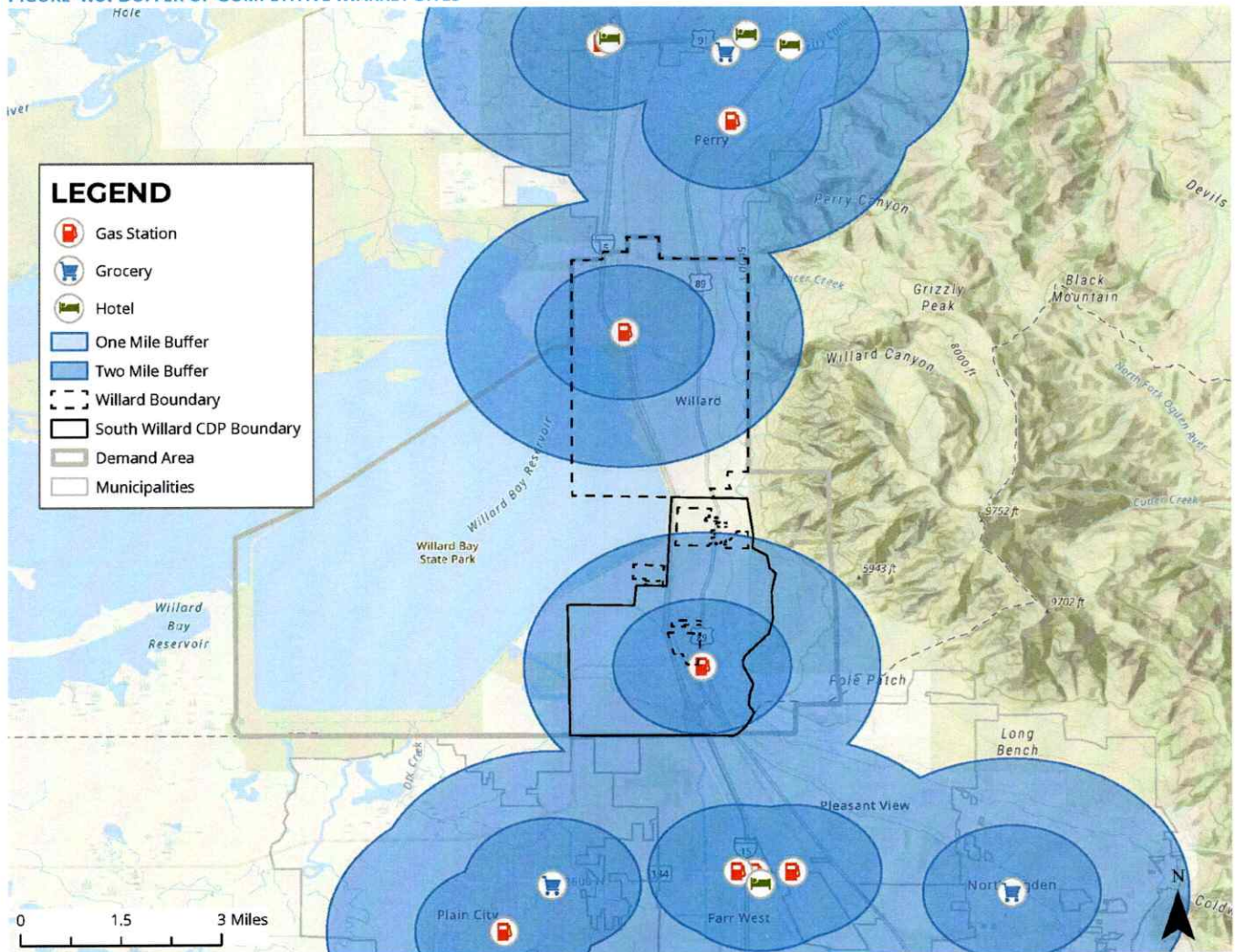
Discussions with stakeholders pointed to three potential markets compatible with the Plan's development goals: gasoline stations, food and grocery stores, and overnight accommodation. This following analysis identifies the surrounding gasoline stations, food and grocery stores, and overnight accommodation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

FIGURE 4.5: COMPETITIVE MARKET SITES



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

FIGURE 4.6: BUFFER OF COMPETITIVE MARKET SITES



SUPPORTABLE COMMERCIAL ZONING

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

EXAMPLE OF SUPPORTABLE COMMERCIAL DEVELOPMENT (NEIGHBORHOOD SCALE RETAIL)



