

Willard City Corporation

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

Mayor

Travis Mote

City Council Members

J. Hulse

R. Christensen

M. Braegger

R. Mund

J. Bodily

Willard City Council of Willard City Corporation will hold a Council meeting on Thursday, August 13, 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. 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.

3. Planning Commission Report

4. Public Hearing

- a. A public hearing to receive public comments regarding a proposed resolution to amend the Willard City Prevailing Fee Schedule.

5. New Business

- a. **Action item:** Discussion/Approval of Resolution No. 2026-11 A Resolution amending the Willard City Prevailing Fee Schedule to establish an infrastructure protection security escrow and conditional professional review fee for standalone and infill building permits
- b. **Action item:** Continued Discussion/Approval of Resolution No. 2026-13 A Resolution of the Willard City Corporation adopting the Willard City Economic Development Strategic plan completed under the FY2024 Rural Communities opportunity grant.

- c. **Action item:** Discussion/Consideration of Ordinance No. 2026-12 amending Sections 24.01.060 and 24.44.050 (1) and (3) of the Willard City Zoning Code regarding frontage requirements for corner lots.
- d. **Action item:** Discussion/Consideration of Resolution No. 2026-06 a Resolution of the Willard City Council Approving Amendments to the Official Zoning Map and the Future Land use Map contained within the Willard City General Plan
- e. **Action item:** Discussion on Willard City Parks & Facilities Operational Hours and Prohibited Camping on Public Property
- f. Discussion of Issues on Hargis Hill
- g. Discussion of Pineview Trail Connection
- h. **Action item:** Discussion of Grant from Enbridge in the amount of \$15,500.00, with Approval to use part of said grant to purchase an Ambulance from Tremonton City Surplus in the amount of \$10,000.00
- i. **Action item:** Discussion/Consideration of Ordinance No. 2026-13 Approving corrections to the Willard City Zoning Map referenced in 24.40.020 of the Willard Zoning Code

6. Next Meeting Agenda –August 27, 2026

7. Upcoming events:

8. Approval of July 23, 2026, Meeting 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. Consideration of Motion to Enter a Closed Session To discuss pending or reasonably imminent litigation as permitted under Utah Code § 52-4-205(1)(c).

13. Adjourn

/s/ Diana Mund
City Recorder

WILLARD CITY PUBLIC HEARING NOTICE

NOTICE IS HEREBY GIVEN that the Willard City Council will hold a public hearing on August 13, 2026, at 6:30 pm, or as soon thereafter as possible, at the Willard City Hall located at City Hall Address, e.g., 80 W. 50 S., Willard, Utah.

The purpose of the public hearing is to receive public comment regarding a proposed resolution to amend the Willard City Prevailing Fee Schedule. The proposed amendment will establish:

1. An Infrastructure Protection Security Escrow: A refundable cash deposit of \$3,000.00 per street frontage for individual residential lot construction, commercial infill building, and major structural alterations on any lot not otherwise covered by an active subdivision improvement bond. This escrow is designed to protect city-owned rights-of-way (including sidewalks, curbs, gutters, road surfaces, and storm drains) and will be held until final public works inspection and issuance of a Certificate of Occupancy.
2. A Conditional Professional Review Fee: A non-refundable fee of \$150.00 to be assessed only when a building permit application requires active technical plan review, involvement, or consultation from the City Engineer, City Attorney, or other specialized municipal experts.

A copy of the proposed resolution is available for public inspection at the Willard City Hall during regular business hours or by contacting the City Recorder.

Interested persons are invited to attend the public hearing and make comments, or submit written comments to the Willard City Recorder prior to [Time of Deadline, e.g., 5:00 p.m.] on the day of the meeting.

In accordance with the Americans with Disabilities Act, individuals needing special accommodations (including auxiliary communicative aids and services) during this meeting should notify the Willard City Office at least three working days prior to the hearing.

DATED this 15 day of July, 2026.

By: Sana Yund

Willard City Recorder

Published/Posted on the Utah Public Notice Website, the Willard City Website, and at Willard City Hall on [Date of Posting].

WILLARD CITY RESOLUTION NO. 2026-11

A RESOLUTION AMENDING THE WILLARD CITY PREVAILING FEE SCHEDULE TO ESTABLISH AN INFRASTRUCTURE PROTECTION SECURITY ESCROW AND A CONDITIONAL PROFESSIONAL REVIEW FEE FOR STANDALONE AND INFILL BUILDING PERMITS.

WHEREAS, Willard City owns, operates, and maintains extensive public infrastructure within the municipal rights-of-way, including public sidewalks, curbs, gutters, storm drainage networks, road surfaces, and utility corridors; and

WHEREAS, individual residential lot construction, commercial infill building, and major structural alterations routinely require heavy construction equipment to cross, utilize, or alter these public rights-of-way, creating a high risk of damage to city-owned infrastructure; and

WHEREAS, the review, oversight, or technical evaluation of right-of-way impacts and construction plans frequently requires the city to utilize professional services, including engineering reviews, legal consultations, and expert assessments; and

WHEREAS, the Willard City Council desires to protect taxpayers by establishing a reliable financial mechanism to ensure that individual builders remain directly accountable for protecting municipal infrastructure, and that the city recovers specialized technical review costs.

NOW, THEREFORE, BE IT RESOLVED by the City Council of Willard City, Utah, as follows:

SECTION 1: ADOPTION OF REFUNDABLE SECURITY ESCROW FEES

The Willard City Prevailing Fee Schedule is hereby amended to include the "Infrastructure Protection Security Escrow." The Infrastructure Protection Security Escrow shall be collected as a refundable cash deposit concurrently with all other applicable building permit fees and prior to the issuance of any building permit for a primary structure, standalone residential home, commercial building, or major structural addition on any lot not otherwise covered by an active subdivision improvement guarantee.

The purpose of the Infrastructure Protection Security Escrow is to secure the repair of damage to public infrastructure or the completion of public infrastructure improvements associated with construction authorized under a building permit.

The refundable escrow amounts shall be established as follows:

1. Standard Interior Lot: A flat cash deposit of \$3,000.00 per street frontage.
2. Corner Lot / Multiple Frontages: A flat cash deposit of \$6,000.00 (\$3,000.00 for each exposed public street frontage).

3. **Commercial / Multi-Family Infill:** For properties where a single-frontage length exceeds one hundred (100) linear feet, the City Engineer or Planner may calculate the escrow at a rate of \$30.00 per linear foot of frontage, or require the standard \$3,000.00 flat fee, whichever is greater.

SECTION 2: ADOPTION OF CONDITIONAL PROFESSIONAL REVIEW FEE

The Willard City Prevailing Fee Schedule is hereby amended to include a conditional, non-refundable Professional Review Fee of \$150.00. This fee shall only be assessed and collected when a building permit application requires review by the City Engineer, City Attorney, or other specialized municipal consultant beyond the City's standard building permit review. Examples include, but are not limited to, grading review, drainage review, site plan review, or other technical evaluations necessary to determine compliance with applicable City standards and regulations. The Professional Review Fee is separate from, and shall not be applied toward or deducted from, the Infrastructure Protection Security Escrow.

SECTION 3: CONDITIONS FOR RELEASE OF ESCROW

The Infrastructure Protection Security Escrow, or any remaining portion thereof after any authorized deductions, shall not be released to the applicant until all applicable public infrastructure improvements and repairs associated with the permitted construction have been completed and approved by the City. Prior to the release of any or all of the Security Escrow, the following conditions shall be satisfied:

1. **Infrastructure Completion and Sign-Off:** The Willard City Public Works Department or City Engineer shall conduct a final inspection and verify in writing that all public sidewalks, curbs, gutters, asphalt edges, drainage systems, and other affected public infrastructure are free from damage or have been repaired or restored to City standards and specifications and that all construction debris has been removed from the public right-of-way.
2. **Settlement of Accounts:** All applicable municipal fees related to the permit shall be paid prior to the release of the Infrastructure Protection Security Escrow. The city reserves the right to deduct any unpaid professional costs directly from the Infrastructure Protection Security Escrow prior to the release of any remaining balance.

SECTION 4: DEFAULT

If an applicant fails to complete required frontage improvements, fails to repair infrastructure damage, or fails to resolve outstanding professional fees within thirty (30) days of final inspection of the permitted structure, Willard City shall have the immediate right to declare the Infrastructure Protection Security Escrow forfeited. The City is authorized to use the escrowed cash to hire independent contractors to fix the right-of-way and to cover any additional legal or engineering fees caused by the default.

Under no circumstances shall any portion of the Infrastructure Protection Security Escrow be released until all required right-of-way improvements and repairs have been completed to City standards, inspected, and accepted by the City.

SECTION 5: EFFECTIVE DATE

This Resolution shall take effect immediately upon its adoption by the Willard City Council.

PASSED AND ADOPTED by the City Council of Willard City, Utah, this ____ day of _____, 2026.

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

RESOLUTION NO. 2026-13

A RESOLUTION OF THE WILLARD CITY CORPORATION ADOPTING THE WILLARD CITY ECONOMIC DEVELOPMENT STRATEGIC PLAN COMPLETED UNDER THE FY2024 RURAL COMMUNITIES OPPORTUNITY GRANT.

WHEREAS, the Willard City Corporation has prioritized long-term economic resilience, the strengthening of the local tax base, and the guidance of future commercial development aligned with the City's 2023 General Plan; and

WHEREAS, Willard City applied for and was awarded funding through the State of Utah's Rural Communities Opportunity Grant for Fiscal Year 2024 to complete a comprehensive Economic Development Strategic Plan; and

WHEREAS, the City retained the professional services of LRB Public Finance Advisors as the project consultant, who successfully completed the scope of work in December 2025; and

WHEREAS, the completed Economic Development Strategic Plan provides a data-driven framework, including socioeconomic analyses, sales tax leakage assessments, land-use evaluations of the 750 North/I-15 interchange, and actionable strategies to balance commercial growth with the protection of Willard's agricultural heritage and rural character; and

WHEREAS, the Willard City Council finds that adopting this Strategic Plan will serve the best interests of the health, safety, and general welfare of the residents and business community of Willard City.

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

SECTION 1: Adoption. The Willard City Council hereby formally adopts the *Willard City Economic Development Strategic Plan* dated December 2025, to serve as an official guiding document for future infrastructure planning, land-use decisions, and economic development initiatives.

SECTION 2: Certification of Funds. The City Council acknowledges and certifies that all FY2024 Rural Communities Opportunity Grant funds were used exclusively for the professional consultant services required to complete this Plan, in strict compliance with the grant agreement.

SECTION 3: Effective Date. This Resolution shall become effective immediately upon its passage and adoption.

PASSED AND ADOPTED BY THE CITY COUNCIL OF WILLARD CITY, STATE OF UTAH, on
this 23rd day of July 2026.

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

WILLARD CITY

Mayor Travis Mote

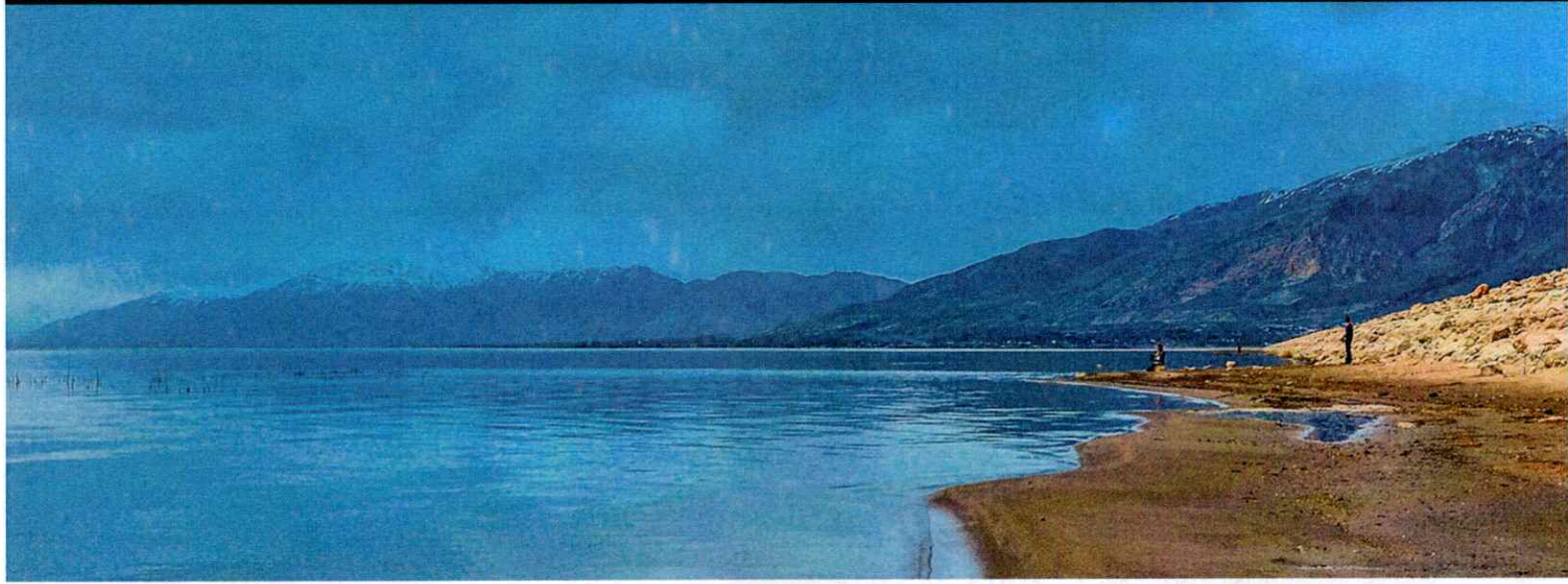
ATTEST:

Diana Mund, City Recorder



PUBLIC
FINANCE
ADVISORS

LEWIS | ROBERTSON | BURNINGHAM



WILLARD CITY, UTAH

DECEMBER 2025

DRAFT ECONOMIC DEVELOPMENT STRATEGIC PLAN

PREPARED BY:

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

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SECTION 1. EXECUTIVE SUMMARY

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

Socioeconomic and Demographic Overview: Economic markets are heavily influenced by demographics and socioeconomics. Focusing on measurements such as population, income levels, education, infrastructure investment, industry, and the existing workforce helps us to understand the current market characteristics that are causing the underlying economy in Willard and South Willard to thrive or decline.

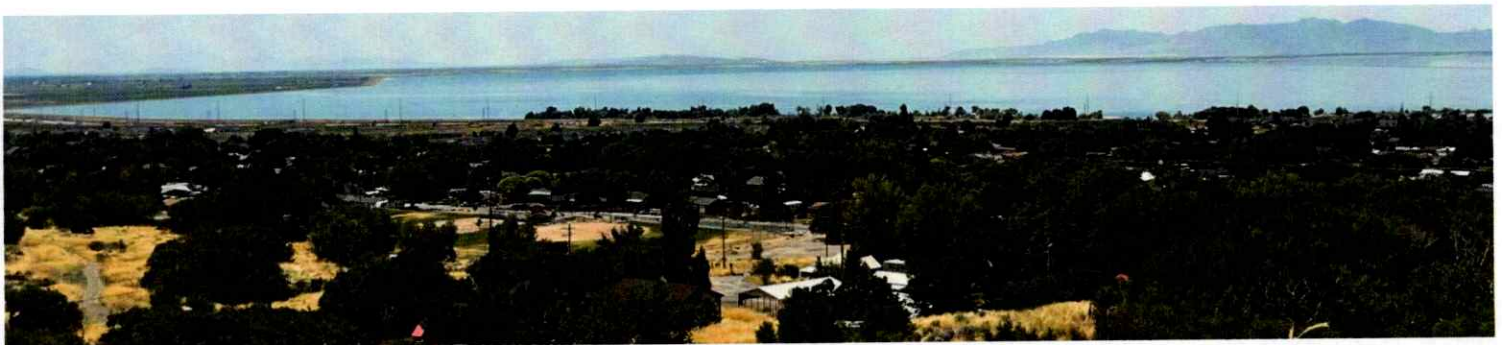
Sales Tax Leakage and Capture Analysis: Taxable sales provide an important metric to assess the general economic health of the City. Using CY 2021 - 2023 sales tax data, this Plan identifies industries and sectors with opportunity for growth within the City. This analysis also identifies the kinds of goods and services demanded by residents.

Market Conditions: Assessing the Willard area's feasibility to develop commercial activity includes an analysis of land use and zoning, location, competitive market sites, types of development, and tourism considerations.

Site Location Analysis: LRB and stakeholders identified 750 North, along the I-15 intersection, as a potential commercial node to provide opportunities for cultivation of economic development in the City.

Stakeholder Outreach and SWOT: Two stakeholder meetings were held in order to bring together City staff, business leaders and owners, influential residents, and development partners to gain a holistic view of what is needed in the Plan. Responses from stakeholders are utilized to develop the economic development strategies outlined below.

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



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

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

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

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

SECTION 2. SOCIOECONOMIC AND DEMOGRAPHICS ANALYSIS

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

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

HISTORIC POPULATION

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

TABLE 2.1: HISTORIC CENSUS POPULATION

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

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

TABLE 2.1: CONT.