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

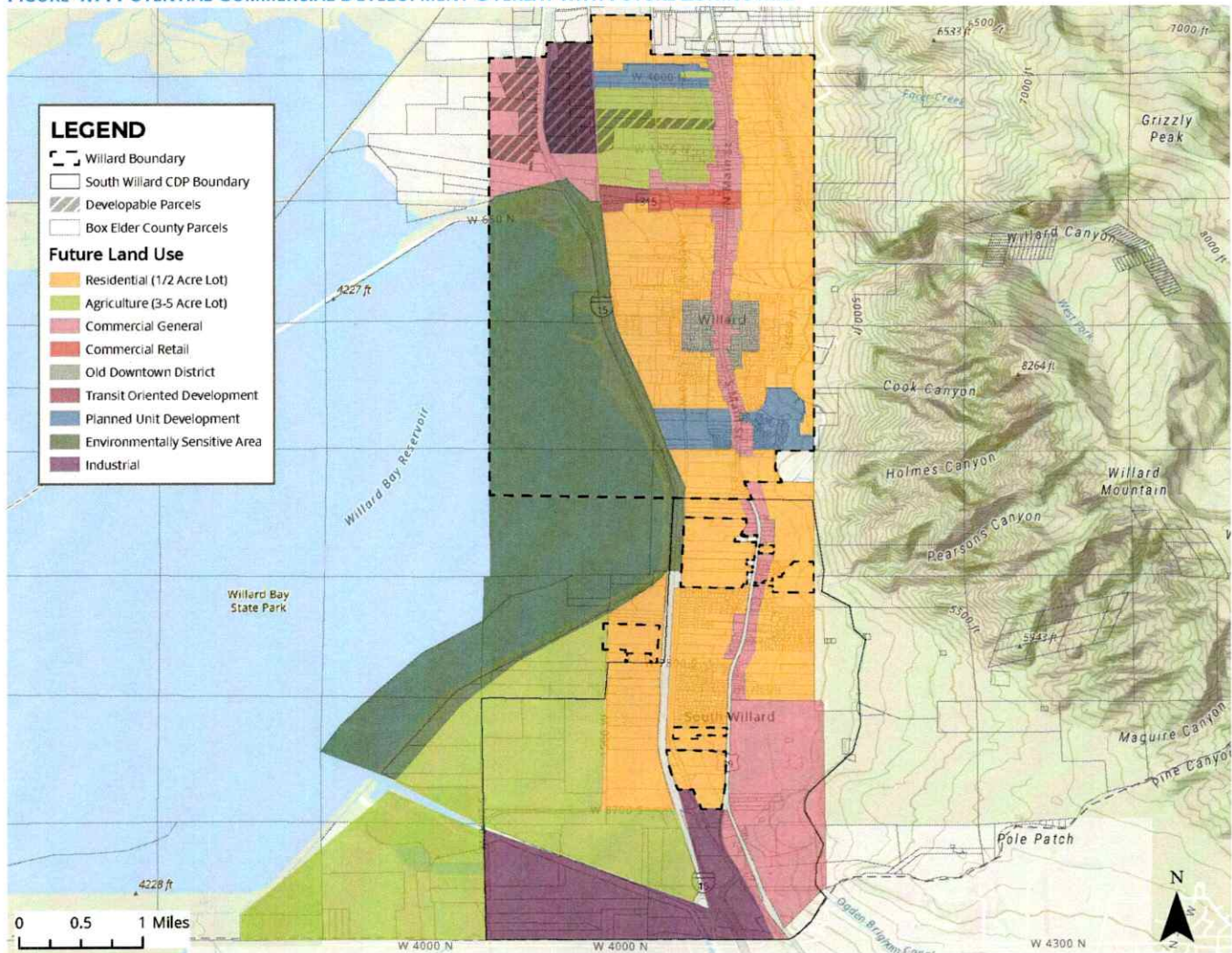
TABLE 4.4: SUPPORTABLE COMMERCIAL ZONING BASED ON PER HOUSEHOLD SPENDING

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

FUTURE COMMERCIAL DEVELOPMENT

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

FIGURE 4.7: POTENTIAL COMMERCIAL DEVELOPMENT OVERLAY WITH FUTURE ZONING MAP



BARRIERS TO ENTRY

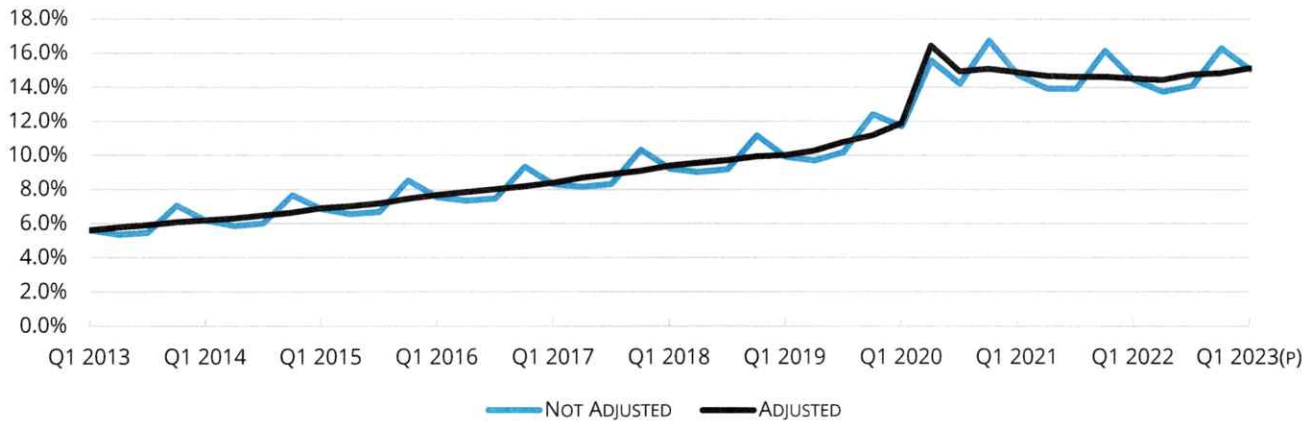
Some commercial development may be impacted by factors that serve as barriers toward unconstrained commercial growth within the community. These barriers may include growth in online sales, City ordinances, development costs, or geographic challenges. Future commercial development in Willard and South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