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

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

¹ Source: Willard General Plan, Figure 17



POPULATION PROJECTION

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

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

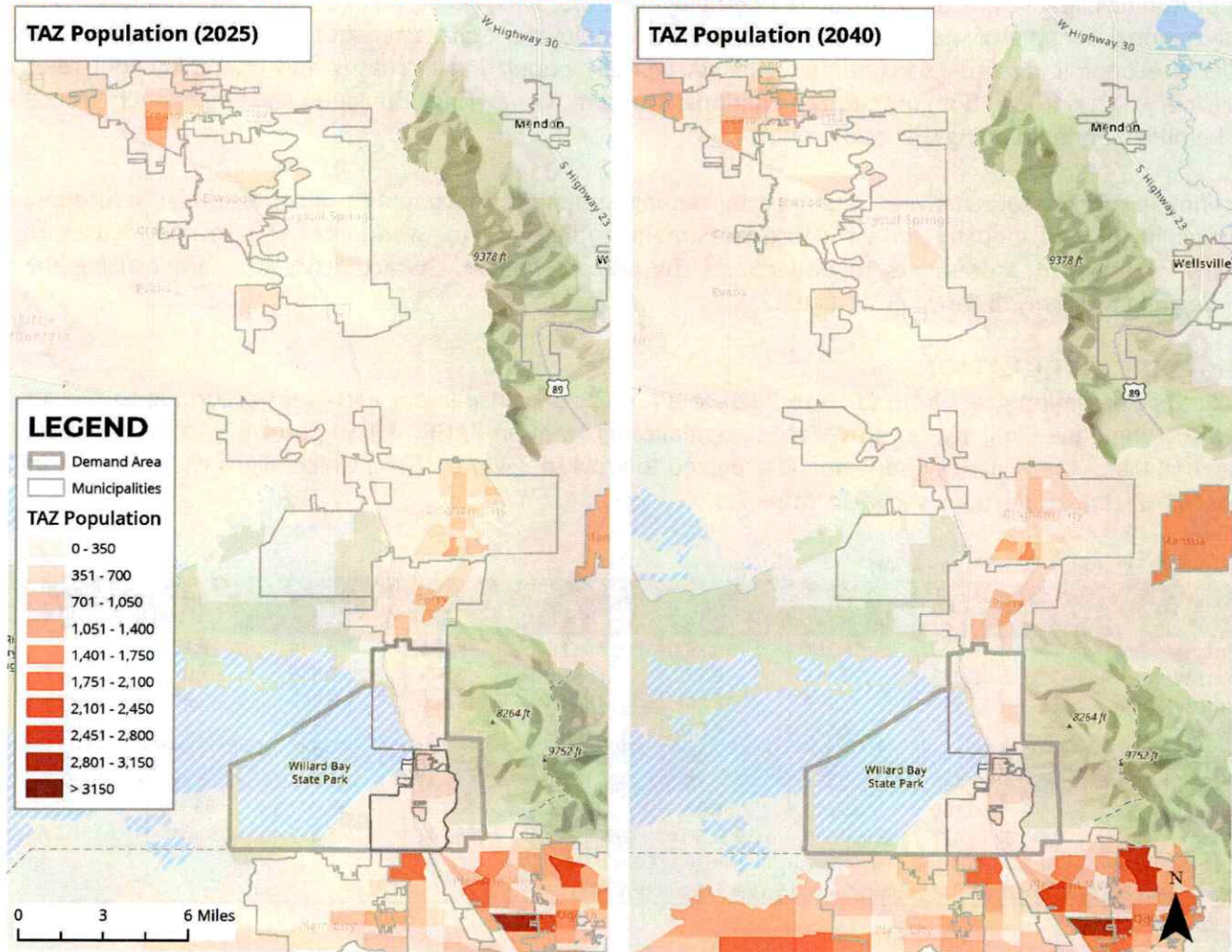


Table 2.2 illustrates historic redistricting Census for Willard and South Willard, while **Table 2.3** shows 2023 TAZ projected growth through 2040. The TAZ projections start higher than the comparable data beginning in 2024 through the projected horizon.

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

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

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

TABLE 2.2: CENSUS PROJECTIONS (CONT.)

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

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

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

Source: Wasatch Front Regional Council, Traffic Area Zone Projections

TABLE 2.3: TAZ PROJECTIONS (CONT.)

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

Source: Wasatch Front Regional Council, Traffic Area Zone Projections

AGE

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

FIGURE 2.2: WILLARD AREA - AGE DISTRIBUTION

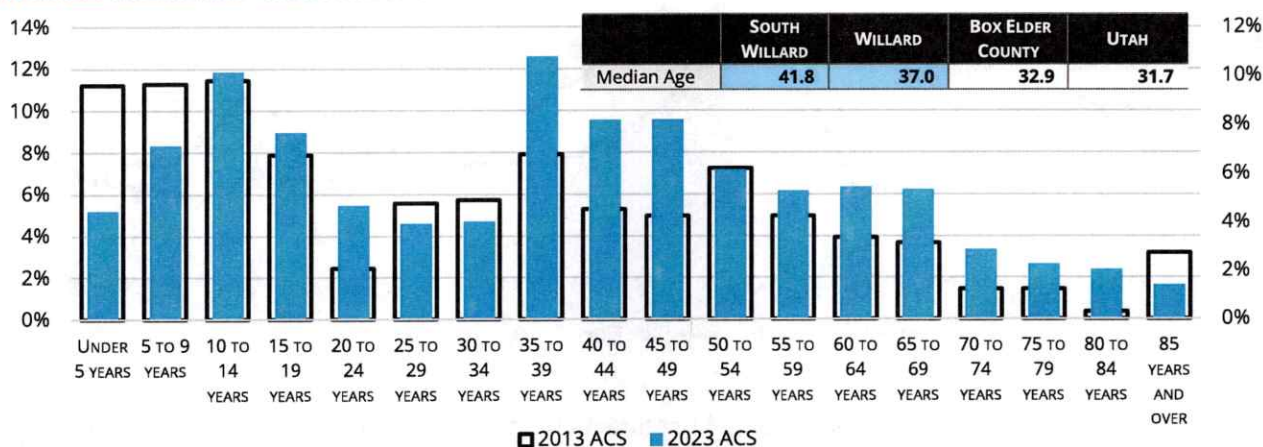
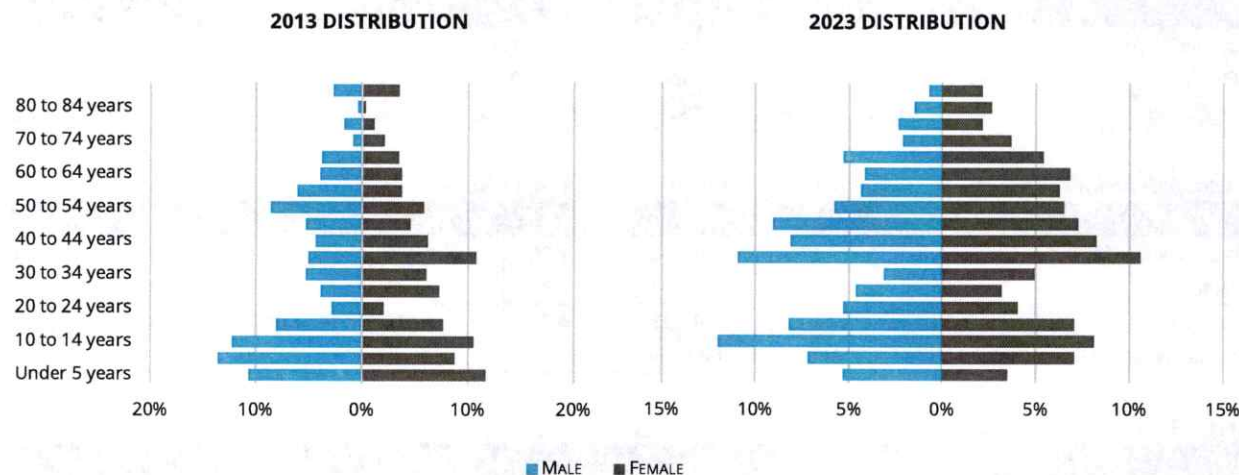


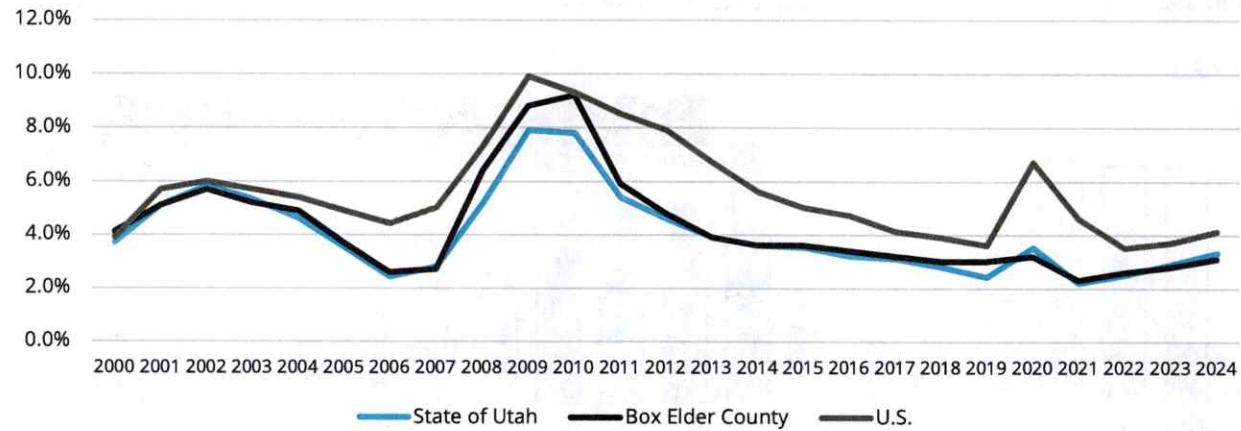
FIGURE 2.3: WILLARD AREA - AGE DISTRIBUTION BY SEX



EMPLOYMENT

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

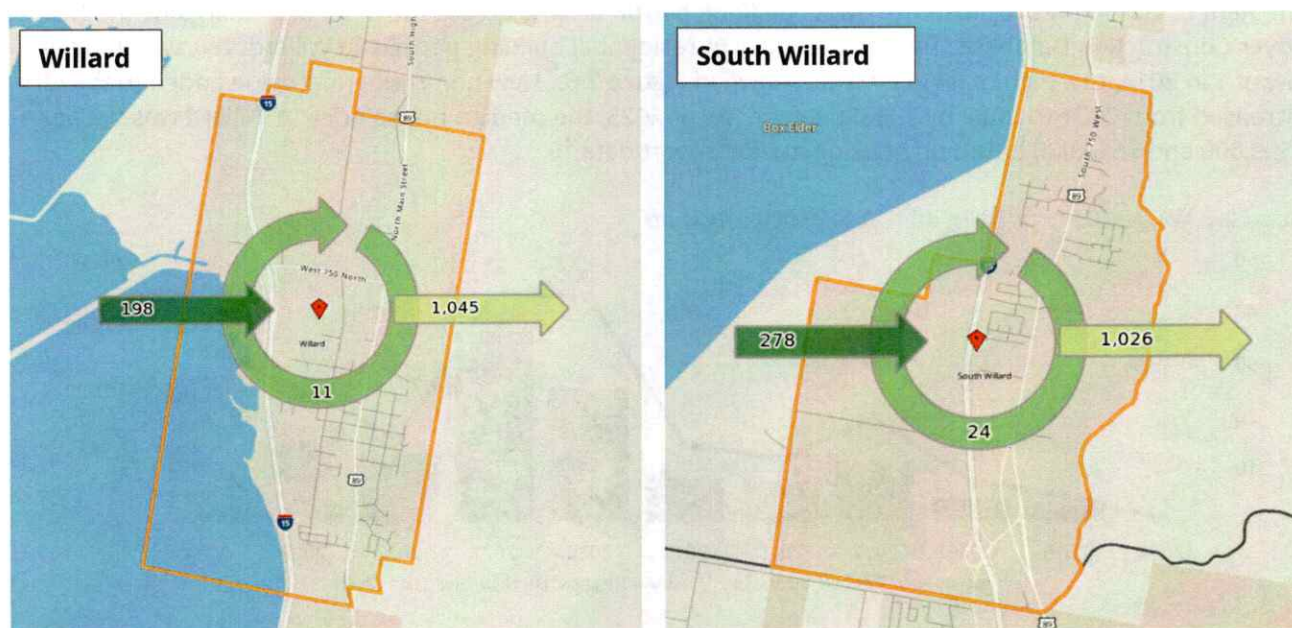
FIGURE 2.4: BOX ELDER COUNTY HISTORIC UNEMPLOYMENT RATE



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



FIGURE 2.5: US CENSUS 2022 ON THE MAP DATA ILLUSTRATION



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

TABLE 2.4: BOX ELDER COUNTY EMPLOYMENT PROJECTION

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

Source: Wasatch Front Regional Council, Traffic Area Zone Projections

RESIDENTIAL BUILDING PERMITS AND NEW COMMERCIAL VALUATION

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

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

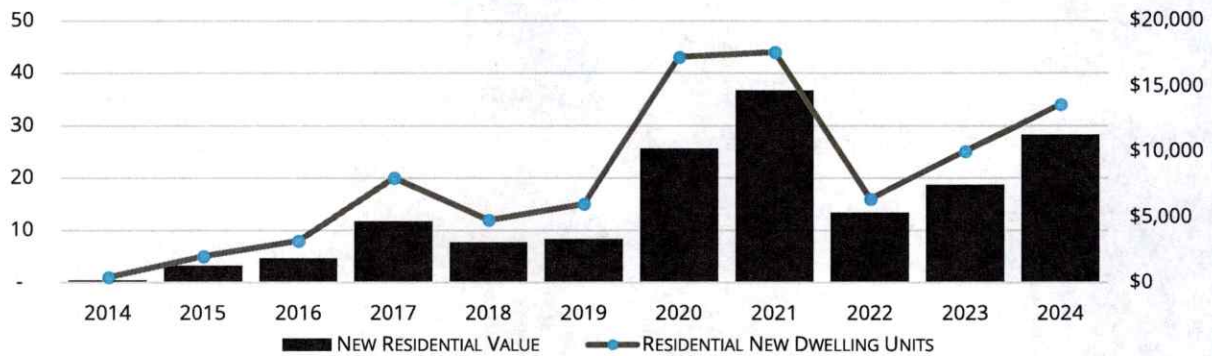
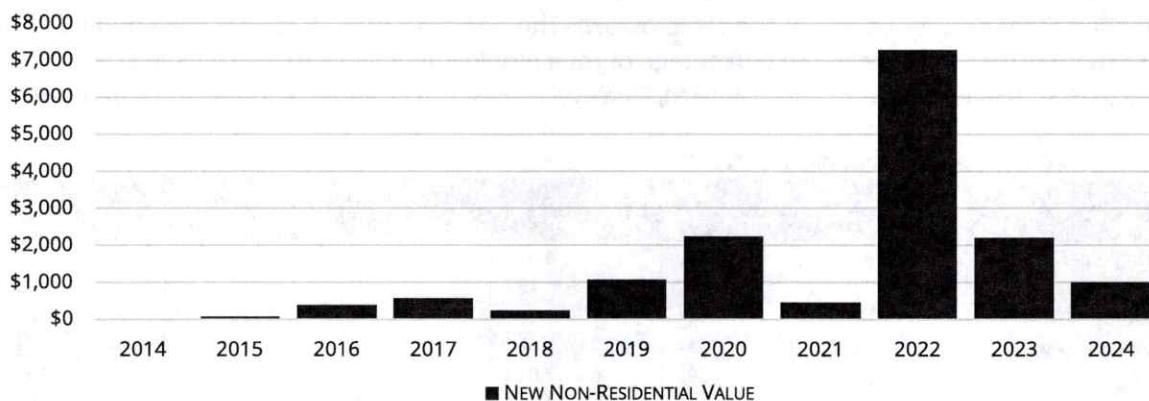


FIGURE 2.7: WILLARD CITY NEW COMMERCIAL VALUE (\$000)



EDUCATION

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

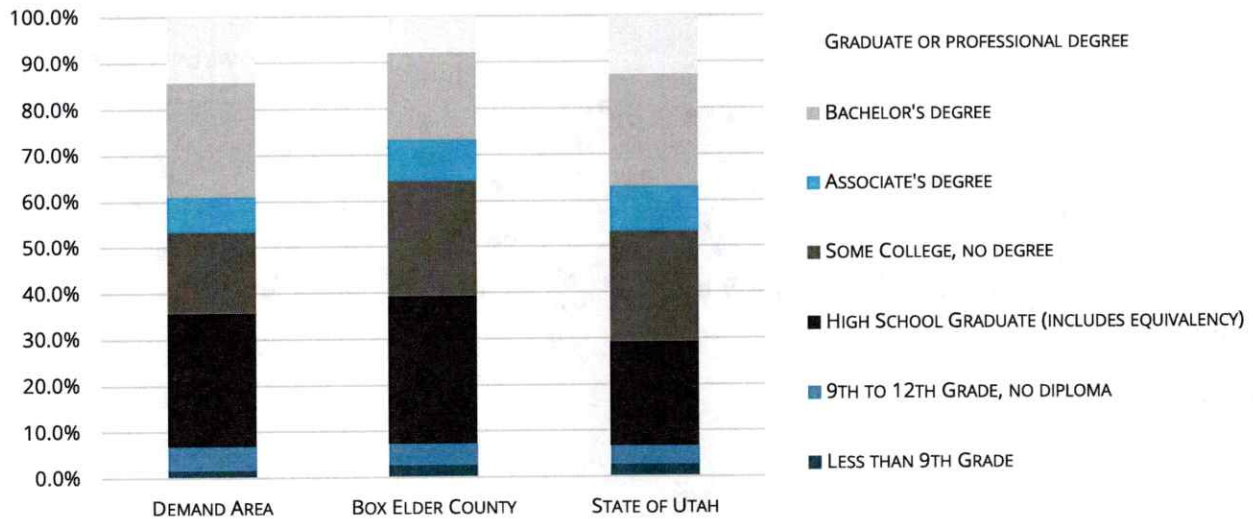
² South Willard data not available.

³ Ivory-Boyer Construction Database.

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

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

FIGURE 2.8: WILLARD AREA EDUCATIONAL ATTAINMENT



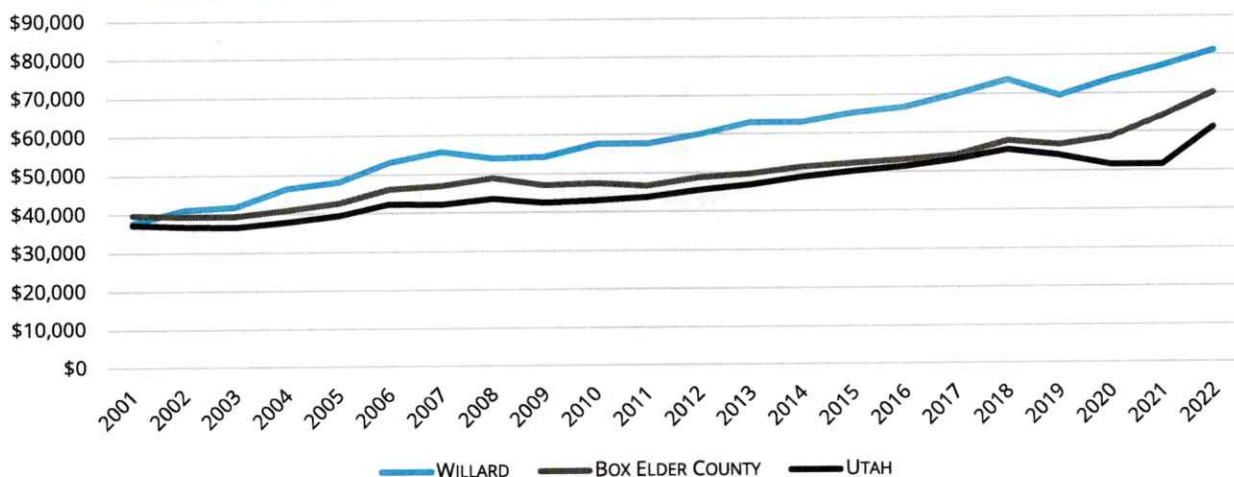
HOUSEHOLDS

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

INCOME

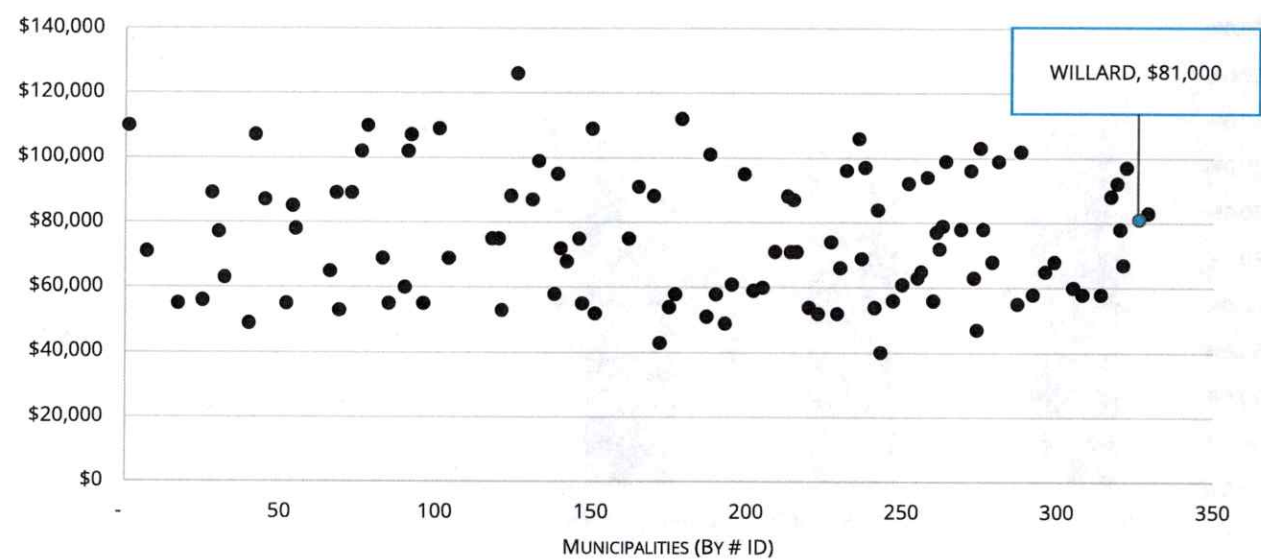
The Utah median adjusted gross income (MAGI) represents an individual's total gross income minus specific tax deductions. **Figure 2.11** illustrates the historic MAGI and corresponding increase. As of 2020, the Utah State Tax Commission reports Willard's MAGI was \$81,000.⁵ The Willard MAGI was slightly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

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



⁵ South Willard data not available.

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



SECTION 3. ANALYSIS OF TAXABLE SALES

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

METHODOLOGY

SALES TAX DATA

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

INCOME DATA

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

POPULATION DATA

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

SALES TAX LEAKAGE ANALYSIS

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



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

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

RETAIL SALES

RETAIL TRADE

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

TABLE 3.1: RETAIL TRADE SALES LEAKAGE SUMMARY

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



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

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

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

WHOLESALE TRADE

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

TABLE 3.2: WHOLESALE TRADE SALES LEAKAGE SUMMARY

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



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

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

INDUSTRY SALES

AGRICULTURE, FORESTRY, FISHING, AND HUNTING

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

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

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

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

CONSTRUCTION

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

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

TABLE 3.4: CONSTRUCTION SALES LEAKAGE SUMMARY

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

Potential Opportunities: Construction of Buildings and Specialty Trade Contractors.

INFORMATION

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

TABLE 3.5: INFORMATION SALES LEAKAGE SUMMARY

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

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

MANUFACTURING

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

TABLE 3.6: MANUFACTURING SALES LEAKAGE SUMMARY

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

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

MINING, QUARRYING, AND OIL AND GAS EXTRACTION

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

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

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

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

TRANSPORTATION AND WAREHOUSING

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

TABLE 3.8: TRANSPORTATION AND WAREHOUSING SALES LEAKAGE SUMMARY

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

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

UTILITIES

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

TABLE 3.9: UTILITIES SALES LEAKAGE SUMMARY

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

Potential Opportunities: Water, Sewage & Other Systems.



SERVICE SALES

ACCOMMODATION AND FOOD SERVICES

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

TABLE 3.10: ACCOMMODATION AND FOOD SERVICES SALES LEAKAGE SUMMARY

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

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

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

ADMINISTRATIVE AND SUPPORT AND WASTE MANAGEMENT AND REMEDIATION SERVICES

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

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

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

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

ARTS, ENTERTAINMENT, AND RECREATION

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

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

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

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

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

EDUCATIONAL SERVICES

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

TABLE 3.13: EDUCATION SALES LEAKAGE SUMMARY

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

FINANCE AND INSURANCE

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

TABLE 3.14: FINANCE AND INSURANCE SALES LEAKAGE SUMMARY

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

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

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



HEALTH CARE AND SOCIAL ASSISTANCE

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

TABLE 3.15: HEALTH CARE AND SOCIAL ASSISTANCE SALES LEAKAGE SUMMARY

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

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

MANAGEMENT OF COMPANIES AND ENTERPRISES

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

TABLE 3.16: MANAGEMENT OF COMPANIES AND ENTERPRISES SALES LEAKAGE SUMMARY

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

PROFESSIONAL, SCIENTIFIC, AND TECHNICAL SERVICES

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

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

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

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

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

REAL ESTATE AND RENTAL AND LEASING

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

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

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

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

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

OTHER SERVICES (EXCEPT PUBLIC ADMINISTRATION)

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

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

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



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

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

OVERVIEW

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

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

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



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



SECTION 4. MARKET ANALYSIS

EXISTING CONDITIONS

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

PROPERTY TAX

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

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

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

TABLE 4.1: TAX RATE COMPARISONS AMONG BOX ELDER COUNTY COMMUNITIES

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

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

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



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

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

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

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

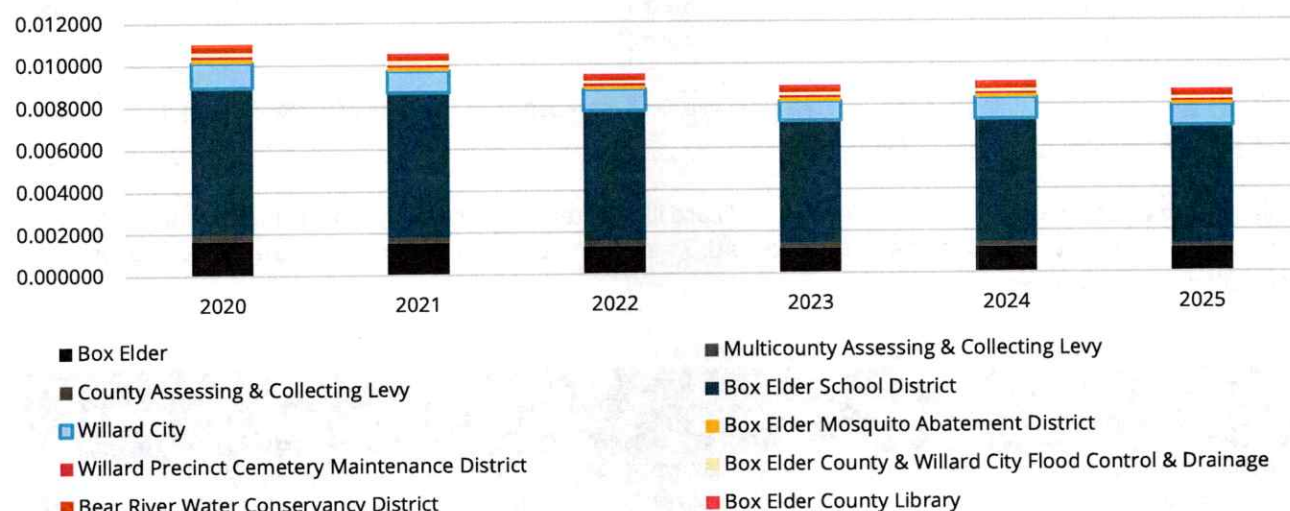
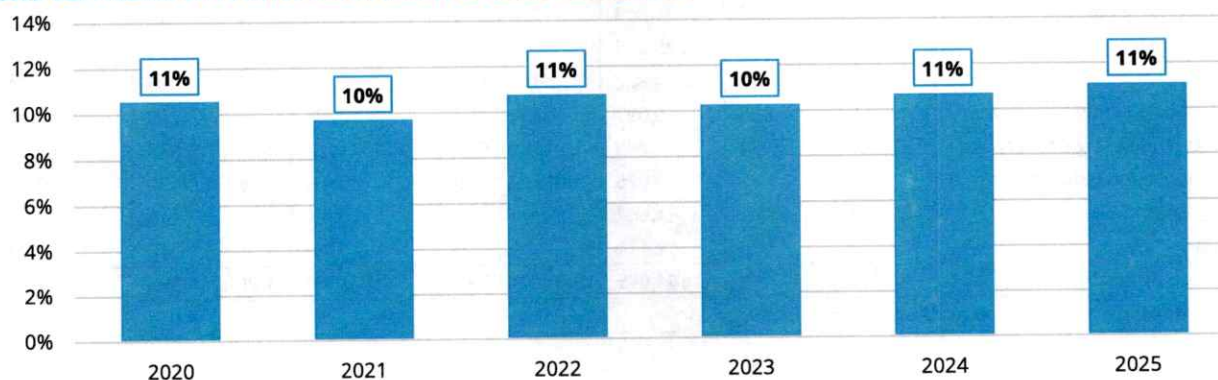


FIGURE 4.2: WILLARD CITY TAX RATE AS A PERCENT OF TOTAL TAX AREA 132



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

LAND USE AND ZONING

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

TABLE 4.2: DISTRIBUTION OF LAND USE TYPES WITHIN WILLARD

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

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

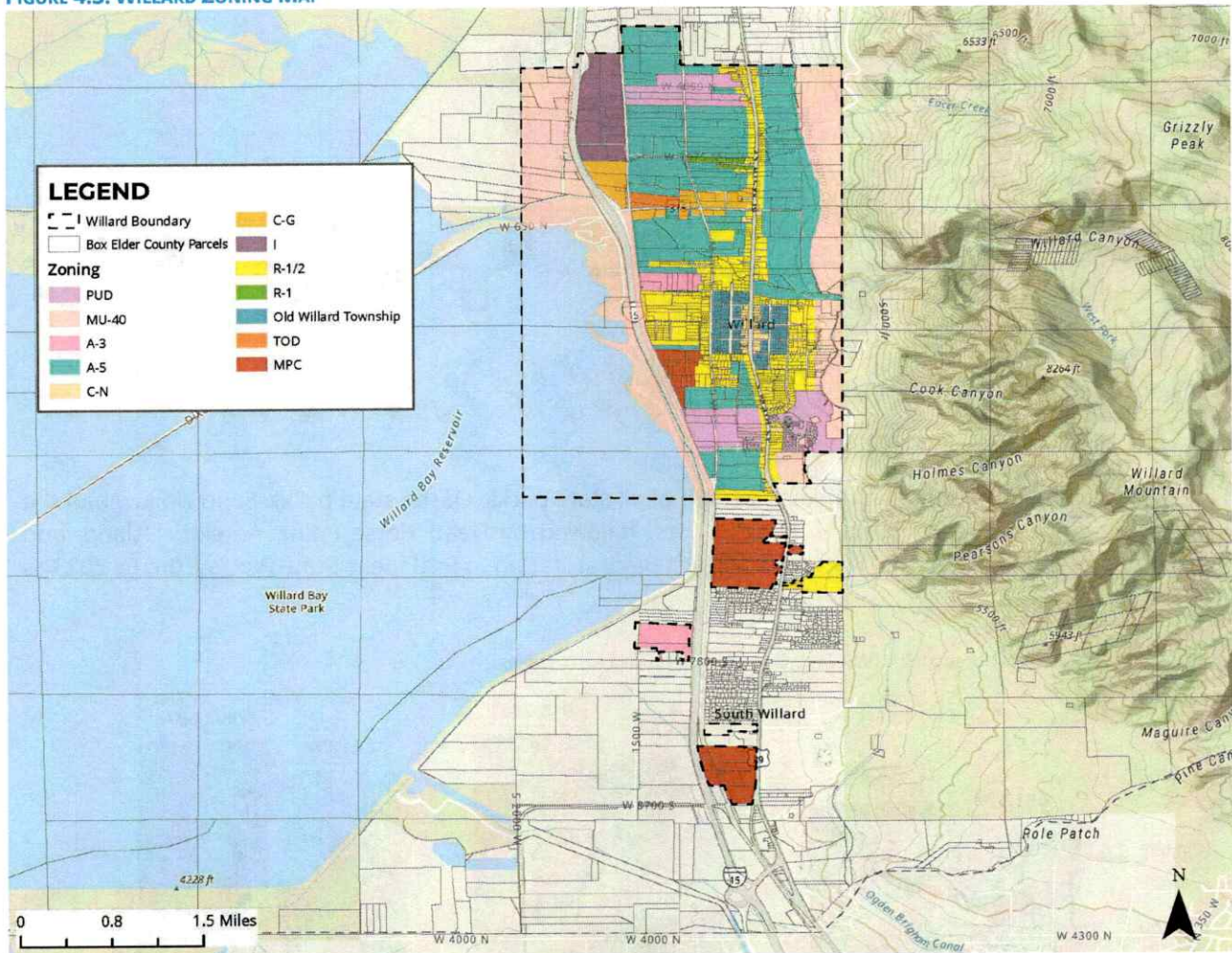
Similarly, the distribution of land uses in South Willard illustrates a concentration of residential development, with nearly 65 percent of the market value and 71 percent of the taxable value attributed to primary residential property types.

TABLE 4.3: DISTRIBUTION OF LAND USE TYPES WITHIN SOUTH WILLARD

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

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

FIGURE 4.3: WILLARD ZONING MAP



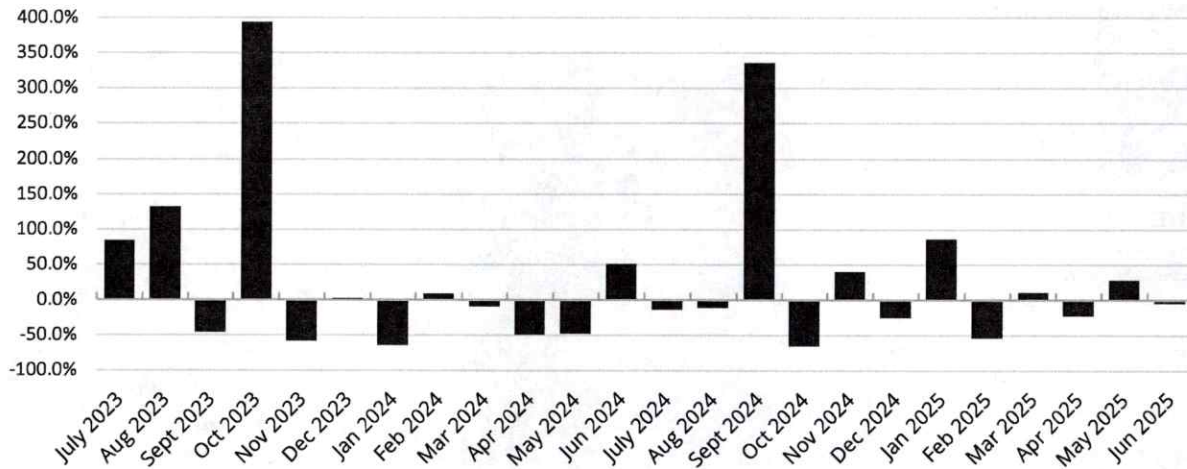
AADT GROWTH

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

WILLARD BAY VISITATION

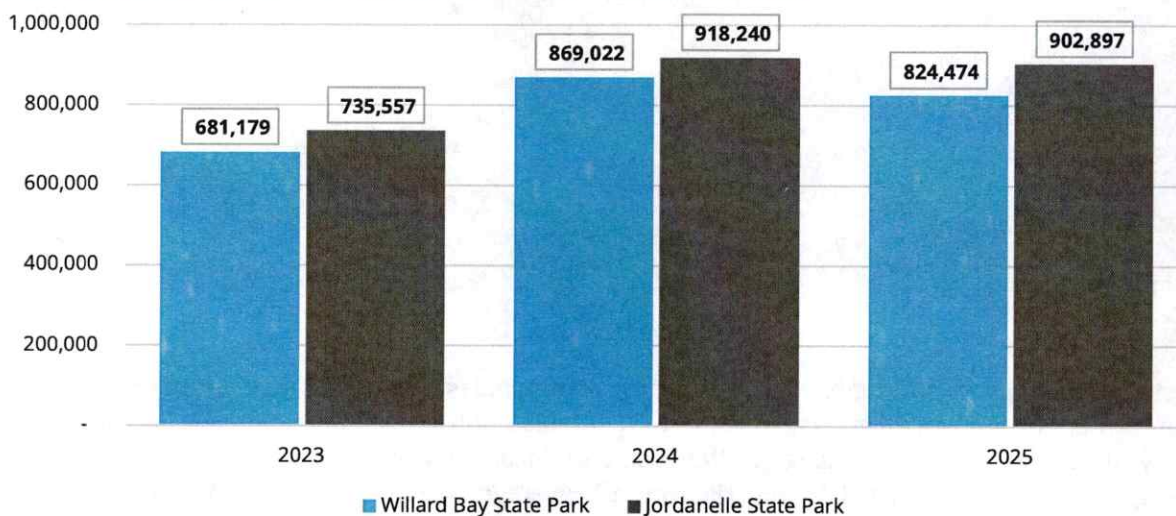
Willard Bay, a top 5 state park with 824,000 visitors during fiscal year (FY) 2025, is one of Willard's biggest attractions to visitors. A comparison of monthly visitation trends for Willard Bay illustrates the annual percent change from FY 2023 to FY 2025, as shown in **Figure 4.4**. Notable shifts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