SHIFT TO ONLINE SALES

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

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

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



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

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

LAND COST

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

TABLE 4.5: COMPARISON OF MARKET LAND VALUES

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

Source: Box Elder County Parcels

DEVELOPMENT COST: IMPACT FEES

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

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

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

LOWER POPULATION AND ROOFTOPS

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



SECTION 5. STAKEHOLDER OUTREACH AND SWOT

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

TABLE 5.1: SWOT ANALYSIS DESIGN

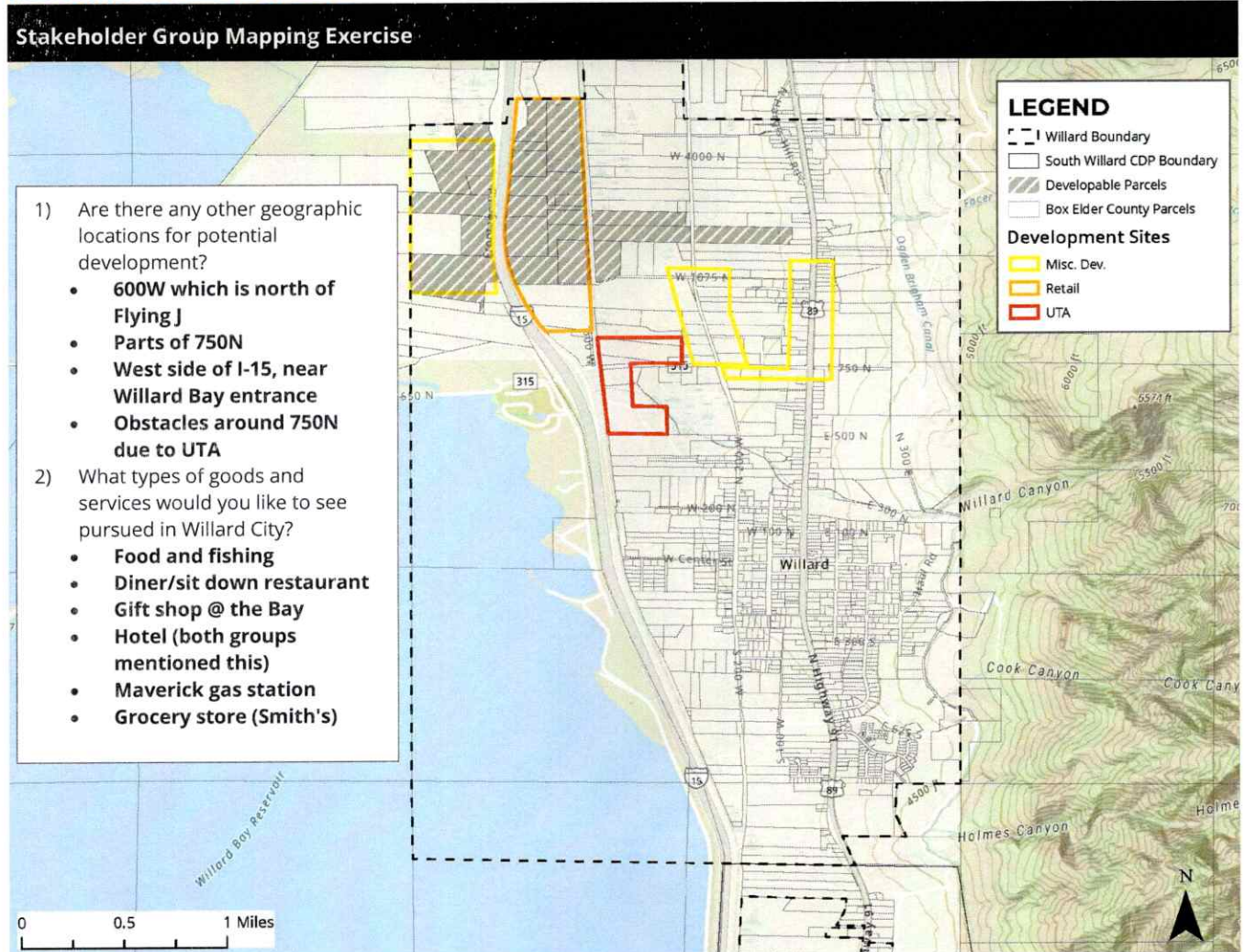
	POSITIVES	NEGATIVES
INTERNAL FACTORS	STRENGTHS - What is Willard known for? - What do you love about Willard? - What does Willard do that no one else does? - What unique and helpful resources are available to businesses and industries? - What specific competitive advantages do businesses and industries have by being in Willard? - What do local businesses and those outside the City see as Willard's strengths?	WEAKNESSES - 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	OPPORTUNITIES - 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?	THREATS - 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?