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



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

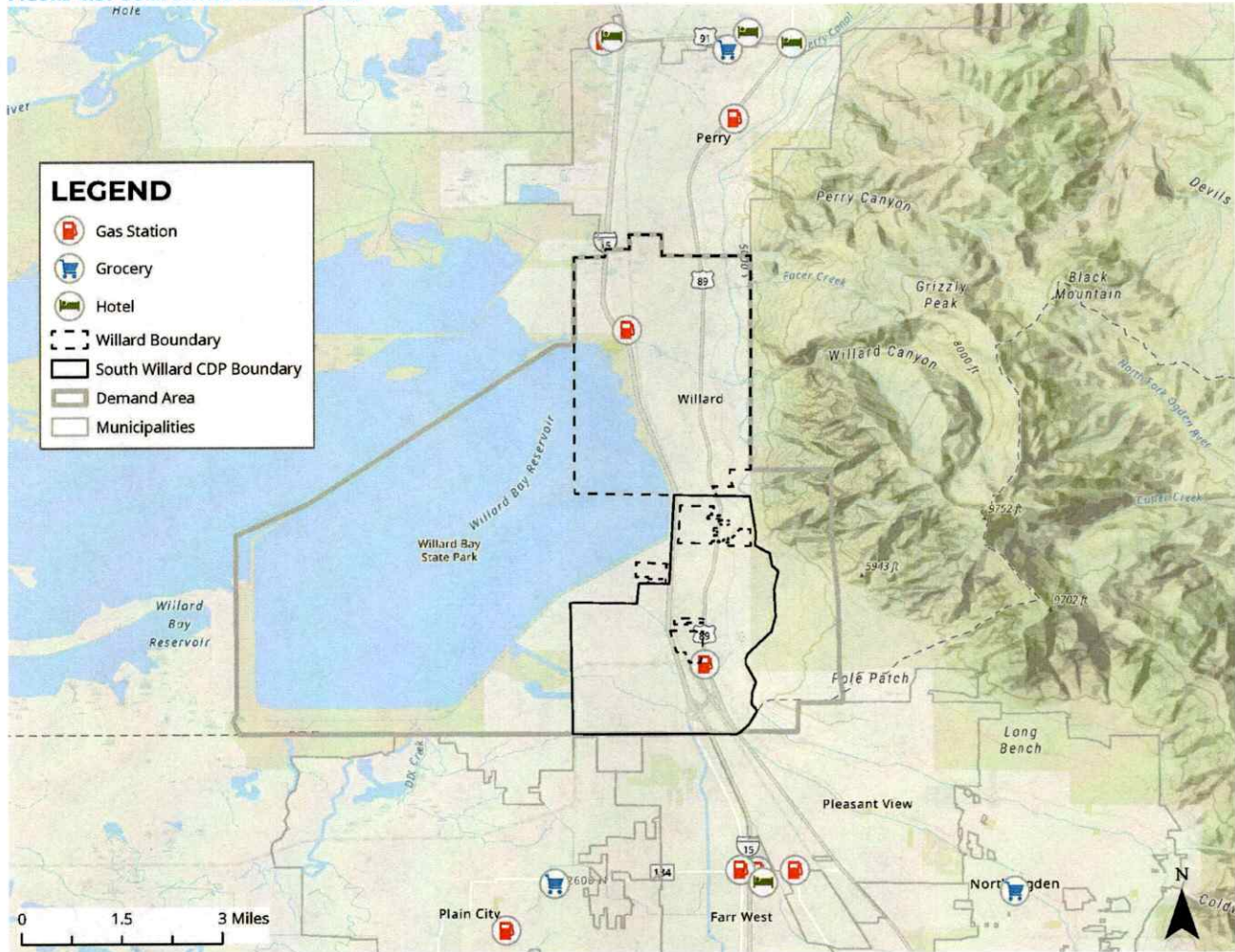
FIGURE 4.5: COMPARISON OF VISITATION (WILLARD BAY AND JORDANELLE STATE PARKS)



COMPETITIVE MARKET SITES

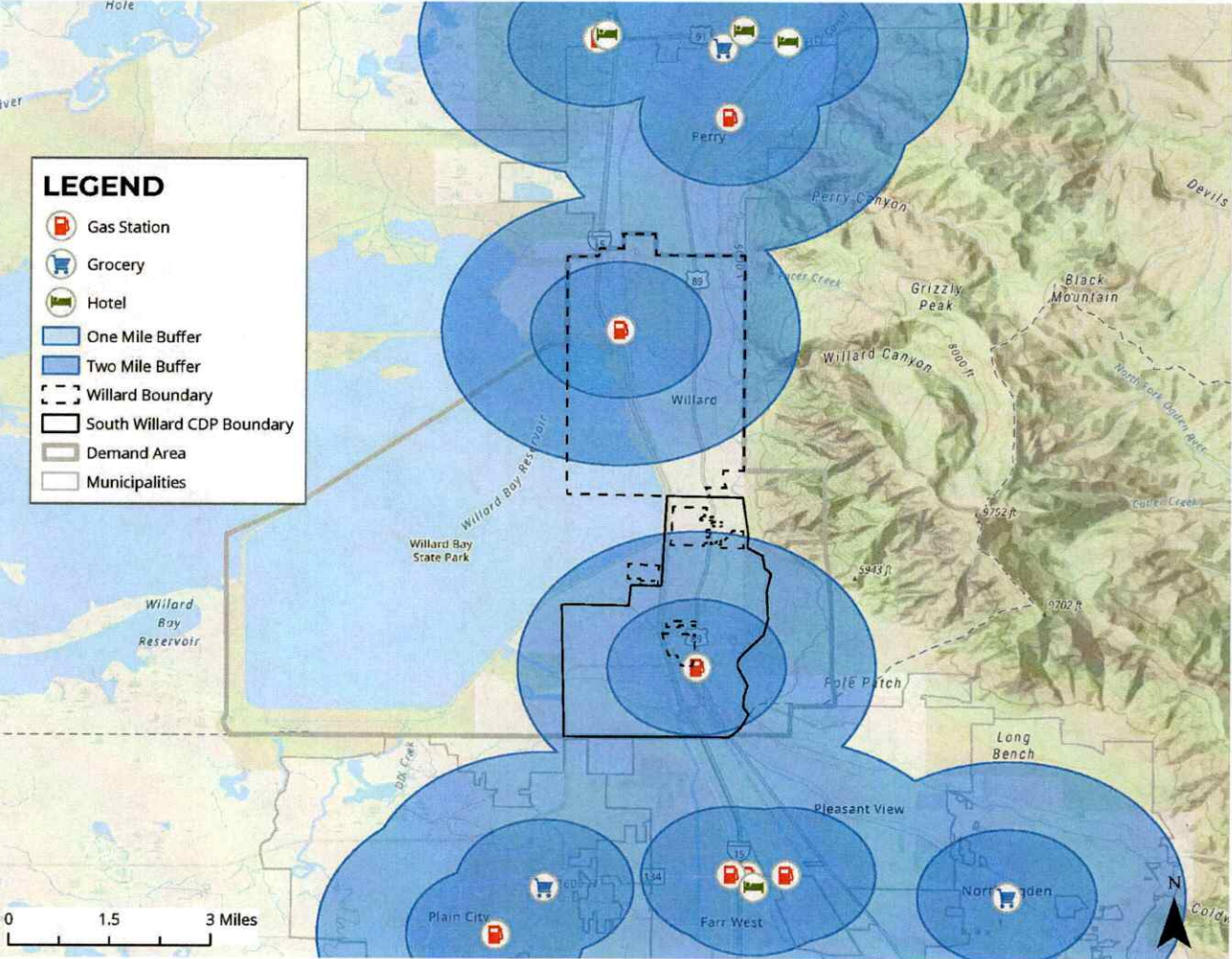
Discussions with stakeholders pointed to three potential markets compatible with the Plan's development goals: gasoline stations, food and grocery stores, and overnight accommodation. This following analysis identifies the surrounding gasoline stations, food and grocery stores, and overnight accommodation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

FIGURE 4.5: COMPETITIVE MARKET SITES



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

FIGURE 4.6: BUFFER OF COMPETITIVE MARKET SITES



SUPPORTABLE COMMERCIAL ZONING

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

EXAMPLE OF SUPPORTABLE COMMERCIAL DEVELOPMENT (NEIGHBORHOOD SCALE RETAIL)



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

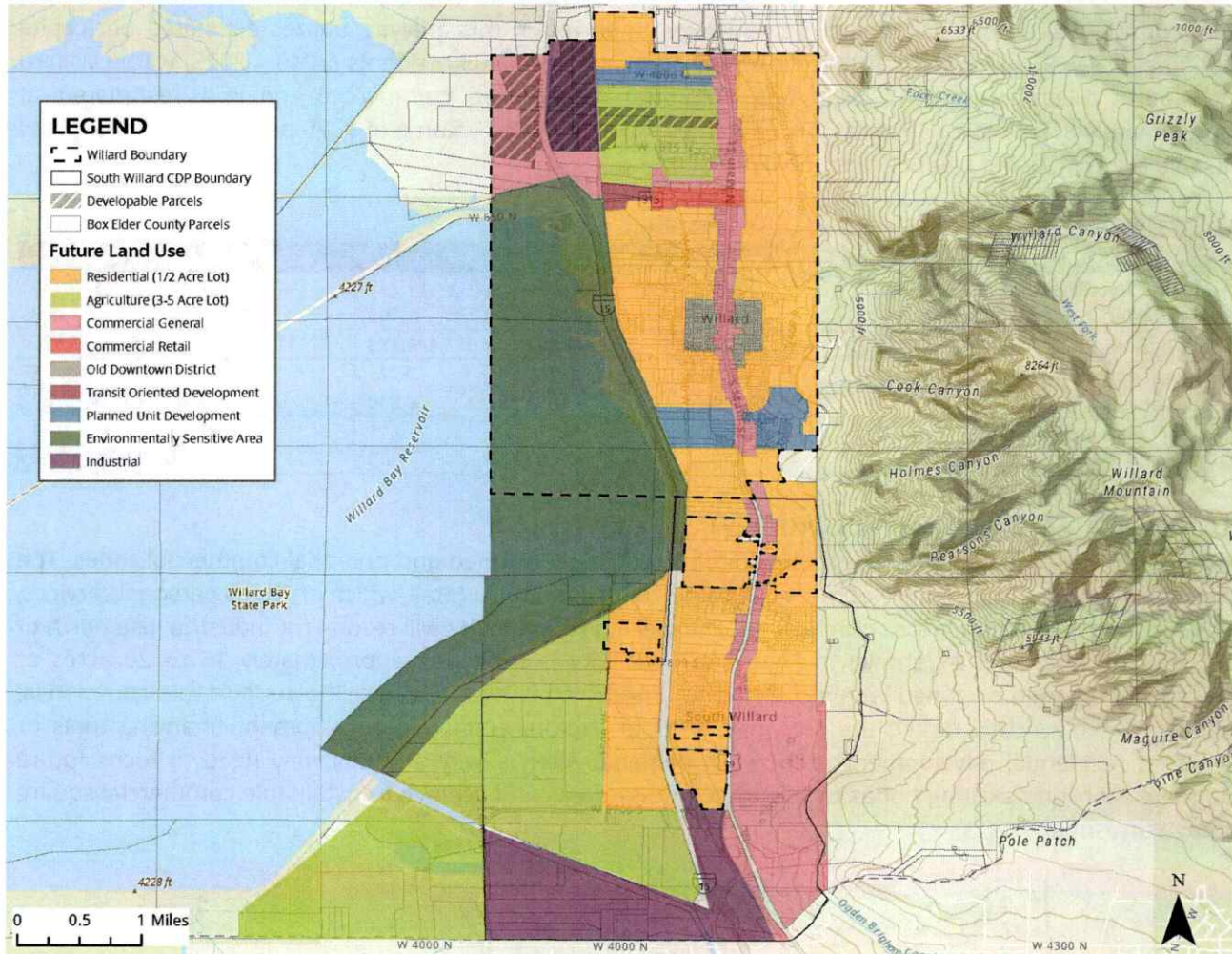
TABLE 4.4: SUPPORTABLE COMMERCIAL ZONING BASED ON PER HOUSEHOLD SPENDING

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

FUTURE COMMERCIAL DEVELOPMENT

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

FIGURE 4.7: POTENTIAL COMMERCIAL DEVELOPMENT OVERLAY WITH FUTURE ZONING MAP



BARRIERS TO ENTRY

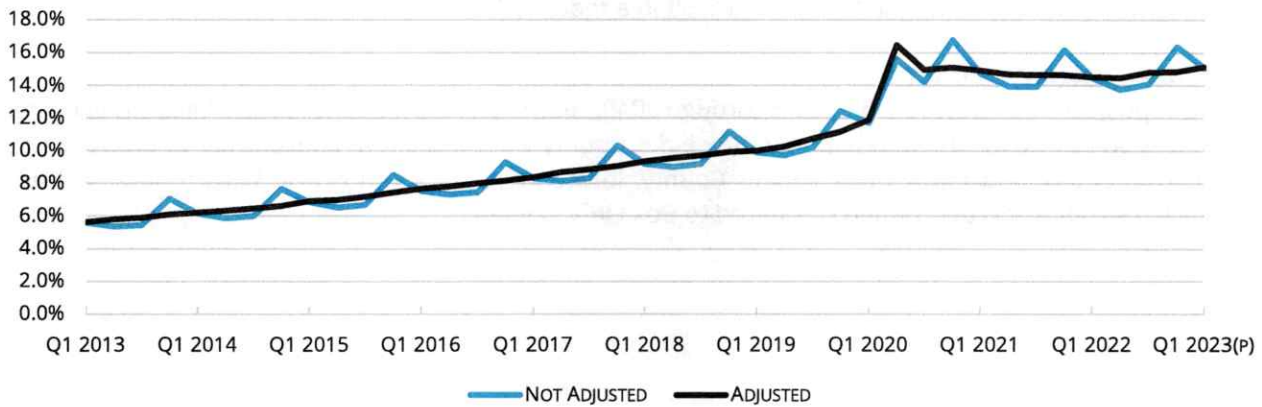
Some commercial development may be impacted by factors that serve as barriers toward unconstrained commercial growth within the community. These barriers may include growth in online sales, City ordinances, development costs, or geographic challenges. Future commercial development in Willard and South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

SHIFT TO ONLINE SALES

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

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

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



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

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

LAND COST

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

TABLE 4.5: COMPARISON OF MARKET LAND VALUES

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

Source: Box Elder County Parcels

DEVELOPMENT COST: IMPACT FEES

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

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

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

LOWER POPULATION AND ROOFTOPS

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

SECTION 5. STAKEHOLDER OUTREACH AND SWOT

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

TABLE 5.1: SWOT ANALYSIS DESIGN

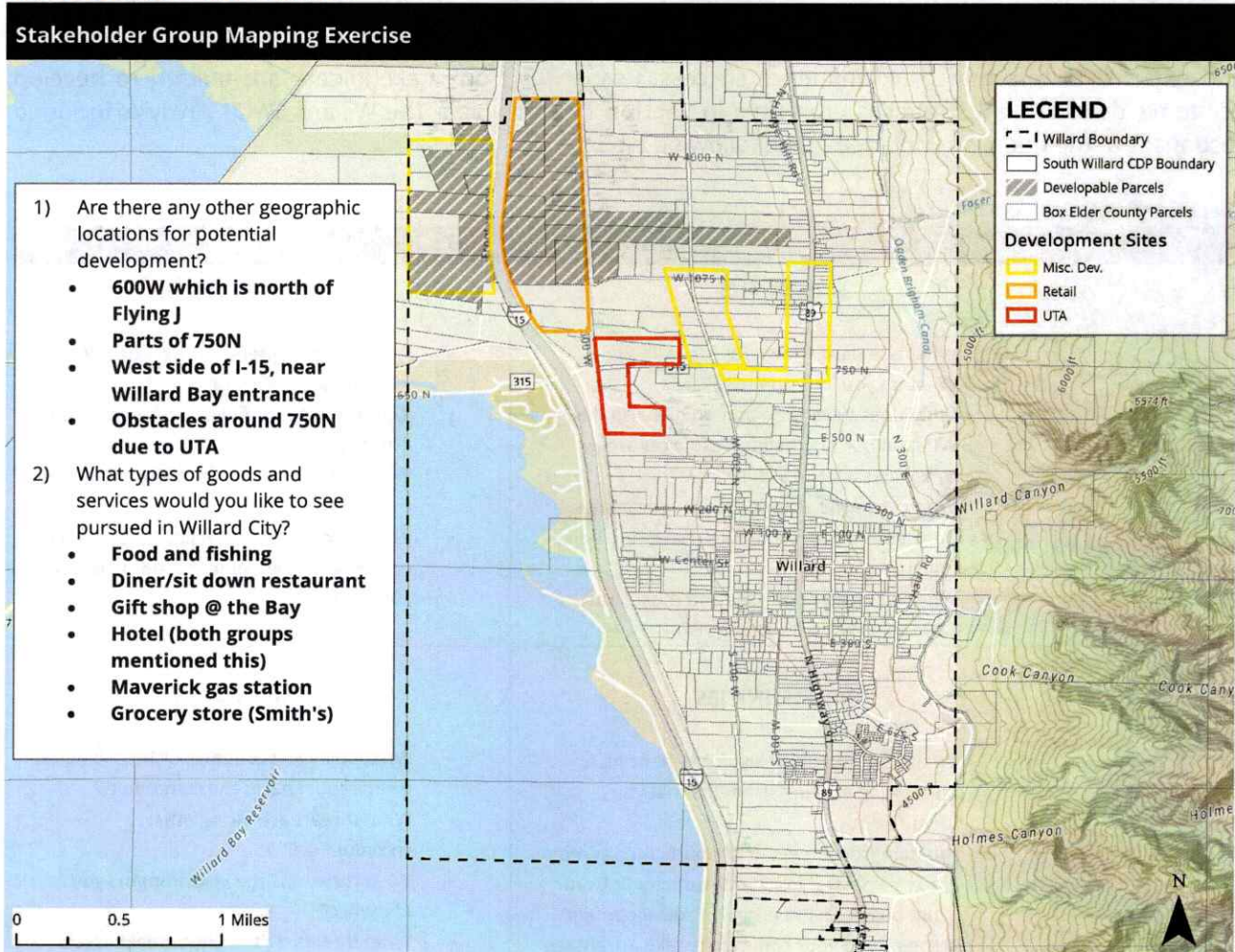
	POSITIVES	NEGATIVES
INTERNAL FACTORS	STRENGTHS - What is Willard known for? - What do you love about Willard? - What does Willard do that no one else does? - What unique and helpful resources are available to businesses and industries? - What specific competitive advantage businesses and industries have 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: Strengths and SWOT Matrix

STRENGTHS

S

- WILLARD BAY STATE PARK
- ANNEXED SOUTH WILLARD LAND
- HIKING TRAILS
- FRUIT FARMS

WEAKNESSES

W

- AGING WATER INFRASTRUCTURE
- ECONOMIES OF SCALE
- COMMUNITY CONCERN OVER DEVELOPMENT

OPPORTUNITIES

- UTA FRONTRUNNER INTEGRATION
- SOUTH WILLARD DEVELOPMENT
- SOUTH MARINA ANNEXATION
- INDUSTRIAL AND COMMERCIAL REZONE
- GRAVEL PITS

- WET LAND PRESERVATION REQUIREMENTS
- GRAVEL PITS
- INFLATION

ERNAL

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.