SITE ANALYSIS



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

FIGURE 5.1: GROUP MAPPING EXERCISE



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

STRENGTHS

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

WEAKNESSES

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

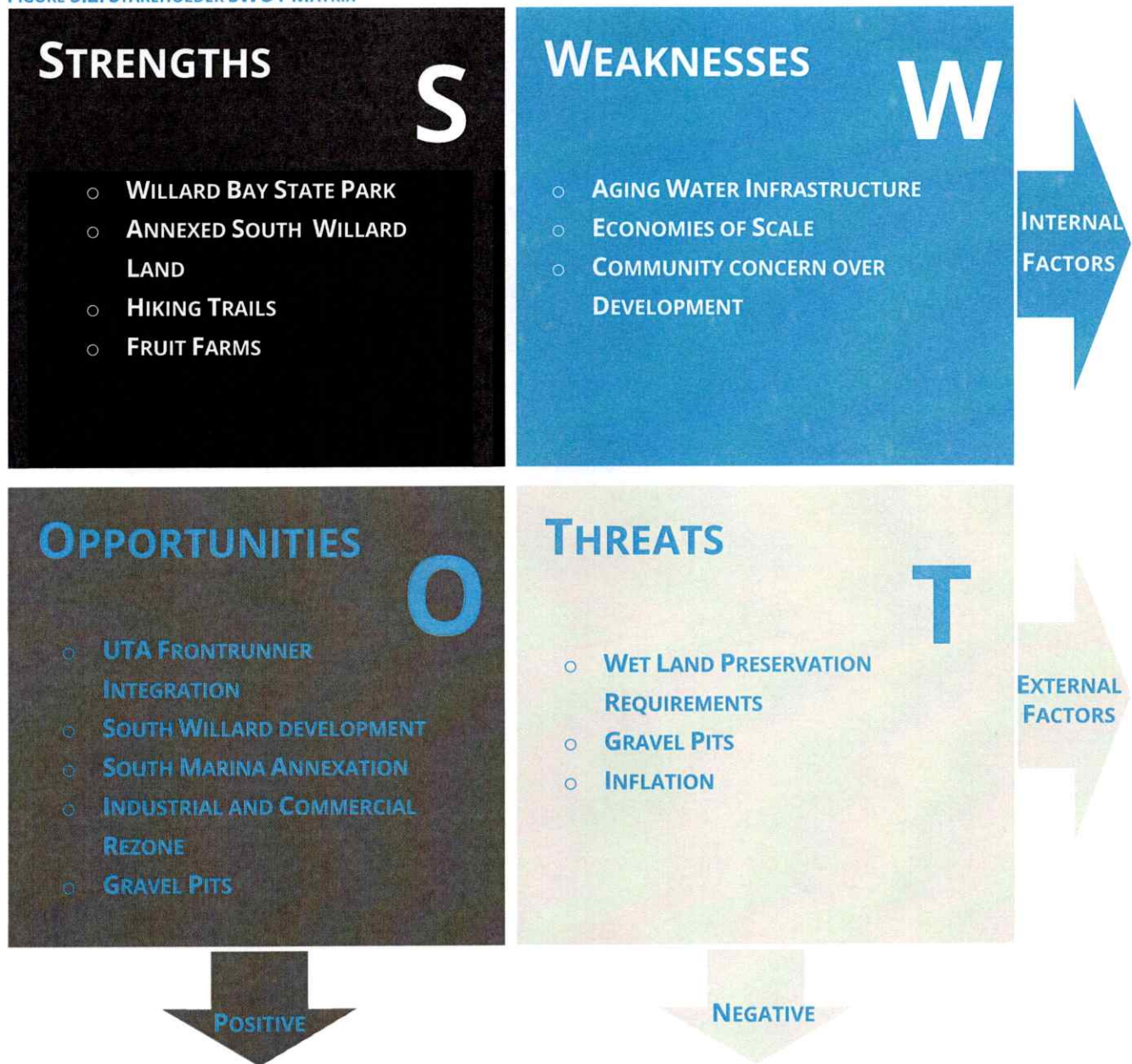
OPPORTUNITIES

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

THREATS

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

FIGURE 5.2: STAKEHOLDER SWOT MATRIX



SECTION 6. ECONOMIC DEVELOPMENT STRATEGIC PLAN

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

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

PROPOSED ECONOMIC DEVELOPEMENT STRATEGIES

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

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

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

Initiatives

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

Funding/Tools:

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



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

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

Initiatives

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

Funding/Tools:

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

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

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

Initiatives

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

Funding/Tools:

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

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

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

Initiatives

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

Funding/Tools:

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



SECTION 7. ADDITIONAL FINANCIAL TOOLS

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

LOCAL FINANCING & TAX TOOLS

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

BUSINESS SUPPORT TOOLS

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

QUALITY OF PLACE & INFRASTRUCTURE TOOLS

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

COLLABORATION & MARKETING

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



ITEM 5E

Historic Orchard Pathway Shared Use Path
Pedestrian / Bike Facility
FINET No. 74391; PIN 20552
Project No. S-R199(358)
Willard City and Box Elder County

State Aid Agreement for Local Agency Project

This Agreement is entered into this _____ day of _____, 20____, by and between the **UTAH DEPARTMENT OF TRANSPORTATION**, hereinafter referred to as **UDOT** and **WILLARD CITY**, a municipal corporation of the State of Utah, and **BOX ELDER COUNTY**, a political subdivision of the State of Utah, hereinafter referred to collectively as the **Local Agency**.

The **Local Agency** has applied for an **Active Transportation Project Grant** through the **State Active Transportation Program ("the Program")** and will receive project funds from that Program as outlined below.

The Approved Project is the **Historic Orchard Pathway Shared Use Path**, located along the Historic Orchard Pathway between 800 North to 8700 South in Willard City and Box Elder County, Utah and identified as Project Number **S-R199(358)**;

UDOT has the responsibility to oversee the State Active Transportation projects to ensure adequate supervision and inspection so the projects are completed in conformance with the approved plans and specifications; and

This Agreement describes the respective roles and requirements of **UDOT** and the **Local Agency** and is made to set out the terms and conditions where under said financing shall be made.

State Wide Transportation Improvement Program STIP

Fund*	Prior	2022	2023	2024	2025	Total	State Aid	Other	Pct
LOCAL_MATCH	\$0	\$1,200,000	\$0	\$0	\$0	\$1,200,000	\$0	\$1,200,000	20.00%
ST_TIF_ACT	\$0	\$4,800,000	\$0	\$0	\$0	\$4,800,000	\$4,800,000	\$0	80.00%
Total:	\$0	\$6,000,000	\$0	\$0	\$0	\$6,000,000	\$4,800,000	\$1,200,000	100.00%

AGREEMENT

Now, therefore, the parties agree as follows:

I. Description of the Project.

Local Agency and **UDOT** are constructing a shared use path along the Historic Orchard Pathway between 800 North and 8700 South ("the Project"). The Project commences at 800 North and 200 West in Willard. The Project will run south approximately 2 miles along 200 West until it reaches UTA's property. At this point the Project will run along the edge of UTA's property for approximately 3 miles until it reaches 8700 South.

II. UDOT's Roles and Responsibilities on the Project shall be as follows:

- A. Oversee compliance with state regulations.
- B. Ensure transportation project oversight.
- C. Assign a **UDOT** Project Manager ("PM") to:
 1. Process this Agreement before Project initiation.
 2. Coordinate to ensure ongoing communication with the local project sponsor (**UDOT**).
 3. Review payment requests from the **Local Agency**. Upon review of the payment requests, the PM will forward any approved payment requests to the **UDOT** Comptroller's Office.
 4. Coordinate the **UDOT** Project closeout process.
 5. **UDOT** will charge the **Local Agency** for the PM's time, including administrative charges. This includes costs for auditing consultant contracts and pay requests. **UDOT** charges will be minimal and controlled, not to exceed \$15,000. Such charges will be deducted from the **\$4,800,000** of state aid funds allocated to the Project. **UDOT** will provide an accounting of any such deductions to the Local Agency.

III. Local Agency's Roles and Responsibilities on the Project shall be as follows:

- A. Manage the Project in compliance with state laws and regulations.
- B. Monitor the quality of work being performed on the Project and monitor daily activities and issues with any consultants.
- C. Research, understand and take responsibility for State requirements by its acceptance of State funds.
- D. Coordinate with the **UDOT** PM concerning the funding.
- E. Manage the day-to-day activities of the Project as follows:

1. Manage consultant and professional services used on the Project.
 2. Construct the Project in accordance with AASHTO standards or in accordance with state law.
 3. Define Project scope, schedule, budget, and quality.
 4. Coordinate details, decisions and impacts with the **Local Agency's** community councils, commissions, legal counsel, department heads, political leads, engineering and public works departments, etc.
 5. Coordinate with the assigned **UDOT PM**.
 6. Monitor Project schedule and progress of all Project tasks to ensure a timely delivery of the Project.
 7. Ensure the method of contracting meets appropriate Utah statutory requirements and procedures.
- F. The **Local Agency** shall comply with all applicable federal and state laws, regulations, and applicable executive orders in regards to the Project.
- G. The **Local Agency** is administering this Project and is responsible for all aspects of the Project, including but not limited to: environmental requirements, permit requirements, right of way acquisition, utility reimbursement, and construction contract administration.
- H. The **Local Agency** is responsible for any claim arising out of or related to any contract entered into by the **Local Agency** for work to be performed by a contractor on the Project. **UDOT** expressly rejects any liability for the project and any claims arising from the project.
- I. For the purposes of this Section III, the term "**Local Agency**" shall refer to Willard City for the portion of the Project within the jurisdictional limits of Willard City, or to Box Elder County for the portion of the Project within the jurisdictional limits of Box Elder County, in accordance with the Interlocal Agreement dated November 13, 2025 titled "Interlocal Agreement Regarding the Development and Operation of a Trails Project on the UTA-Owned Historic Orchard Pathway Corridor."

IV. Local Reimbursement Invoicing Procedure.

- A. All funding from **UDOT** under this agreement operates on a reimbursement basis with **Local Agency**.
- B. The **Local Agency** agrees that if all or part of this agreement or the Project terminates prior to completion of the Project the **Local Agency** shall reimburse **UDOT** for any funds provided to the **Local Agency** under subsection F, below.
- C. The **Local Agency** shall review and/or approve all contractor invoices for materials, equipment and labor prior to requesting reimbursement from **UDOT** for work performed on the Project.
- D. The **Local Agency** shall ensure the accuracy of any invoice in both amount and relation to the project progress.
- E. **Local Agency** will submit project payment requests within 45 days of work completion.

- F. The payment request must include a summary of incurred Project expenditures, to **UDOT** for reimbursement at **80.00%** of the incurred Project costs up to **\$4,800,000**. Any costs in excess of **\$4,800,000** will be the responsibility of the **Local Agency**.
- G. The **Local Agency** will use a soft match for the **20%** which consists of the Right of Way for the trail from UTA as well as dedicated ROW for the trail from Willard City. An appraisal of the Right of Way used for the Project will be submitted and used towards the **20%** match. If the appraisal of the Right of Way is less than **\$1,200,000**, then the **Local Agency** will remain responsible for providing the difference for the Project.
- H. The **Local Agency** shall also submit attached copies of all paid invoices with the associated reimbursement request.
- I. **Local Agency's** payment requests for services performed on or before the last day of the Utah fiscal year (June 30) must be submitted no later than 30 calendar days after the end of the fiscal year.
- J. **Local Agency** will mark the final payment request for Project closure.
- K. The **Local Agency** will send payment requests to **UDOT's** Project Manager, Corey Nelson, 166 West Southwell Street, Ogden, UT 84404, (385) 251-4134, coreynelson@utah.gov or any Project Manager that **UDOT** may designate.
- L. For the purposes of this Section IV, except Subsection IV-G, the term "**Local Agency**" shall refer to Willard City for the portion of the Project within the jurisdictional limits of Willard City, or to Box Elder County for the portion of the Project within the jurisdictional limits of Box Elder County, in accordance with the Interlocal Agreement dated November 13, 2025 titled "Interlocal Agreement Regarding the Development and Operation of a Trails Project on the UTA-Owned Historic Orchard Pathway Corridor."

V. Agreement Timeline.

- A. This Agreement shall be in effect from the last day executed by the parties and shall expire one year after the Project completion date.

VI. Unexpended Exchange Money After Project Completion.

- A. Upon Project completion, any unexpended exchange balance for this Project will remain with **UDOT**.

VII. Indemnity clause

- A. **UDOT** and **Local Agency** are both governmental entities subject to the Utah Governmental Immunity Act ("Act"). Each party agrees to indemnify, defend, and hold harmless the other party from and against all claims, suits, and costs, including attorney's fees for injury or damage of any kind, arising out its negligent acts, errors or omissions of its officers, agents, contractors, or employees in the performance of this Agreement. Nothing in this paragraph is intended to create additional rights to third parties or to waive any of the

provisions of the Act. The obligation to indemnify is limited to the dollar amounts set forth in the Act. The indemnification in this paragraph shall survive the expiration or termination of this Agreement.

- B. To the full extent it may lawfully do so, the **Local Agency** releases **UDOT** from any responsibility or liability that may relate to or arise from the **Local Agency's** performance or nonperformance of this Agreement, and the **Local Agency** waives any and all claims, damages, liabilities, and obligations of any kind or character that may arise against **UDOT** and its employees and agents in connection with this Agreement and any performance or nonperformance related to this Agreement.
- C. To the full extent it may lawfully do so, **UDOT** releases **Local Agency** from any responsibility or liability that may relate to or arise from **UDOT's** performance or nonperformance of this Agreement, and **UDOT** waives any and all claims, damages, liabilities, and obligations of any kind or character that may arise against **Local Agency** and its employees and agents in connection with this Agreement and any performance or nonperformance related to this Agreement.

VIII. Availability of Records.

- A. For a period not less than three (3) years from the date of final voucher, the **Local Agency** accounting records pertaining to the Project are to be kept available for inspection and audit by the state, or furnished upon request.

IX. Change in Scope and Schedule

- A. **Local Agency** recognizes that if a project scope changes from the original intent of the project application, the Project will need to be re-evaluated by the **UDOT**. Such a review may result in approval of the scope change, removal from the program, or adjustment in the state aid funds programmed for the Project.
- B. **Local Agency** is responsible for the schedule of the Project. If the Project cannot progress as programmed, the responsible programming agency may advance other projects and require the Project to wait for the next available funding.

X. Termination

- A. This agreement may be terminated as follows:
 - 1. By mutual agreement of the parties, in writing.
 - 2. By either **UDOT** or the **Local Agency** for failure of the other party to fulfill their obligations as set forth in or reasonably contemplated by the provisions of this agreement. Thirty day written notice to terminate the Agreement will be provided to the other party describing the noncompliance of the Agreement. If the noncompliance is not remedied within the thirty day period, the Agreement shall terminate. However, if **UDOT** believes that the **Local Agency** is violating the Agreement in a way that may result in harm to the public or an inappropriate use of the

Active Transportation Funds, **UDOT** may terminate the Agreement without giving the thirty day advance notice but **UDOT** shall provide written notice to the Local Agency explaining the reasons for such termination.