**Planning Commission
Staff Report
Zoning Ordinance Amendment
Sections 24.04.060 and 24.44.050**



May 28, 2026
Madison Brown, Planner

Applicant: City-Initiated Amendment

Agenda Item: Discussion regarding proposal to amend Willard Zoning Code 24.01.060 and 24.44.050 (1) and (3) to define frontage requirements for corner lots.

Background

Current definitions

- "Frontage, Lot" means the lineal measurement of the front lot line.
- "Lot, Corner" means a lot abutting upon two or more streets at their intersection or upon two parts of the same street, such streets or parts of the same street forming an interior angle of less than one hundred thirty-five degrees.
- "Lot Frontage Required" means the length of the front lot line, which is coterminous with the front street line.
- "Lot Line, Front" means for an interior lot, the lot line adjoining the street; or a corner lot or through lot, the lot line adjoining either street, *as elected by the lot owner*.

Staff have identified ambiguity within the current zoning ordinance regarding frontage requirements for corner lots. As currently written, a corner lot may satisfy the minimum frontage requirement on only one street frontage at the time of subdivision plat approval. Because the ultimate orientation of the home is often not determined until a building permit is submitted, a dwelling may be constructed facing the street frontage that did not meet the minimum frontage requirement. This ambiguity creates uncertainty during both subdivision and building permit review and does not clearly reflect the City's intent that corner lots provide adequate frontage along both adjoining streets.

The proposed amendment clarifies each street frontage of a corner lot is considered a front lot line and that the minimum frontage requirement must be met along each street frontage.

Proposed Amendment

The proposed amendment would:

1. Amend the definition of "Frontage, Lot" to:

- a. "Lot Line, Front means:
 - i. For an interior lot, the lot line adjoining the street;
 - ii. For a corner lot, each lot line adjoining a street shall be considered a front lot line; and
 - iii. For a through lot, each lot line adjoining a street shall be considered a front lot line."
2. Amend the definition of "Lot, Corner" to:
 - a. "Lot, Corner means a lot abutting upon two or more streets at their intersection, or upon two parts of the same street, such streets or parts of the same street forming an interior angle of less than one hundred thirty-five (135) degrees. Each street frontage of a corner lot shall be considered a front lot line."
3. Amend Section 24.44.050 to include the following in the table:
 - a. "Corner Lots. A corner lot shall provide not less than one hundred (100) feet of frontage along each street frontage adjoining the lot. Frontage shall be measured independently along each lot line adjoining a public street right-of-way."
4. The proposed ordinance will establish that lots lawfully created before the effective date of this ordinance shall not be considered nonconforming solely because they do not satisfy the new frontage requirements.

Analysis

The purpose of the minimum frontage requirements is to ensure adequate lot width, access, visibility, and consistency within residential neighborhoods. While the City's zoning districts require a minimum of 100 feet, the current ordinance and definitions allow a corner lot owner to designate either street frontage as the front lot line, effectively allowing compliance on only one side of the lot.

The proposed amendment removes the ambiguity and prevents future non-conformity by requiring compliance along both street frontages. This change will provide better consistency and help maintain the city's intended development standards.

The amendment applies prospectively and will include protections for existing lots of record. As a result, legally created lots will not become nonconforming due solely to the adoption of this ordinance.

Suggested Action

Staff recommend the Planning Commission direct staff to prepare an Ordinance to make these amendments to sections 24.04.060 and 24.44.050 of the Willard Zoning Code and set a public hearing for these changes.



WILLARD CITY

Planning Commission Meeting – Regular Meeting

Thursday, July 16, 2026 – 6:30 p.m.

Willard City Hall – 80 West 50 South

Willard, Utah 84340

Hargis Hill Road without it being upgraded. Did Willard have any plans to update Hargis Hill Road? Madison Brown, City Planner, did not know of any city plans regarding Hargis Hill Road.

Commissioner Thackeray stated the he lived on Hargis Hill Road as well. He was concerned about the 18 additional homes being proposed on Hargis Hill Road. There were currently less than ten homes on Hargis Hill. The new homes being proposed would directly affect traffic on Hargis Hill.

There was further discussion about the proposed development.

Chairman Bingham felt Perry would require the developer to upgrade Perry's portion of Hargis Hill.

Commissioner Baker recommended that Brandon Jacobson talk to Councilman Mike Braegger who used to live on Hargis Hill Road.

Commissioner Bodily realized this was a Perry development, but he felt Willard should be involved because of the impact it would have on Willard residents and a Willard street.

4. CITY COUNCIL REPORT

Time Stamp: 24:19 – 07/16/2026

Madison Brown stated that there wasn't anything to report on because there wasn't a City Council meeting on July 9th.

5A. PUBLIC HEARING TO RECEIVE PUBLIC COMMENTS REGARDING A PROPOSAL TO AMEND SECTIONS 24.01.060 AND 24.44.050 (A) AND (3) OF THE WILLARD CITY ZONING CODE REGARDING FRONTAGE REQUIREMENTS FOR CORNER LOTS

Time Stamp – 24:50 - 07/16/2026

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

Commissioner Bodily moved to open the public hearing at 6:56 p.m. Commissioner Baker seconded the motion. All voted "aye." The motion passed unanimously.

Madison Brown said the administration had found that the Willard City Code regarding corner lots was ambiguous. It did not define corner lots with two frontages. The staff proposed that the code be amended to state that a corner lot did have two frontages, and that a corner lot had to be 100 feet wide on both frontages.

Chairman Bingham asked if there were any comments from the audience. No public comments were made.

Commissioner Baker moved to close the public hearing at 6:58 p.m. Commissioner Ormond seconded the motion. All voted "aye." The motion passed unanimously.



WILLARD CITY

Planning Commission Meeting – Regular Meeting

Thursday, July 16, 2026 – 6:30 p.m.

Willard City Hall – 80 West 50 South

Willard, Utah 84340

5B. CONSIDERATION AND RECOMMENDATION REGARDING PROPOSAL TO AMEND WILLARD CITY ZONING CODE 24.01.060 AND 24.44.050 (1) AND (3) TO DEFINE FRONTAGE REQUIREMENTS FOR CORNER LOTS (CONTINUED FROM JUNE 4 AND JUNE 18, 2026)

Time Stamp – 28:40 - 07/16/2026

Chairman Bingham asked if the Planning Commission had any concerns or comments regarding the proposed amendment.

Commissioner Thackeray felt the proposed amendment should address how close a driveway could be to a stop sign or intersection. He thought Willard currently required that a driveway on a corner lot be 15 feet from a stop sign. He felt that was too close.

Commissioner Bodily felt Willard should use the state code to determine how close a driveway should be to a stop sign, which he thought was 30 feet. Amy Hugie stated that regardless of the required distance, it was something the administration would have to research. The Planning Commission could not act on it because it was not part of the public notice.

Commissioner Ormond asked if the required frontage for corner lots could be varied when an MPC Zone was approved. Amy Hugie said it could, but any variances would be addressed in the MPC development agreement. An MPC Zone was a contract between the city and a developer.

Commissioner Ormond was concerned that a developer could write his own zoning requirements in an MPC Zone. Chairman Bingham said a developer could make suggestions, which Willard could approve or disapprove in the development agreement. Commissioner Ormond wanted to make sure that the general zoning regulations, such as the required frontage on corner lots, could act as a guideline

Commissioners Baker and Bodily didn't have any comments, neither did Chairman Bingham.

Commissioner Bodily asked if the Planning Commission should address Commissioner Thackeray's concern before forwarding the corner lot changes to the City Council. Amy Hugie suggested that the proposed amendment be forwarded to the City Council. The administration could then research and propose an amendment addressing how close driveways could be to stop signs and intersections.

Commissioner Baker moved to recommend that the City Council approve an amendment to Willard City Zoning Code 24.01.060 and 24.44.050 (1) and (3) to define frontage requirements for corner lots as written. Commissioner Bodily seconded the motion. All voted "aye." The motion passed unanimously.

5C. PUBLIC HEARING TO RECEIVE PUBLIC COMMENTS REGARDING CORRECTIONS TO THE FUTURE LAND USE MAP FOUND IN WILLARD CITY'S 2023 GENERAL PLAN ADOPTED MARCH 14, 2024

Time Stamp – 34:23 - 07/16/2026

Commissioner Bodily moved to open the public hearing at 7:04 p.m. Commissioner Ormond seconded the motion. All voted "aye." The motion passed unanimously.

WILLARD CITY ORDINANCE 2026-12

AN ORDINANCE AMENDING SECTIONS 24.01.060 AND 24.44.050 OF THE WILLARD CITY ZONING CODE; AND PROVIDING AN EFFECTIVE DATE FOR THESE CHANGES.

Section 1 - Recitals

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

WHEREAS, the City Council finds that in conformance with Utah Code §10-9a-702, the governing body of the City may pass any ordinance to regulate, require, prohibit, govern, control or supervise any activity, business, conduct, or condition authorized by the laws of the State of Utah or any other provision of law; and

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

WHEREAS, the Willard City Council recognizes the need to periodically review and update zoning regulations to ensure consistency in subdivision design and residential development standards; and

WHEREAS, the City Council finds that the current provisions of Sections 24.01.060 and 24.44.050 create ambiguity regarding frontage requirements and front lot line designations for corner lots; and

WHEREAS, the City Council finds that clarifying these provisions will promote consistent application of minimum frontage requirements, improve lot design, and ensure adequate access, visibility, and neighborhood development standards; and

WHEREAS, the City Council finds that the public convenience and necessity, public safety, health, and welfare require adoption of these amendments;

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

SECTION 2: AMENDMENT Chapter 24.01 – General Provisions, Section 24.01.060 Definitions, and Chapter 24.44 – Development Standards, Section 24.44.050, are hereby amended to read as follows (new language shown in bold):

24.01.060 – Definitions

Lot Line, Front means:

A. For an interior lot, the lot line adjoining the street;

B. For a corner lot, each lot line adjoining a street shall be considered a front lot line; and

Lot, Corner means a lot abutting upon two or more streets at their intersection, or upon two parts of the same street, such streets or parts of the same street forming an interior angle of less than one hundred thirty-five (135) degrees. **Each street frontage of a corner lot shall be considered a front lot line.**

24.44.050 – Lot Frontage Requirements

Add the following subsection:

Corner Lots. A corner lot shall provide not less than one hundred (100) feet of frontage along each street frontage adjoining the lot. Frontage shall be measured independently along each lot line adjoining a public street right-of-way.

Lots lawfully created prior to the effective date of this Ordinance shall not be considered nonconforming solely because they do not satisfy the frontage requirements established by this amendment.

The foregoing Recitals are fully incorporated herein.

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

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

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

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

SECTION 7: EFFECTIVE DATE This Ordinance shall become effective upon adoption and publication or posting as required by law.

PASSED AND ADOPTED by the Willard City Council on this ____ day of August, 2026.

Hulsey	Yes____	Nay____	Absent____
Christensen	Yes____	Nay____	Absent____
Braegger	Yes____	Nay____	Absent____
Mund	Yes____	Nay____	Absent____
Bodily	Yes____	Nay____	Absent____

ATTEST:

WILLARD CITY:

BY: _____

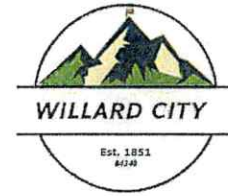
City Recorder

Mayor Travis Mote

Planning Commission Staff Report Map Corrections

June 2, 2026

Madison Brown, Planner



Applicant: City-Initiated Amendment

Agenda Item: Review and discuss proposed corrections to the Willard City Zoning Map referenced in 24.40.020 of the Willard Zoning Code.

Background

Staff identified discrepancies between the Zoning Map, Future Land Use Map, and prior legislative actions. During a review of historical rezones and map amendments, it was discovered that certain parcels were unintentionally left out of map updates, while others were included by mistake. Consequently, portions of the city's maps no longer accurately reflect approved ordinances and land use decisions. Resolution 2026-06 proposes amendments to ensure the Zoning Map and the Future Land Use Map accurately reflect previously adopted ordinances and land use decisions.

Staff reviewed the last ten years of rezone applications and ordinances to carefully inspect all parcel numbers and ensure the correct parcels were included in the map adjustments. Certain parcels were incorrectly changed, so they are being corrected to the previous zone designation.

Staff also reviewed the Future Land Use map within the General Plan to ensure the City's desired growth and development plans were being followed.

Findings

- Staff reviewed rezone ordinances and map amendments adopted between 2016 and 2026.
- Multiple parcels were found to be inconsistent with previously adopted zoning and land use decisions.
- Corrections are necessary to ensure the official Zoning Map accurately reflects adopted ordinances.
- Amendments to the Future Land Use Map are necessary to improve consistency between the General Plan and the City's Zoning regulations.
- Amendments to the General Plan require a public hearing and City Council approval.

Proposed Amendments

The following updates were made:

Zoning Map

Parcel	Current Designation	Proposed Designation	Ordinance
02-052-0055	A5	PUD	2010-B
02-052-0056	A5	PUD	2010-B
02-052-0057	A5	PUD	2010-B
02-052-0058	A5	PUD	2010-B
02-052-0059	A5	PUD	2010-B
02-052-0059	A5	PUD	2010-B
02-052-0060	A5	PUD	2010-B
02-052-0061	A5	PUD	2010-B
02-052-0062	A5	PUD	2010-B
02-052-0085	A5	PUD	2010-B
02-052-0086	A5	PUD	2010-B
02-052-0103	A5	PUD	2010-B
02-052-0102	A5	PUD	2010-B
02-052-0101	A5	PUD	2010-B
02-052-0100	A5	PUD	2010-B
02-052-0099	A5	PUD	2010-B
02-052-0098	A5	PUD	2010-B
02-052-0097	A5	PUD	2010-B
02-047-0101	OWT	C-N	2018-A
02-038-0073	PUD	R 1/2	2026-09
02-038-0072	PUD	R 1/2	2026-09
02-040-0210	PUD	R 1/2	2026-09
02-043-0048	PUD	R 1/2	2026-09
02-052-0048	A5	R1/2	2017-C
02-052-0049	A5	R1/2	2017-C
02-043-0050	PUD	A5	Incorrectly changed.
02-043-0060	PUD	A5	Incorrectly changed.
02-043-0059	PUD	A5	Incorrectly changed.
02-043-0061	PUD	A5	Incorrectly changed.
02-035-0046	PUD	A5	Incorrectly changed.
02-035-0070	PUD	A5	Incorrectly changed.

02-040-0208	PUD	R1/2	Incorrectly changed.
02-040-0209	PUD	R1/2	Incorrectly changed.
02-046-0068	A5	R1/2	Incorrectly changed.
02-046-0111	A5	CG	2023-03
02-046-0114	A5	R1/2	2023-03
02-052-0033	PUD	A5	Incorrectly changed.
02-052-0034	PUD	A5	Incorrectly changed.
02-052-0046	PUD	A5	Incorrectly changed.
02-052-0036	PUD	A5	Incorrectly changed.
02-052-0044	PUD	A5	Incorrectly changed.
02-055-0152	R1/2	R1/2	2024-02
01-045-0145		R1/2	2025-8
02-054-0014	PUD	No Zoning	

Future Land Use Map

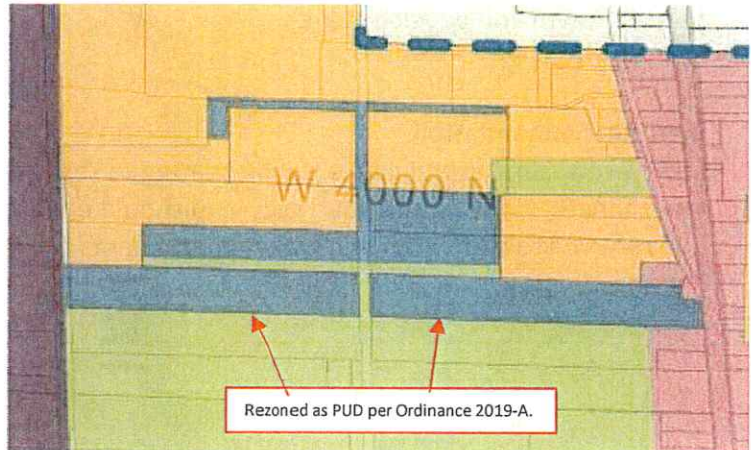
Parcel	Current Designation	Proposed Designation
02-035-0046	PUD	R1/2
02-04-00038	A5	PUD
02-043-0031	A5	PUD
02-035-0045	PUD	R1/2
02-040-0001	PUD	R1/2
02-043-0013	PUD	R1/2
02-038-0009	PUD	R1/2
02-038-0056	PUD	R1/2
02-040-0009	PUD	R1/2
02-040-0010	PUD	R1/2
02-040-0011	PUD	R1/2
02-041-0016	A5	CG
02-041-0015	A5	CG
02-052-0033	PUD	R1/2

02-052-0034	PUD	R1/2	02-052-0036	PUD	R1/2
02-052-0046	PUD	R1/2	02-052-0044	PUD	R1/2

General Plan Considerations

Because the Zoning map is adopted and amended through the City's zoning ordinances, this section focuses on the Future Land Use plan and its relationship to the General Plan.

Staff identified several areas of the Future Land Use Map that warrant further review by the Planning Commission. In particular, the northern portion of the map contains areas designated as PUD, despite the City no longer maintaining a PUD zoning district within the zoning code. Additionally, several parcels within this area have since been rezoned. Planning Commission direction is requested regarding the appropriate future land use designation for these properties.



The proposed amendments to the Future Land Use Map were developed based on prior discussions and policy direction from the Planning Commission and City Council. If City leadership believes additional changes are necessary, this review process provides an opportunity to refine the Future Land Use Map before adoption.

Staff request direction regarding any additional revisions to ensure the Future Land Use accurately reflects the City's vision, goals, and policies as established in the General Plan.

The General Plan and the Future Land Use Map are intended to guide the City's future growth and development. Willard City's goal is responsible and sustainable growth that supports innovative, low-density developments (see General Plan, page 51). The Planning Commission and City Council should keep this in mind when considering adjustments to the Future Land Use map.

Analysis

These Zoning map corrections will bring Willard City's maps into alignment with legislative actions made in the past. Periodic review of the City's zoning and land use maps is necessary to ensure consistency with adopted ordinances, resolutions, and legislative actions. Staff's review

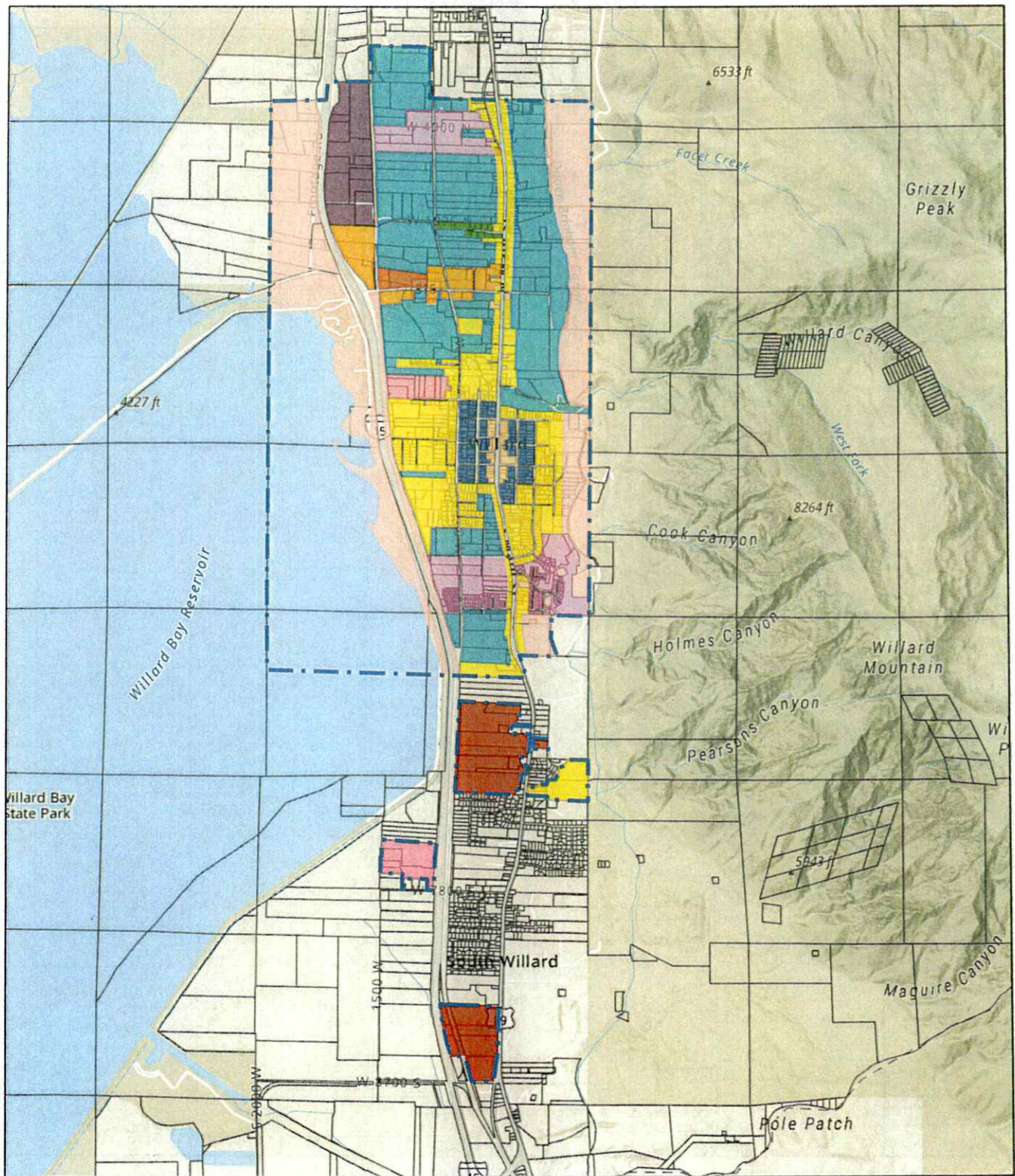
of rezones approved between 2016 and 2026 identified several discrepancies requiring correction.

The Future Land Use corrections will align the City's guiding principles for growth and development with the General Plan more accurately. The General Plan was adopted in March 2024. Since that time, several rezonings and development proposals have been considered by the City. Staff believe this review presents an appropriate opportunity for the Planning Commission to evaluate whether the Future Land Use Map still reflects the City's vision for future growth and development.

Staff Recommendation

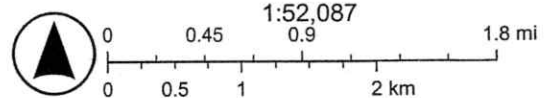
Staff recommend scheduling a public hearing to receive public input on Resolution 2026-06. Any changes to the Future Land Use Map should be discussed among the Planning Commission and referred to staff. Staff will make amendments and post notices in preparation for the public hearing.

Willard Zoning Map - Before



9/3/2025, 3:35:57 PM

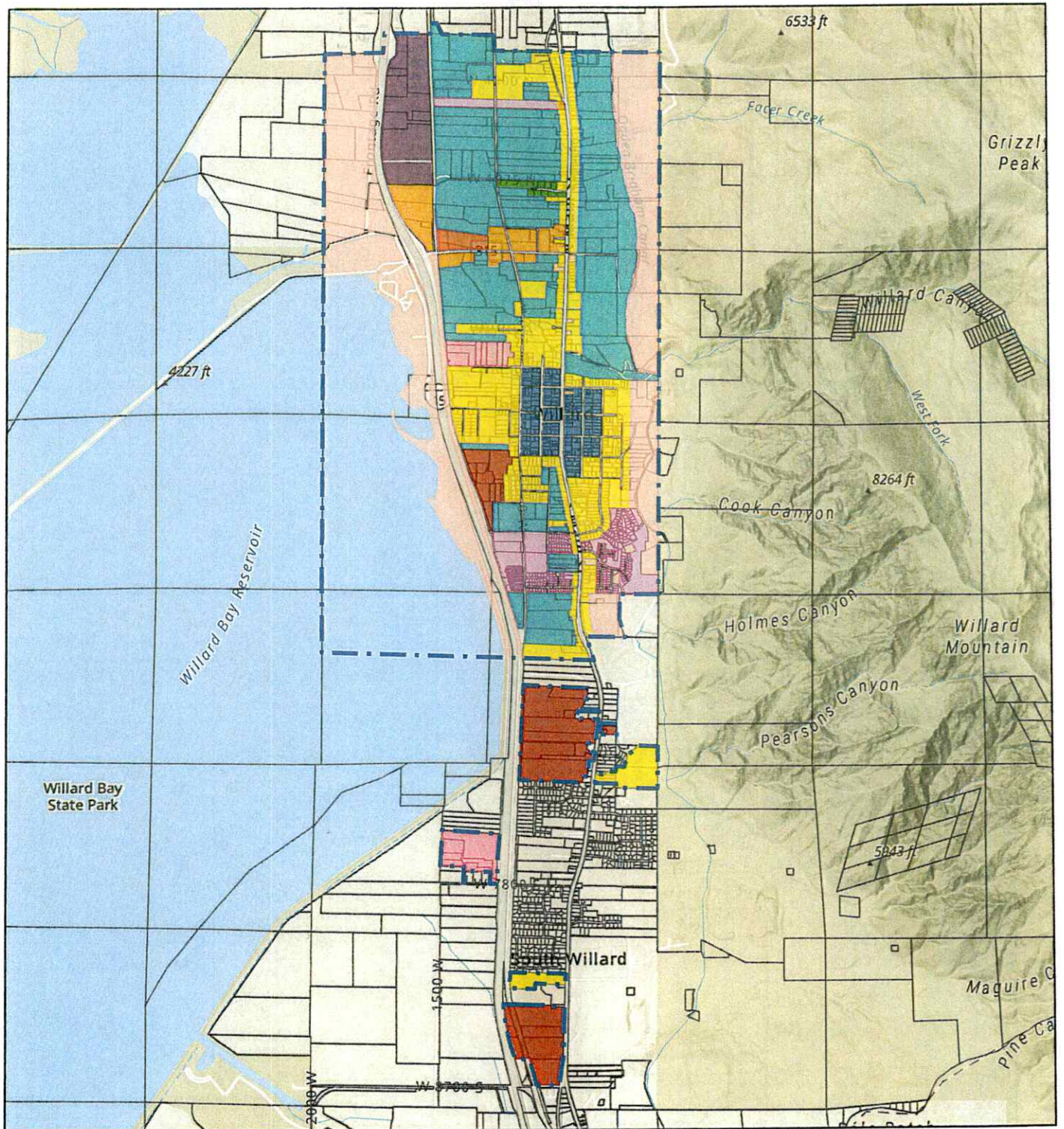
- | | | |
|---------------|-------|--------------------------|
| City Boundary | C-N | Old Willard Township |
| Zoning | C-G | TOD |
| PUD | I | MPC |
| MU-40 | R-1/2 | Box Elder County Parcels |
| A-3 | R-1 | World_Hillshade |
| A-5 | | |



Esri, NASA, NGA, USGS, Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, © OpenStreetMap contributors, and the GIS User Community

This map is for general reference only, and makes no guarantee regarding the accuracy or completeness of the information provided.

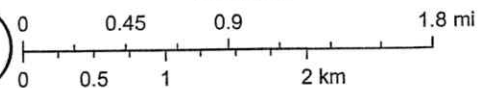
Willard Zoning Map - Proposed



6/12/2026, 11:18:59 AM

1:52,001

- | | | |
|---------------|-------|--------------------------|
| City Boundary | C-N | Old Willard Township |
| Zoning | C-G | TOD |
| PUD | I | MPC |
| MU-40 | R-1/2 | Box Elder County Parcels |
| A-3 | R-1 | World_Hillshade |
| A-5 | | World_Hillshade |



Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, © OpenStreetMap contributors, and the GIS User Community, Esri, NASA, NGA, USGS

This map is for general reference only, and makes no guarantee regarding the accuracy or completeness of the information provided.



WILLARD CITY

Planning Commission Meeting – Regular Meeting

Thursday, June 18, 2026 – 6:30 p.m.

Willard City Hall – 80 West 50 South

Willard, Utah 84340

- 5B. REVIEW AND DISCUSS PROPOSED CORRECTIONS TO THE WILLARD CITY ZONING MAP REFERENCED IN 24.40.020 OF THE WILLARD CITY ZONING CODE AND RELATED CHANGES TO THE FUTURE LAND USE MAP FOUND IN WILLARD'S 2023 GENERAL PLAN ADOPTED MARCH 14, 2024 (CONTINUED FROM JUNE 4, 2026)

Time Stamp: 06:10 – 06/18/2026

Jeremy Kimpton stated that the recommendations made by the Planning Commission on June 4th had been incorporated into the Zoning and Future Land Use Maps. If the Planning Commission didn't have any concerns, a public hearing could be scheduled to receive public comments regarding the revised Future Land Use Map.

Mr. Kimpton stated Amy Hugie had asked if the Planning Commission wanted to show the PUD areas as R ½ on the Future Land Use Map.

Amy Hugie stated that by showing the undeveloped PUD areas as half-acre on the Future Land Use Map, a request could be made for an R ½ Zone without having to change the Future Land Use Map.

Commissioner Bodily felt undeveloped areas should be shown as R ½ unless they had already been developed as a PUD.

Michelle Drago asked if a public hearing was required for both the Zoning Map corrections and changes to the Future Land Use Map. Amy Hugie said a public hearing was not required for the Zoning Map corrections because the corrections reflected legislative action that had already happened. The Planning Commission just needed to recommend that the current Zoning Map be approved by the City Council.

Commissioner Bodily moved to recommend that the City Council reaffirm the corrections to the Zoning Map. Commissioner Ormond seconded the motion. All voted “aye.” The motion passed unanimously.

Commissioner Bodily moved to schedule a public hearing on July 16, 2026, at 6:30 p.m. to receive public comments regarding proposed changes to the Future Land Use Map. Commissioner Baker seconded the motion. All voted “aye.” The motion passed unanimously.

- 5C. REVIEW CONDITIONAL USE PERMIS ISSUED TO:

BRIAN GILBERT ON MAY 18, 2023, FOR A DETACHED ACCESSORY DWELLING UNIT LOCATED AT 110 SOUTH 200 WEST (PARCEL NOS. 02-051-0008 AND 02-051-0242) PREVIOUSLY REVIEWED ON AUGUST 21, 2025

TRISHA HEATH ON JANUARY 9, 2019, FOR A MULTI-FAMILY DWELLING LOCATED AT 110 SOUTH 250 WEST (PARCEL NO. 02-053-0003), PREVIOUSLY REVIEWED ON NOVEMBER 2, 2023

LEE KILPACK (NOW DEAN TAYLOR) ON MARCH 1, 2018, FOR A BASEMENT APARTMENT LOCATED AT 550 NORTH 200 WEST (PARCEL NO. 02-046-0046), PREVIOUSLY REVIEWED ON SEPTEMBER 19, 2024

RESOLUTION NO. 2026-06

A RESOLUTION OF THE WILLARD CITY COUNCIL APPROVING AMENDMENTS TO
THE OFFICIAL ZONING MAP AND THE FUTURE LAND USE MAP CONTAINED
WITHIN THE WILLARD CITY GENERAL PLAN.

SECTION I. RECITALS

WHEREAS, the Willard City Council is authorized to adopt and amend the Official Zoning Map and the Willard City General Plan; and

WHEREAS, staff conducted a review of rezone ordinances, map amendments, and related legislative actions adopted between 2016 and 2026; and

WHEREAS, during that review, discrepancies were identified between the Official Zoning Map, the Future Land Use Map, and previously adopted legislative actions; and

WHEREAS, the proposed amendments are intended to improve consistency between the City's official maps, adopted ordinances, planning documents, and legislative record; and

WHEREAS, the Willard City Planning Commission reviewed the proposed amendments, conducted a public hearing as required by law, and forwarded a recommendation to the City Council; and

WHEREAS, the City Council has reviewed the proposed amendments, the Planning Commission recommendation, public comments received, and the staff report; and

WHEREAS, the City Council finds that adoption of the proposed amendments promotes the public health, safety, and welfare and is in the best interest of Willard City.

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

SECTION II. FINDINGS.

The foregoing recitals are adopted and incorporated herein as findings of the City Council.

SECTION III. ADOPTION OF OFFICIAL ZONING MAP AMENDMENTS.

The City Council hereby approves and adopts the amendments to the Official Zoning Map identified in Exhibit A attached hereto and incorporated herein by reference.

SECTION IV. ADOPTION OF GENERAL PLAN AMENDMENTS.

The City Council hereby approves and adopts the amendments to the Future Land Use Map contained within the Willard City General Plan as identified in Exhibit B attached hereto and incorporated herein by reference.

SECTION V. OFFICIAL CITY MAPS.

Upon adoption of this Resolution, the amendments described in Exhibits A and B shall become part of the official records of Willard City. Staff is authorized and directed to update the Official Zoning Map, the Future Land Use Map, and all related City records to reflect the amendments approved herein.

SECTION VI. EFFECTIVE DATE.

This Resolution shall take effect immediately upon adoption.

PASSED AND ADOPTED by the Willard City Council this _____ day of _____, 2026.

Mayor

ATTEST:

City Recorder

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

WILLARD CITY POLICE DEPARTMENT

Chief of Police: Theron Fielding

**80 W 50 S
Willard, Utah 84340**



**Office: 435-734-9889
Dispatch: 435-723-6890**

RE: Willard City Parks & Facilities Operational Hours; Establishing a City Ordinance

Current City Parks:

Willard City Parks & Facilities

- *Central Park (50 W 50 N): Features a large bowery, picnic tables, power, and a basketball court.*
- *Willard Nature Park (135 N 100 E / 200 N 100 E): Features a large playground, trails, fishing pond, and two bowery's.*
- *Children's Park (455 S 200 E)*
- *Baseball Park (215 E Center St)*

Ordinance Adoption:

It is unlawful for any person to enter or be upon or to drive any vehicle upon or to be within any vehicle upon any city park or city cemetery between ten o'clock (10:00) p.m. and five o'clock (5:00) a.m. of any day, except when participating in or attending an activity sponsored by the city or allowed under a permit issued by the city, and except for pedestrians crossing a park on a regularly established walkway.

WILLARD CITY POLICE DEPARTMENT

Chief of Police: Theron Fielding

**80 W 50 S
Willard, Utah 84340**



**Office: 435-734-9889
Dispatch: 435-723-6890**

RE: PROHIBITED CAMPING ON PUBLIC PROPERTY; Establishing a City Ordinance

Ordinance Adoption:

A. It is unlawful for any person to camp, lodge, or pitch a tent, fly, lean to, tarpaulin, or any other type of camping equipment or personal belongings on public grounds, including any transportation vehicle, as defined in subsection B of this section, upon any portion of a street, road or right of way, or in any park, playground or publicly owned property. It is unlawful for any person using or benefiting from any of the foregoing items of camping equipment or personal belongings to fail to remove the same for more than thirty (30) minutes after being requested to do so by any city official, officer or employee.

B. For the purpose of this section, the term "public grounds" means any real property owned in whole or in part by the United States of America and its agencies, the State of Utah, or any of its political subdivisions, including the City of Willard, upon which no camping has been authorized by that entity.

C. The mayor, in his/her discretion, may issue a temporary permit authorizing camping in connection with an approved special event that is in public interest and does not constitute a public nuisance or threat to the public health, safety or welfare.

D. Unless otherwise stated, any person violating any provision of this section shall be guilty of a class B misdemeanor and shall be punished within the confines of that class as prescribed by laws. Each day a violation continues shall constitute as a separate offense.



MANUFACTURED BY: 321131

Wheeled Coach Industries, Inc.

Chassis Mfg. Chevy

DATE OF MANUFACTURE 10 mo 12 yr

GVWR 13200

GAWR FRONT 5600 with

LT235/80R17E tires,

17X6.5J rims, @ 70 psi cold Single

GAWR REAR 3750 with

LT235/80R17E tires,

17X6.5J rims, @ 65 psi cold Dual

THIS VEHICLE HAS BEEN COMPLETED IN
ACCORDANCE WITH THE PRIOR
MANUFACTURERS' IVD WHERE APPLICABLE.