3. By **UDOT** for the convenience of the state upon written notice to the **Local Agency**. However, written notice shall be provided to the **Local Agency** no later than thirty days prior to the termination of the Agreement.
4. By **UDOT**, in the event that construction of the Project is not completed by the close of the third year from the date this Agreement is executed.

XI. Miscellaneous

- A. Each party agrees to undertake and perform all further acts that are reasonably necessary to carry out the intent and purposes of the Agreement and maintain compliance with applicable laws at the reasonable request of the other party.
- B. This Agreement cannot be altered or amended, except pursuant to an instrument in writing signed by an authorized representative of each of the parties.
- C. If any term or provision of this Agreement or application to any person or circumstance shall, to any extent, be invalid or unenforceable, then the remainder of this Agreement shall not be affected and each term, condition and provision of this Agreement shall be valid and enforced to the fullest extent permitted by law, so long as removing the severed portion does not materially alter the overall intent of this Agreement.
- D. The failure of a party to insist upon strict performance of any provisions of this Agreement shall not be construed as a waiver for future purposes with respect to any such provision or portion. No provision of this Agreement shall be waived unless such waiver is in writing and signed by the party alleged to have waived its rights. This Agreement shall not be assigned without the prior written consent of all parties, and any purported assignment without consent is void.
- E. Each undersigned represents and warrants that each has been duly authorized for all necessary action, as appropriate, to execute this Agreement for and on behalf of the respective parties.
- F. The parties shall not, by this Agreement nor by any act of either party, be deemed principal and agent, limited or general partners, joint ventures or to have any other similar relationship to each other in the conduct of their entities.
- G. This Agreement shall be governed by the laws of the State of Utah both as to interpretation and performance.
- H. This Agreement may be executed in counter parts by the parties.
- I. This Agreement shall constitute the entire agreement and understanding of the Parties with respect to the subject matter hereof, and shall supersede all offers, negotiations and other agreements with respect thereto. Any amendment to this Agreement must be in writing and executed by an authorized representatives of each party.

IN WITNESS WHEREOF, the parties hereto have caused these presents to be executed by their duly authorized officers as for the day and year first above written.

ATTEST:

WILLARD CITY, a Municipal Corporation of the State of Utah

By: _____

By: _____

Title: _____

Title: _____

Date: _____

Date: _____

(IMPRESS SEAL)

.....
IN WITNESS WHEREOF, the parties hereto have caused these presents to be executed by their duly authorized officers as for the day and year first above written.

ATTEST:

BOX ELDER COUNTY, a political subdivision of the State of Utah

By: _____

By: _____

Title: _____

Title: _____

Date: _____

Date: _____

(IMPRESS SEAL)

.....

RECOMMENDED FOR APPROVAL:

UTAH DEPARTMENT OF TRANSPORTATION

By: _____
PROJECT MANAGER

By: _____
REGION DIRECTOR

Date: _____

Date: _____

UDOT COMPTROLLER'S OFFICE

By: _____
CONTRACT ADMINISTRATOR

Date: _____

ITEM 5F

ATTACHMENT "A"

RESOLUTION NO. __04__-2026

A Resolution of the City Council of Willard City, Utah, Establishing and Adopting a Tentative Budget for FY 2026-2027; Providing That the Same Shall Be Available for Public Review and Comment; Setting a Public Hearing for That Budget.

RESOLUTION NO. 04 -2026

A RESOLUTION OF THE CITY COUNCIL OF WILLARD CITY ESTABLISHING AND ADOPTING A TENTATIVE BUDGET FOR FY 2026-2027; PROVIDING THAT THE SAME SHALL BE AVAILABLE FOR PUBLIC REVIEW AND COMMENT; AND SETTING A PUBLIC HEARING FOR THAT BUDGET.

SECTION I – RECITALS:

WHEREAS the City Council of Willard City (herein "City") is a municipal corporation duly organized and existing under the laws of the State of Utah; and,

WHEREAS, in conformance with the provisions of UCA § 10-3-717, the governing body of the City may exercise all administrative powers by resolution; and,

WHEREAS, the City Council finds that in conformance with UCA §10-6-111, the budget officer of the City has prepared for the coming fiscal year period, (FY 2026-2027) on forms provided by, or acceptable to, the state auditor, a tentative budget for each fund for which the budget is required; and,

WHEREAS, the City Council finds that in conformance with UCA §10-6-112, the tentative budget to be adopted by the City Council – with all supporting schedules and data – should be, and is declared to be, a public record which shall be lodged in the office of the city recorder, available for public inspection for a period of at least 10 (ten) days prior to the adoption of a final budget; and,

WHEREAS, the City Council finds that in conformance with UCA §10-6-114, the City must hold a public hearing on the budgets tentatively adopted by action of this Resolution and that all interested persons in attendance at that hearing shall be given an opportunity to be heard, for or against, the estimates of revenue and expenditures or any item in the tentative budget of any fund; and,

WHEREAS, the City Council finds that in conformance with UCA §10-6-114, the public hearing shall be held at a time and place to be advertised as required by law, or to a place and time to which the public hearing may be adjourned; and,

WHEREAS, the City Council desires to conform its practices to the requirements of law; and,

WHEREAS, the City Council finds that it is in the public interest to adopt policies consistent with the foregoing;

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF WILLARD CITY, UTAH THAT:

1. The tentative budget for FY 2026-2027 of the City of Willard is adopted as submitted, with all attachments thereto, and has been provided to the public; and

2. A public hearing on the final budget shall be held on the 25th day of June 2026, at the offices of Willard City, at 6:30 P.M. or as soon thereafter as may be practicable.

BE IT FURTHER RESOLVED this Resolution shall become effective immediately upon its passage.

SECTION III. PRIOR ORDINANCES AND RESOLUTIONS:

The body and substance of any and all prior Resolutions, together with their specific provisions, where not otherwise in conflict with this Resolution, are hereby reaffirmed and readopted.