THIS VEHICLE CONFORMS TO ALL
APPLICABLE FEDERAL MOTOR VEHICLE
SAFETY STANDARDS IN EFFECT IN:

10 mo 12 yr

VEHICLE IDENTIFICATION NUMBER:
1GB3KOC81DF103556

VEHICLE TYPE: MPV

WCOI 1005





WILLARD CITY

Planning Commission Meeting – Regular Meeting

Thursday, July 16, 2026 – 6:30 p.m.

Willard City Hall – 80 West 50 South

Willard, Utah 84340

- 5B. CONSIDERATION AND RECOMMENDATION REGARDING PROPOSAL TO AMEND WILLARD CITY ZONING CODE 24.01.060 AND 24.44.050 (1) AND (3) TO DEFINE FRONTAGE REQUIREMENTS FOR CORNER LOTS (CONTINUED FROM JUNE 4 AND JUNE 18, 2026)

Time Stamp – 28:40 - 07/16/2026

Chairman Bingham asked if the Planning Commission had any concerns or comments regarding the proposed amendment.

Commissioner Thackeray felt the proposed amendment should address how close a driveway could be to a stop sign or intersection. He thought Willard currently required that a driveway on a corner lot be 15 feet from a stop sign. He felt that was too close.

Commissioner Bodily felt Willard should use the state code to determine how close a driveway should be to a stop sign, which he thought was 30 feet. Amy Hugie stated that regardless of the required distance, it was something the administration would have to research. The Planning Commission could not act on it because it was not part of the public notice.

Commissioner Ormond asked if the required frontage for corner lots could be varied when an MPC Zone was approved. Amy Hugie said it could, but any variances would be addressed in the MPC development agreement. An MPC Zone was a contract between the city and a developer.

Commissioner Ormond was concerned that a developer could write his own zoning requirements in an MPC Zone. Chairman Bingham said a developer could make suggestions, which Willard could approve or disapprove in the development agreement. Commissioner Ormond wanted to make sure that the general zoning regulations, such as the required frontage on corner lots, could act as a guideline

Commissioners Baker and Bodily didn't have any comments, neither did Chairman Bingham.

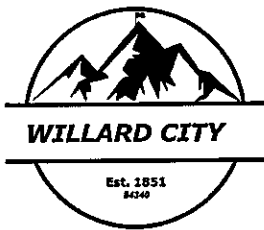
Commissioner Bodily asked if the Planning Commission should address Commissioner Thackeray's concern before forwarding the corner lot changes to the City Council. Amy Hugie suggested that the proposed amendment be forwarded to the City Council. The administration could then research and propose an amendment addressing how close driveways could be to stop signs and intersections.

Commissioner Baker moved to recommend that the City Council approve an amendment to Willard City Zoning Code 24.01.060 and 24.44.050 (1) and (3) to define frontage requirements for corner lots as written. Commissioner Bodily seconded the motion. All voted "aye." The motion passed unanimously.

- 5C. PUBLIC HEARING TO RECEIVE PUBLIC COMMENTS REGARDING CORRECTIONS TO THE FUTURE LAND USE MAP FOUND IN WILLARD CITY'S 2023 GENERAL PLAN ADOPTED MARCH 14, 2024

Time Stamp – 34:23 - 07/16/2026

Commissioner Bodily moved to open the public hearing at 7:04 p.m. Commissioner Ormond seconded the motion. All voted "aye." The motion passed unanimously.



WILLARD CITY

Planning Commission Meeting – Regular Meeting

Thursday, July 16, 2026 – 6:30 p.m.

Willard City Hall – 80 West 50 South

Willard, Utah 84340

Chairman Bingham explained that the administration found corrections were needed to the current zoning map. Those corrections necessitated changes to the Future Land Use Map. The Planning Commission also suggested that the R ½ Zone on the east side of Highway 89 north of the dike be switched with the A-3/A-5 area in the north central part of Willard. It felt that change made more sense with Willard's overall goal to preserve orchards.

Chairman Bingham opened the floor for public comments.

Juston Dickson, 265 East 1000 North, was concerned about requiring a minimum lot size of three to five acres. That occurred in Liberty, where he grew up. The lot size requirement led to cluster subdivisions, where a few homes were jammed together to leave open space on the mountain where no one could do anything anyway. Now, 20 or 30 years later, the open spaces on the mountain had been taken over. Did any of the Planning Commission members live on the east side of Highway 89, or did they have three to five acres? He felt those types of property owners should have a say or be made more aware of the proposed changes. He didn't want to see open spaces in Willard end up like those in Liberty.

Chairman Bingham stated that the three-to-five-acre requirement had been located in the central, more level and developable part of Willard. The General Plan stated that one goal of the General Plan was to preserve the rural character of Willard. He felt part of Willard's rural character was fruit trees and fruit farms. The legislative bodies wanted to have three-to-five-acre areas in Willard. On Future Land Use Map, those areas were located where it was easier and more economical to develop. While the area east of Highway 89 had a minimum half-acre lot size. The Planning Commission suggested that those areas be switched because larger lots would be necessary on the mountain where it would be harder to develop. Utilities on the mountain were harder to put in and more expensive for the city to maintain. He felt that requiring larger lots east of Highway 89 would help slow down growth east of Willard City limits.

Juston Dickson stated that homes on three to five acre lots meant increased taxes. Chairman Bingham agreed. Lots in the central area would be R ½ and more affordable. Smaller lots were needed to keep property taxes down.

Stephanie Dickson, 265 East 1000 North, asked if the Future Land Use Map could be changed in the future when there were no longer farmers who wanted to farm their orchards. Chairman Bingham said the Future Land Use Map could be changed. It was a working document.

Commissioner Thackeray asked why the three-to-five-acre area didn't continue further south. Chairman Bingham said it stopped at the dike. Areas south of the dike and east of Highway 89 were zoned Old Town Willard.

Commissioner Thackeray felt there would be houses east of Highway 89 in 30 years when mining in the gravel pit was finished. Chairman Bingham agreed. He felt MPC Zones would be proposed there. At that time, zoning could be changed.

Commissioner Ormond asked if the proposed Future Land Use Amendments would affect the area zoned for business on 750 North just east of Flying J. Commissioner Bodily said it would not. That area was zoned TOD (Transit Oriented Development). Chairman Bingham said nothing there had been changed.

There was discussion regarding the TOD Zone. Chairman Bingham asked if anything had been approved in the TOD Zone. Madison Brown said the property had been rezoned, but no development plans had been approved.



WILLARD CITY

Planning Commission Meeting – Regular Meeting

Thursday, July 16, 2026 – 6:30 p.m.

Willard City Hall – 80 West 50 South

Willard, Utah 84340

Commissioner Bodily moved to close the public hearing at 7:22 p.m. Commissioner Baker seconded the motion. All voted “aye.” The motion passed unanimously.

5D. CONSIDERATION AND RECOMMENDATION REGARDING CORRECTIONS TO THE FUTURE LAND USE MAP FOUND IN WILLARD CITY’S 2023 GENERAL PLAN ADOPTED MARCH 14, 2024 (CONTINUED FROM JUNE 4 AND JUNE 18, 2026)

Time Stamp: 53:20 – 07/16/2026

None of the commissioners made any comments regarding the proposed corrections to the Future Land Use Map.

Commissioner Bodily moved to recommend that the City Council approve the proposed corrections to the Future Land Use Map found in Willard City’s 2023 General Plan adopted March 14, 2024. Commissioner Baker seconded the motion. All voted “aye.” The motion passed unanimously.

5E. REVIEW CONDITIONAL USE PERMITS ISSUED TO:

TRISHA HEATH ON JANUARY 9, 2019, FOR A MULTI-FAMILY DWELLING LOCATED AT 110 SOUTH 250 WEST (PARCEL NO. 02-053-0003), PREVIOUSLY REVIEWED ON NOVEMBER 2, 2023 (CONTINUED FROM JUNE 18, 2026)

LEE KILPACK (NOW DEAN TAYLOR) ON MARCH 1, 2018, FOR A BASEMENT APARTMENT LOCATED AT 550 NORTH 200 WEST (PARCEL NO. 02-046-0046), PREVIOUSLY REVIEWED ON SEPTEMBER 19, 2024 (CONTINUED FROM JUNE 18, 2026)

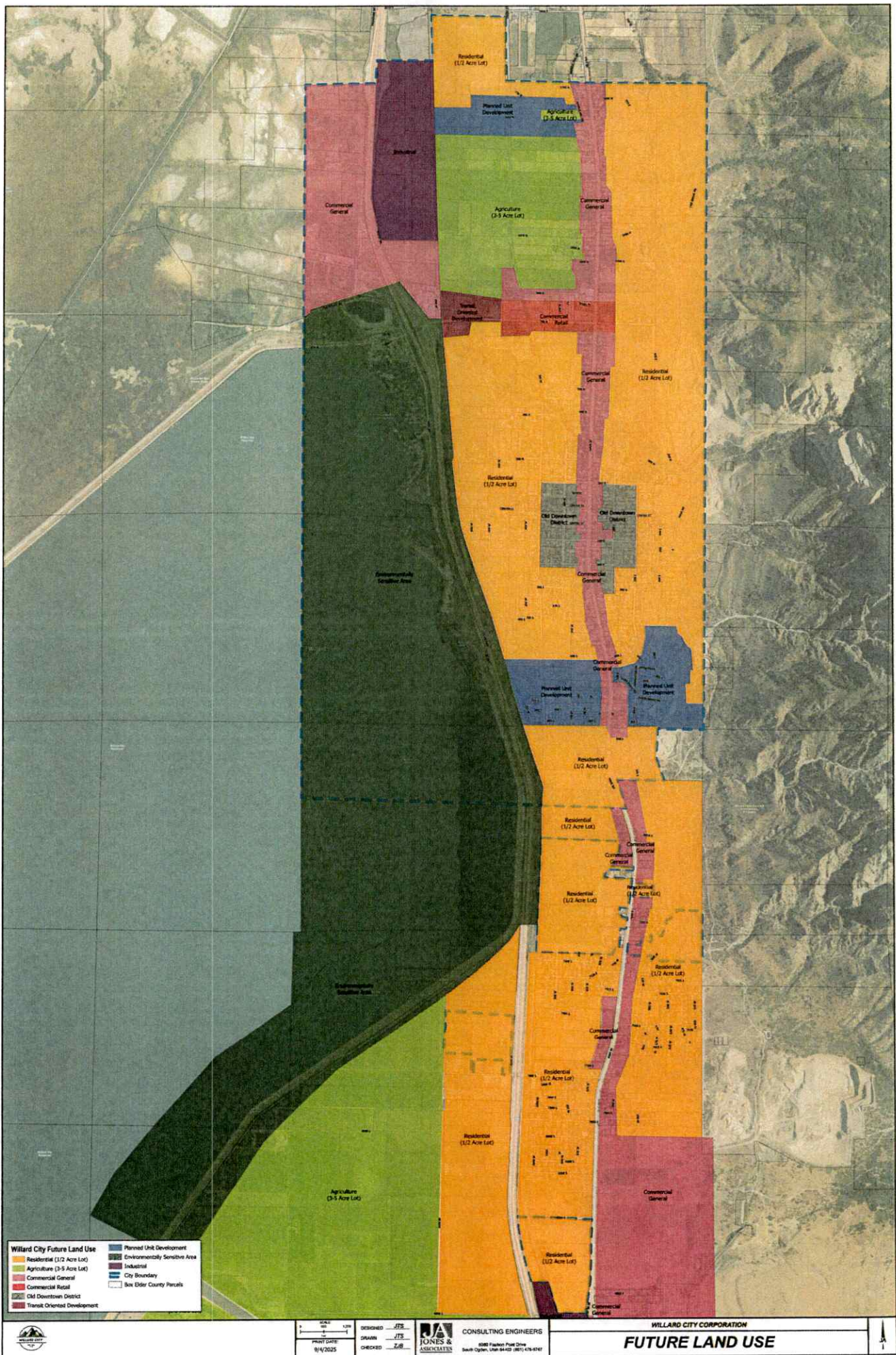
DOROTHY AND GARRICK CALL ON MAY 18, 2023, FOR A DETACHED ACCESSORY DWELLING UNIT LOCATED AT 1348-A NORTH MAIN (PARCEL NO. 02-039-0055), PREVIOUSLY REVIEWED ON NOVEMBER 20, 2025 (CONTINUED FROM JUNE 18, 2026)

Time Stamp: 54:45 – 07/16/2026

Madison Brown stated that she spoke with Rachel McEntire, Trisha Heath’s sister. Ms. McEntire said the approved conditional use permit was for them to build a dwelling unit on the back of their house, which was never done. Bedrooms were added, but the dwelling unit was never constructed. Since it had been more than a year and the conditional use was not completed, the conditional use permit had expired and was now null and void.

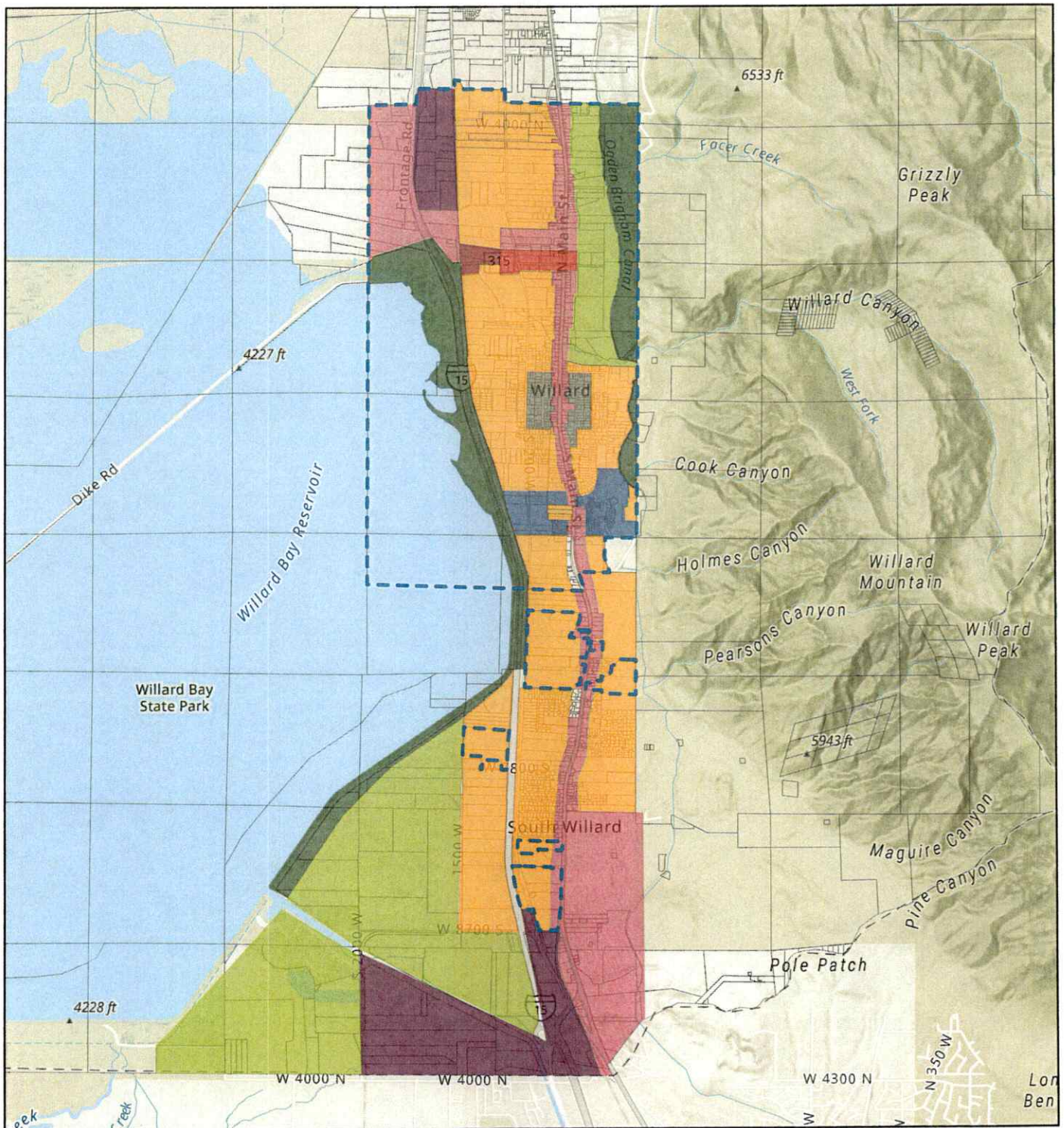
Chairman Bingham asked if Heath’s had a desire to keep the conditional use permit open. Ms. Brown said they did not.

Madison Brown said the Lee Kilpack property was now owned by Dean Taylor. She spoke with Mr. Taylor. They did have family members in their basement ADU. Ms. Brown explained to Mr. Taylor his conditional use permit could be dissolved because Willard now had an ADU ordinance that would regulate his basement apartment. She also explained that Mr. Taylor would have to get a business license if he ever rented the internal ADU.



Before

Willard City Future Land Use - Proposed

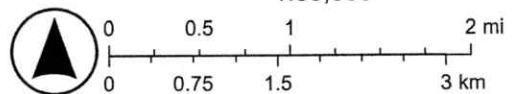


7/2/2026, 3:19:40 PM

City Boundary
Future Land Use

- Residential (1/2 Acre Lot)
- Agriculture (3-5 Acre Lot)
- Commercial Neighborhood
- Commercial Retail
- Industrial
- Environmentally Sensitive Area
- Planned Unit Development
- Box Elder County Parcels
- Old Downtown District

- Transit Oriented Development
- Planned Unit Development
- Environmentally Sensitive Area
- Industrial
- Box Elder County Parcels
- Old Downtown District



Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, © OpenStreetMap contributors, and the GIS User Community, Esri, NASA, NGA, USGS

This map is for general reference only, and makes no guarantee regarding the accuracy or completeness of the information provided.

WILLARD CITY ORDINANCE 2026-13

AN ORDINANCE ADOPTING AN AMENDMENT TO THE FUTURE LAND USE MAP OF THE WILLARD CITY GENERAL PLAN

WHEREAS, Utah Code § 10-9a-401 et seq. requires municipalities to prepare and adopt a General Plan to guide land use, transportation, housing, infrastructure, and community development; and

WHEREAS, Willard City has reviewed and amended the Future Land Use Map of the General Plan to better reflect existing development patterns, prior land use decisions, and the City's long-range planning objectives, as shown on the amended Future Land Use Map attached hereto and incorporated herein by reference; and

WHEREAS, the Planning Commission held a duly noticed public hearing on July 16, 2026, reviewed the proposed amendment to the Future Land Use Map of the Willard City General Plan, and forwarded a recommendation of approval to the City Council; and

WHEREAS, the City Council finds that the proposed amendment to the Future Land Use Map of the Willard City General Plan is in the best interest of the City, promotes orderly growth, and complies with applicable state law;

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

SECTION 1. Findings

The foregoing recitals are adopted and incorporated herein as findings of the City Council.

SECTION 2. Adoption

The Willard City Council hereby adopts the amended Future Land Use Map, attached hereto as Exhibit A, as part of the official Willard City General Plan.

SECTION 3. Availability

A copy of the amended Future Land Use Map, together with the Willard City General Plan, shall be maintained in the office of the City Recorder and made available for public inspection during regular business hours.

SECTION 4. Severability

If any provision of this ordinance is found to be invalid or unenforceable, the remaining provisions shall remain in full force and effect.

SECTION 5. Effective Date

This ordinance shall take effect upon posting as required by law.

SECTION 6. Direction

Staff are authorized and directed to make non-substantive changes and take other actions to finalize, post, publish, and maintain the amended Future Land Use Map and this ordinance.

PASSED AND ADOPTED by the Willard City Council on this ____ day of August, 2026.

Hulsey Yes ____ Nay ____ Absent ____

Christensen Yes ____ Nay ____ Absent ____

Braegger Yes ____ Nay ____ Absent ____

Mund Yes ____ Nay ____ Absent ____

Bodily Yes ____ Nay ____ Absent ____

ATTEST:

WILLARD CITY:

BY: _____

City Recorder

Mayor Travis Mote

City Council Meeting July 23, 2026

Meeting Minutes

6:30 PM

80 South Street, Willard, UT 84340, US

1. Call to Order

Mayor Travis Mote called the Willard City Council meeting to order on Thursday, July 23, 2026, at 6:30 PM at Willard City Offices, 80 West 50 South, Willard, Utah.

a. Invocation

The invocation was offered by Mayor Travis Mote.

b. Pledge of Allegiance

Council Member Rex Christensen led the Pledge of Allegiance.

c. Conflict of Interest Declaration

Council Member Jordan Hulsey declared a conflict of interest with respect to Agenda Item 4c, the Braegger Subdivision Deferment Agreement, disclosing that she and her husband had expressed interest in purchasing property from Rod Braegger. Council Member Hulsey subsequently recused herself from that item.

2. Public Presentation

Rod Braegger, 110 South 400 West, came forward but was advised that his comments pertained to a scheduled agenda item (Item 4c) and would be addressed at that time. No other public comments were received. The public presentation period was closed.

3. Planning Commission Report

Planning Commission Member Ken Ormond reported on the most recent Planning Commission meeting. A resident appeared during open comments to express concerns about the Deer Run HOA, and another individual, identified as Brandon Jacobson, raised awareness regarding a development in Perry City that would affect Hargis Hill Road.

The Commission held a public hearing on ordinance amendments related to 100-foot lot frontage requirements on corner lots (referencing ordinances 2024-6001 and 2024-51). No members of the public offered comment, and the Commission approved the amendment, which will be forwarded to the City Council for consideration.

The Commission also reviewed several conditional use permits (CUPs) related to accessory dwelling units (ADUs). The CUP for Tricia Heath was allowed to expire, as no construction had ever commenced. The CUP for Dean Taylor was reclassified as a standard ADU permit, removing the CUP designation. The CUP for Dorothy and Garrett Call was retained as a conditional use, as the property did not fully qualify for ADU status.

4. New Business

a. Action item: LRB Presentation of the Economic Development Strategic Plan

Jason Burningham, Principal and Owner of LRB Public Finance Advisors, presented the findings of the Economic Development Strategic Plan commissioned by Willard City. City Planner Madison Brown and City Manager Jeremy Kimpton assisted with the presentation.

Mr. Burningham outlined the process, which began in November 2024 with stakeholder engagement and a demographic and socioeconomic analysis, followed by a taxable sales leakage study completed in September 2025, and culmination of the full strategic plan in December 2025. The Planning Commission reviewed and recommended adoption of the plan in June 2026. The study incorporated the South Willard community, recognizing its economic relationship with the city even where it falls outside city limits.

Demographic Highlights: The Willard/South Willard community has an older median age, higher homeownership rates, and higher median income compared to Box Elder County and state averages. The employment base within the city is very small, with most residents commuting out of the city for work.

Taxable Sales Analysis: Mr. Burningham presented a sales tax leakage and capture analysis. Areas where the city significantly over-captures relative to its population base include fuel sales (Flying J), building materials and hardware (Sunpro), sand and gravel mining operations, and agricultural/animal production including fruit farms. Significant leakage was identified in accommodations (hotels), food and beverage service, and related retail categories — indicating that disposable income from residents is being spent in surrounding communities such as Brigham City, Perry, and North Weber County.

Market Feasibility: The study found that approximately 60% of the city's tax base is primary residential property, with agriculture comprising the next largest segment at 12%. Willard Bay State Park was identified as a significant economic asset, ranking 5th among Utah state parks in visitation — comparable in magnitude to Jordanelle State Park. Traffic volumes on I-15 and at the 750 North corridors were noted as meaningful drivers of potential commercial demand. The study concluded that, based on a projected population of 1,400 new residents by 2040, the city could support approximately 81,000 square feet of commercial retail spread over approximately 17 acres. However, it was noted that external factors — including the rise of online retail, high interest rates, and construction cost inflation — present significant barriers to attracting brick-and-mortar development regardless of demand.

SWOT Analysis: Key strengths identified included Willard Bay State Park, proximity to hiking trails and outdoor recreation, fruit farms, and the potential annexation of South Willard. Weaknesses and threats included aging water infrastructure, limited economies of scale due to small population, community sentiment cautious of rapid development, and broader economic inflation and financing challenges.

Four Strategic Pillars: The plan recommends four core economic development strategies:

- Grow a four-season recreation and agritourism economy — leveraging Willard Bay, fruit farms, trail systems, and proximity to outdoor recreation to attract visitor spending and complementary retail such as recreational vehicle and equipment dealerships.
- Diversify the tax base with job-creating light industrial and mixed-use nodes — focusing on the South Willard area and a northern industrial corridor near Flying J for flex space, warehousing, and light industrial uses that would generate employment and take advantage of freeway access.
- Modernize water and growth infrastructure — addressing aging water delivery infrastructure to unlock development capacity, potentially utilizing tax increment financing through the Inland Port Authority to extend utilities to key development areas.
- Manage growth to protect farms, neighborhoods, and view sheds — ensuring that any new development is strategically sited and consistent with the community character articulated in the General Plan, rather than allowing general sprawl.

Council members engaged in substantive discussion with Mr. Burningham. Mayor Mote asked about the relationship between the industrial corridor concept and projected residential growth, which Mr. Burningham clarified as two complementary but distinct drivers of demand. Council Member Mund and Mayor Mote discussed the potential for the Inland Port Authority's tax increment financing to help fund infrastructure to underserved areas.

Discussion also touched on the potential for a hotel and complementary restaurant development near Willard Bay, with Mr. Burningham expressing confidence that lodging is viable given the park's traffic volumes. Council Member Christensen asked about the geographic focus of South Willard annexation as it relates to freeway interchange proximity. Mr. Burningham confirmed that the strategic focus is on areas with traffic and freeway access advantages, not the core of town. The Council indicated that the next step would be to identify specific geographic nodes and potentially develop concept-level site plans to share with developers and economic development organizations such as ICSC and EDC Utah.

b. Action item: Discussion/Adoption of Resolution 2026-13 Economic Strategic Plan

Following the LRB presentation, it was noted that at least one Council member had not previously reviewed the full plan document. The Council determined that no vote would be taken at this meeting and that the item should be carried to the next regular meeting to allow all members adequate time for review. City Manager Kimpton confirmed there is no urgency, as the grant requirements have been met with the plan's delivery.

Motion to table the adoption of Resolution 2026-13 and place it on the agenda for August 13, 2026, meeting was made by Council Member Mund and seconded by Council Member Christensen. The motion carried unanimously.

c. Action item: Discussion/Decision on Deferment Agreement on the Rodney Braegger and Debbie Braegger Subdivision

City Planner Madison Brown provided background on the Broke Ass Ranch subdivision owned by Rod and Debbie Braegger. Building activity in the subdivision prompted staff to review the existing deferral agreement covering deferred curb, gutter, and sidewalk improvements. Staff identified two issues: first, the deferral agreement contains two provisions that are internally inconsistent — one requiring improvement within 60 days of notice from the public works director, and another prohibiting further development or building permits until improvements are installed. Second, staff could find no record that the agreement was ever formally approved by the City Council or signed by an authorized city representative. The agreement had been signed by the Braeggers in May 2023 but bore no city signature.

Additionally, staff noted that frontage improvements along 500 West had not yet been completed and that the city had recently received a subdivision amendment application to add a third lot to the subdivision, though that application had not yet been reviewed by the Planning Commission.

City Attorney Amy Hugie clarified that the deferral agreement as drafted referenced only the original two lots. The pending subdivision amendment to create a third lot would necessitate revisiting the agreement in any case. She advised the Council that it could choose to formally recognize the existing deferral agreement as valid for the two existing lots and then address the remaining questions — timing of improvements, 500 West frontages, and further permitting — once the Planning Commission acts on the subdivision amendment.

Rod Braegger addressed the Council, explaining that the original intent of the deferral was to install curb, gutter, and sidewalk when the adjacent 4th West Road connection is extended through from the Orchard subdivision to the south. He confirmed that plan remains his intention. He also noted that two building permits had already been issued — one for his own home and one for a neighboring property owner (Dr. Nagao).

Council members discussed the practical aspects of requiring curb and gutter improvements in an area where no contiguous improvements exist to the north or south and noted that water drainage in the area has been managed adequately without a curb and gutter system to date. The Council acknowledged that the city's failure to formally sign the agreement was an administrative oversight and agreed that the Braeggers should not be penalized for that lapse.

The Council voted on two separate matters:

Motion to recognize the May 4, 2023, Deferment Agreement as valid and as approved by the city was made by Council Member Christensen and seconded by Council Member Mund. Council Member Hulsey abstained due to her declared conflict of interest. The motion carried.

Motion to defer action on the remaining staff questions — specifically, the timing of curb, gutter, and sidewalk installation; the required improvements along 500 West; and the issuance of additional building permits — until the Planning Commission returns a recommendation on the subdivision amendment application for the third lot, was made by Council Member Mund and seconded by Council Member Christensen. Council Member Hulsey abstained. The motion carried.

d. Action item: Discussion/Approval of Website Improvements and City-Wide Communication

City Manager Kimpton and City Planner Brown presented a recommendation to contract with Munibit for a new city website and communications platform. The need arose from the city's obligation to bring its website into compliance with federal ADA accessibility requirements, which existing systems and third-party workarounds had proven unable to satisfy. Staff evaluated multiple vendors, with Munibit and Civic Plus identified as the top candidates. Civic Plus was described as a more comprehensive but significantly more expensive solution, while Munibit was found to offer a strong feature set at a more appropriate cost for a city of Willard's size.

City Planner Brown highlighted several features of the Munibit platform, including an organized meeting minutes and agenda management system, a public events calendar, a facility reservation tool for parks and city buildings, and 24/7 technical support. Staff noted an integration and setup period of approximately six to eight weeks, followed by a three-to-four-week staff training period.

Regarding text notifications, staff indicated that Munibit offers two tiers: approximately 2,500 texts per year at roughly \$250 annually, or 27,000 texts per year at approximately \$1,500 annually. The larger tier was estimated based on approximately three texts per month to 2,400 residents. City Manager Kimpton noted that the city's existing payment processor arrangement with Caselle was also being revisited, and that a Caselle-integrated citizen portal may reduce or eliminate the need for Munibit's texting feature, potentially allowing the city to contract for the website-only option at approximately \$2,100 per year.

Motion to proceed with staff's recommendation to contract with Munibit for website and city-wide communication improvements was made by Council Member Mund and seconded by Council Member Braegger. The motion carried unanimously.

e. Action item: Discussion/Approval of Letter to Connex regarding Renegotiation of Franchise Agreement

City Attorney Hugie advised the Council that the existing franchise agreement with Connex, the city's fiber internet provider, is approaching the end of its initial five-year term. She noted that the agreement as originally structured provides for minimal franchise fee revenue — approximately \$50 upon acceptance — and that the city should take steps to renegotiate before the expiration deadline. She indicated that notice to renegotiate must be provided approximately 90 days prior to the end of the term, around December 8, 2026, and that a letter requesting renegotiation had been drafted and included in the Council packet.

Mayor Mote provided context, noting that when Connex was originally selected, the city had specifically sought a provider willing to install fiber without requiring the city to guarantee a minimum number of subscribers — a condition that other providers such as Utopia had required, with financial penalties for shortfalls. Connex's willingness to take on that risk at no initial franchise cost was acknowledged as having been a favorable arrangement for the city. However, with the system now fully installed and subscriber adoption widespread, the Council agreed it was appropriate to renegotiate terms consistent with standard franchise fee practices, which could include a percentage of gross revenues. City Attorney Hugie also noted that Connex holds a non-exclusive franchise, meaning other fiber providers could install in the city and would be subject to the standard franchise fee.

Motion to authorize sending the letter to Connex requesting renegotiation of the franchise agreement was made by Council Member Mund and seconded by Council Member Christensen. The motion carried unanimously.

f. Action item: Discussion with Forged Fiber

A representative from Forged Fiber was not present at the meeting. The item was not discussed and was effectively deferred by default.

5. Next Meeting Agenda – August 13, 2026

The following items were identified for the August 13, 2026 meeting agenda: the tabled adoption of Resolution 2026-13 (Economic Strategic Plan); a public hearing on proposed changes to the city's prevailing fee schedule, specifically to allow cost recovery when the city engages outside engineering or legal counsel in connection with building permits (this hearing had been missed for the current meeting cycle); and a discussion item regarding the Hargis Hill Road situation related to the Perry City development, as requested by Council Member Mund.

6. Upcoming Events

Mayor Mote noted that the annual Day of Service, typically organized in coordination with the local LDS stake, is expected to fall around September 11, 2026. He requested that Maintenance Supervisor Payden Vine compile potential service project options, so the city is prepared to respond if a formal request comes in from the stake.

7. Approval of June 25, 2026, Meeting Minutes

Motion to approve the June 25, 2026, meeting minutes was made by Council Member Christensen and seconded by Council Member Braegger. The motion carried unanimously.

8. Staff Reports

a. Public Works

Maintenance Supervisor Payden Vine reported no new items beyond matters discussed elsewhere in the meeting.

b. Police Department

Police Chief Theron Fielding reported that Officer Caleb Hathcock was in his final week of training. He also noted that Officer Norma Martinez was expected to be released from light duty status by the following Thursday.

c. Fire Department

No new items were reported.

d. City Manager

City Manager Kimpton reported that all items he had prepared were addressed through the regular agenda. He had nothing additional to report.

e. City Planner

City Planner Brown had no additional items beyond those addressed during the meeting.

f. City Attorney

City Attorney Hugie had no additional items to report.

g. City Recorder

City Recorder Diana Mund had no additional items to report.

9. Council Member Reports

a. Jacob Bodily

Council Member Bodily was not present or had no report on record.

b. Rod Mund

Council Member Mund recognized and thanked Maintenance Supervisor Vine for repairing the lighting at the city Bowery. He raised the need to install an ADA-compliant curb cut in front of the Bowery to allow wheelchair access without requiring individuals to mount a curb. Council Member Mund asked that this improvement be scheduled when a week without rentals can be identified to minimize disruption. He also requested that the Hargis Hill Road development situation be placed on the next meeting agenda as a formal discussion item.

c. Mike Braegger

Council Member Braegger reported that the bid for repairs to the spillway floor had been awarded and that the contractor would be contacting Maintenance Supervisor Vine to schedule a pre-construction meeting. The repair will secure the city waterline underneath the spillway and ensure proper compaction.

Council Member Braegger also reported that City Planner Brown had attended the Bear River Water Board meeting the previous evening to thank the board for funding the pressure reducing valve (PRV) project. He noted that the presentation generated questions from board members regarding cost, and that the board's manager, Chance Baxter, effectively explained the project scope. The funding was ultimately approved.

Council Member Braegger also called the Council's attention to Brandon Jacobson's concerns, expressed at the Planning Commission, regarding the Perry City development near Hargis Hill Road. He noted that residents are concerned about the realignment of Hargis Hill Road on the Perry side and the resulting increase in traffic through the Willard portion of that road and asked that the Council and staff stay engaged on the issue.

d. Rex Christensen

Council Member Christensen provided a follow-up on questions raised during the prior budget discussion regarding sewer costs. He had spoken with Nathan Tueller and confirmed that some figures in a prior report were inaccurate. The amended 2026 sewer budget stands at approximately \$266,000, and the proposed 2027 budget is in a similar range. He expressed confidence that expenditures should remain within budget expectations.

e. Jordan Hulsey

Council Member Hulsey reported on the Youth Council, which now has seven active members who assisted with the July 3rd parade and booths. She noted that the Youth Council is planning to assist with the city's Trunk or Treat event and is interested in organizing a giving tree in the city office building during the holiday season. They may also request the involvement of the Fire Department and Santa Claus figure for a future event. Council Member Hulsey noted that Fire Chief Van Mund offered to arrange a Grinch character for the group. Mayor Mote affirmed that a small budget could be made available for the Youth Council to manage as a civic learning experience.

10. Mayor's General Correspondence and Information

Mayor Mote discussed the Hargis Hill Road situation in greater depth with the Council. A Perry City development is proceeding that will realign Hargis Hill Road on the Perry side and is expected to significantly increase traffic on the Willard portion of the road. Residents along Hargis Hill have expressed concern about traffic volume and safety, particularly at the northern intersection, which has limited sight lines. Council members discussed various potential responses, including the possibility of placing barriers at the Willard city line, imposing road use considerations tied to development review, or improving the road to city standards. City Attorney Hugie noted that any barrier placement would need to accommodate turnaround capability and that implications for existing residents' access would need to be considered. The Council acknowledged that Perry City had already inquired whether Willard

intended to block the road. No formal action was taken; the item was referred to further staff research and a formal discussion at the next meeting.

11. Consideration of Motion to Enter a Closed Session

Motion to enter a closed session pursuant to Utah Code § 52-4-205(1)(c) to discuss pending or reasonably imminent litigation was made by Council Member Braegger and seconded by Council Member Hulsey. A roll call vote was taken Council Member Braegger — yes; Council Member Mund — yes; Council Member Christensen — yes; Council Member Hulsey — yes. The motion carried.

12. Adjourn

The meeting was adjourned following the close of the closed session.

Minutes prepared by the Office of the City Recorder, Willard City Corporation. Diana Mund, City Recorder