SECTION IV. REPEALER OF CONFLICTING ENACTMENTS:

All orders, and Resolutions with respect to the changes herein enacted and adopted which have heretofore been adopted by the City, or parts thereof, which are in conflict with any of the provisions of this Resolution, are, to the extent of such conflict, hereby repealed, except that this repeal shall not be construed to revive any act, order or resolution, or part thereof, heretofore repealed.

SECTION V - SAVINGS CLAUSE:

If any provision of this Resolution shall be held or deemed to be or shall, in fact, be invalid, inoperative, or unenforceable for any reason, such reason shall not have the effect of rendering any other provision or provisions hereof invalid, inoperative, or unenforceable to any extent whatever, this Resolution and the provisions of this Resolution being deemed to be the separate independent and severable act of the City Council of Willard City.

SECTION VI. DATE OF EFFECT

This Resolution shall be effective immediately upon its passage on the 14th day of May 2026, and after publication or posting as required by law.

PASSED AND ADOPTED BY THE CITY COUNCIL OF WILLARD CITY, STATE OF UTAH,
on this 14th day of May 2026.

WILLARD CITY

Mayor Travis Mote

ATTEST:

Diana Mund, City Recorder

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

ITEM 8A

City of City of Willard

City Council Meeting April 23, 2026

Meeting minutes

Call to Order

Mayor Pro Tem Mike Braegger called the Willard City Council meeting of April 23, 2026, to order at 6:30 PM. He noted the excellent turnout and explained that Mayor Mote was excused as he is out of town for a few months but will be returning from time to time. Braegger asked if there were any conflicts of interest for council members on any agenda items, and none were declared.

Invocation

Council member Jordan Hulsey offered the invocation.

Pledge of Allegiance

Council member Jacob Bodily led the Pledge of Allegiance.

Presentation of Citizenship Awards

Mayor Pro Tem Braegger expressed excitement about presenting the citizenship awards, calling it their favorite part of city council meetings. He noted that if meetings could always be like this, everyone would run for city council. The following individuals received citizenship awards: Beverly Smith, Charles Jackson, Gracie Bennett, June Brunty, Colter Nipko, Clarice Johnson, Leila Thompson, Levi Ingersoll, Lindsay Billings, Elias Bazan, and Oaker Krashowetz. Award recipients were invited to stay for the remainder of the meeting but were told they were welcome to leave.

Public Presentation

Mayor Pro Tem Braegger opened the public presentation portion, offering up to three minutes for anyone from the public to speak. No one came forward to speak, so this portion was closed.

Planning Commission Report

Planning Commission Chair Chandler Bingham reported on the recent Planning Commission meeting. The commission approved the Mountain Bay subdivision with conditions, located by the stake center in South Willard with approximately 13 lots. Bingham explained that the subdivision had previously been sent back because they wanted septic tanks, but the commission required dry sewer lines instead. The subdivision returned with dry lines and received approval.

Regarding access, Bingham noted they had wanted a secondary access but settled for an emergency access. The emergency access is a dirt road that connects up to the highway between what he believed was the school district property. Council member Rex Christensen sought clarification about the location, and there was discussion about whether it was on the south side near the stake center and highway access points.

Bingham reported that there were some conditions related to water and water pressures that needed review, though he couldn't read his exact notes and referred to the minutes for details. The commission also reviewed and approved the economic development plan, which would be sent to the city council soon.

Additionally, the commission removed a conditional use permit for Granite, which had needed a temporary permit to run a concrete batch plant in Wells' pit. The permit hadn't been used for some time.

Bingham mentioned the Palmer event center had a large event that exceeded capacity, with cars parked inappropriately including in front of fire hydrants, generating several complaints. He indicated that letters would be sent regarding this issue and joked that "this crap rolls downhill and you guys are at the bottom of it".

Mayor Pro Tem Braegger suggested moving to item b (Donna Weaver) first in the interest of time.

Donna Weaver – Presentation from the Daughters of the Utah Pioneers

Donna Weaver, representing the daughters of the Utah Pioneers as vice-captain of the South Box Elder County Daughters Camps, presented a proposal for a paver garden project. She explained that the organization, which is now international, was tasked with creating ideas to honor the organization.

Weaver, along with Marilyn Bodily, Sharon Newlin, Sid Bodily, and Rod Mund, developed a plan to create a paver garden somewhere near the Pioneer Cemetery. She noted that the area has had issues with vandalism from motorcycles and vehicles cutting across it, disturbing headstones.

The project would involve brick pavers with engraved names of all members from three Willard camps: Nerva Lane (south), Willow Creek (the oldest and original), and Patchwork. They currently have 300 names from all three camps but anticipate the need for expansion as new members join.

The organization has secured free bricks for the pavers and found engraving services at Stone Monument for approximately \$10 per brick. They are working on obtaining a state grant for funding, though it's uncertain, and plan to pursue other fundraising if needed such as bake sales or fourth of July activities.

Weaver emphasized they want to work with city maintenance to keep the project simple and maintenance-friendly, avoiding obstacles for mowing. They showed examples of paver installations, preferring straight-line layouts over circular designs. They discussed options for installation, either setting pavers in the ground or laying them on top of concrete.

Council members asked about timeline and location. Weaver indicated they're looking at starting next fall and suggested the northeast corner of the cemetery area. Council member Mund suggested a site visit to determine the best location and approach.

Fire Chief Van Mund recommended getting enough pavers to create a larger finished area (suggesting 600 pavers total) so individual pavers could be replaced when adding new names without having to expand the installation later.

Council members expressed enthusiasm for the project and suggested it could attract donations from the community. They discussed practical considerations like sprinkler systems, maintenance access, and potential decorative elements like chains or posts to protect the area.

Motion: Council member Rodney Mund moved to allow the daughters of the Utah Pioneers to proceed with their paver garden project and to schedule a site meeting to help select the location and move the project forward. Council member Jacob Bodily seconded the motion. The motion passed unanimously.

New Business

Action item: Recommendation regarding a proposal to amend Section 24.01.06 of the Willard Zoning Code to provide definitions for an acre and a developable acre, Ordinance 2026-08

Council member Hulsey questioned whether any ordinances currently use the phrase "developable acre" and expressed concern that the definition seemed to reduce an acre from 43,560 square feet by allowing a 20 percent reduction.

Planning Commission Chair Bingham explained that the developable acre definition was needed because people were trying to use swampland and other unusable areas as open space in developments. He noted that developers would come in wanting to do developments and get upset with staff because their understanding of "half acre" differed from the city's requirements, some expecting "builder's half" (to the center of the street) versus actual half-acre lots.

The discussion revealed that the MPC (Master Planned Community) ordinance uses "developable acre," and this definition was needed to provide consistency. Hulsey expressed concern about not wanting to allow more "builder's houses" or reduced lot sizes.

Mayor Pro Tem Braegger identified an issue with the wording of the ordinance definition, which stated "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." He pointed out that this was contradictory—first including infrastructure as usable, then excluding roads, flood drainage, and stormwater facilities (which are infrastructure).

After discussion with the mayor, Braegger proposed deleting "or infrastructure" from the first part and adding "and other infrastructure" at the end after "stormwater facilities." This would make the definition read: "means the portion of a total land tract actually usable for constructing buildings and houses, excluding unbuildable areas like wetlands, steep slopes, roads, flood drainage, sensitive areas, contamination, public parks, stormwater facilities, and other infrastructure."

Council members discussed the change, with some expressing preference to have legal counsel review it but ultimately agreed to proceed with the amendment.

Motion: Council member Rex Christensen moved to approve Ordinance 2026-08 amending Section 24.01.06 of the Willard City zoning code with the deletion of "or infrastructure" and adding "and other infrastructure" after stormwater facilities. Council member Jacob Bodily seconded the motion. The motion passed unanimously by roll call vote: Bodily - yes, Mund - yes, Braegger - yes, Christensen - yes, Hulsey - yes.

Next Meeting Agenda –May 14, 2026

City Recorder Diana Mund outlined upcoming agenda items for the May 14 meeting, including a planning commission recommendation for Nilson Homes to rezone approximately 40.29 acres (the Kunzler property), a visit from sheriff candidate Doug Christensen, and potentially citizenship awards depending on scheduling conflicts. Budget discussions were also mentioned as likely agenda items.

Upcoming events

Mayor Pro Tem Braegger mentioned the upcoming Fourth of July celebration, noting that the mayor has been in touch with Marjorie and Terry Ross and that most planning appears to be coming together with vendors and participants being organized.

Planning Commission member Ken Ormond noted that Kyle White wants to meet with the Planning Commission on May 7 regarding Canyon Bay project, with council members invited to attend if available.

Minutes

There was brief discussion about April 9, 2026, minutes, with some joking about transcript accuracy.

Motion: Council member Rodney Mund moved to approve the minutes from April 9, 2026. Council member Jordan Hulsey seconded the motion. The motion passed unanimously.

Staff Reports

Public Works

Maintenance Supervisor Payden Vine reported no new developments. There was discussion about spraying the dike, which has been delayed due to rain and construction workers in the area, but will proceed once construction crews clear the area. The 600 South project is progressing slowly but steadily on the south side.

Vine reported that the contractor is doing well despite encountering some utilities that weren't where expected, though surprisingly no irrigation lines were affected.

Police Department

Police Chief Theron Fielding reported that Officer Caleb Hathcock, their fifth officer, is up and running in training with Officers Norma Martinez and Jordan Harper. Hathcock has previous experience, including about a year with Mantua in jail and office work. He's scheduled to finish training with Officer Martinez on Saturday, then train with Officer Harper for two weeks, with the full training period scheduled until early July, though it could be shortened if he does well.

Fielding noted increased commercial traffic on Highway 89, which he attributed to GPS routing trucks through the area, though they still receive citations for illegal routes. The construction at the corner creates additional complications as trucks must block intersections to navigate the torn-up area.

An enforcement issue arose at 300 North regarding parking along the rocks by the ponds. Two previous signs had been removed, possibly by construction crews. Fielding noted they need an ordinance passed by city council and proper signage to enforce the no-parking zone, as gravel trucks pulling doubles cannot pass when people park there to fish. The high-pressure gas line in the area complicates sign installation.

Fire Department

Fire Chief Van Mund reported still working on a couple of items with City Manager Jeremy regarding the fire station addition. He noted they cannot apply for grants until August 2027, with the RFP process beginning around February.

City Recorder

City Recorder Diana Mund announced posting of a part-time summer public works position, which council members joked about family members potentially applying for.

Council Member Reports

Jacob Bodily

Council member Bodily had no specific reports but engaged in discussion about various topics throughout the meeting.

Rodney Mund

Council member Mund reported that the wastewater treatment facility is performing well and should stay within budget despite having an event. He noted they're looking at creative revenue-generating opportunities.

Rex Christensen

Council member Christensen provided a detailed report on the wastewater treatment facility, confirming they remain within budget without needing an amended budget. The facility is exploring partnerships with disposal companies to generate revenue from their wastewater byproducts.

They experienced a foam buildup event caused by what they believe was a surfactant that bound to organic material, but it was contained to one area rather than the whole system. Staff cleaned it up effectively and they're considering adding cameras for better monitoring, as the SCADA alerts sometimes give false reading.

Kaleb Kunzler visited to install a communications repeater for CERT coordination between Perry and Willard, which will be placed on a pole at the facility at no cost to the city.

Christensen praised the new manager Ruben Van Tassell and his two employees for doing excellent work.

Jordan Hulsey

Council member Hulsey reminded the council they need to start gathering nominations for Fourth of July recognition: citizen of the year, business of the year, and grand marshal. She noted the youth need this

information to prepare posters for the parade. There was discussion about the patriotic program and whether it would continue to be held at the stake center due to larger turnout.

Hulsey mentioned she would miss the next meeting due to coaching commitments, as baseball season creates scheduling conflicts with Thursday meetings.

Mayor's General Correspondence and Information

Mayor Pro Tem Braegger reported that the agreements with Granite and Wells are completed and ready for signature but await the mayor's return and attorney review. The goal is to have them signed by May 14.

Adjourn

Motion: Council member Rodney Mund moved to adjourn the meeting. Council member Jacob Bodily seconded the motion. The motion passed unanimously. The meeting was adjourned at 7:48 PM.