



# CITY OF WILLARD

## 2019 COMPREHENSIVE PLAN



Prepared by:





# CITY OF WILLARD, MISSOURI

224 W. Jackson Street P.O. Box 187 Willard, MO 65781 417-742-3033 417-742-3080 Fax



To: Citizens of Willard, MO  
Local Elected and Appointed Officials  
County and State Officials  
Community Stakeholders and Partner Agencies

Ladies and Gentlemen:

It is a pleasure to share with you the 2019 update of the Willard Comprehensive Plan. The document, prepared in consultation with the Southwest Missouri Council of Governments and Missouri State University, presents an evaluation of the City's opportunities, resources, and constraints to development and identifies a plan of action over the next twenty years. The Comprehensive Plan has influence over many areas of zoning, land use, and improvements to community services and facilities. The preparation of the Plan included opportunities for input from local government officials and staff, citizens, and stakeholders throughout the planning process.

The 2019 Willard Comprehensive Plan was developed in accordance with state statutes and is based on the previous Plan, adopted in 1999. The process has sought to holistically analyze transportation, housing, land use and environment, economic development, and community facilities and infrastructure. Combined with feedback from citizens and stakeholders, these analyses were used to build an implementation matrix that identifies specific actions for achieving the Plan's identified goals, the parties responsible for making those actions happen, and options for funding those actions.

I hope that you will review the enclosed document for information on our city and the implementation matrix that will build on our community's strong foundation to achieve an even better future. I also wish to thank all individuals who served on the Comprehensive Planning Committee or provided information and resources to help make this document achievable.

Respectfully,

A handwritten signature in black ink, appearing to read 'Brad Gray', is written over a white background.

Brad Gray, City Administrator

RESOLUTION NO. 19-01  
RESOLUTION ADOPTING THE WILLARD COMPREHENSIVE PLAN

WHEREAS, it is in the best interests of the City of Willard to update their plan – adopted in 1999 – to establish guidance for the future growth of the City and that promotes the health, safety and welfare of the public, protection of the natural and man-made environment, and the efficient use of resources; and

WHEREAS, the City of Willard contracted with the Southwest Missouri Council of Government which conducted extensive study and has developed a Comprehensive Plan for the City of Willard; and

WHEREAS, proper notice was published in the Greene County Commonwealth which has general circulation within the City of Willard, at least fifteen (15) days prior to the public hearing; and

WHEREAS, the Chairman of the Planning Commission of Willard, Missouri called the meeting to order and opened a public hearing for the Willard Comprehensive Plan on June 25, 2019; and

WHEREAS, the report titled “Willard Comprehensive Plan”, maps, and charts were discussed; and

WHEREAS, it was moved and seconded that the report titled “Willard Comprehensive Plan”, maps, and charts contained therein, be approved as the Comprehensive Plan for the City of Willard, Missouri, and that copies to be certified to the Board of Aldermen and City Clerk, and that one (1) copy be recorded in the office of the Greene County Recorder of Deeds; and

WHEREAS, the motion carried with 6 aye votes and 1 abstention.

NOW, THEREFORE, BE IT RESOLVED by the Planning Commission of the City of Willard, Missouri, that said Comprehensive Plan and all maps and charts included therein are hereby adopted.

Passed and Adopted by the Planning Commission on this 23<sup>rd</sup> day of July, 2019.

  
\_\_\_\_\_  
Chairman, Willard, Missouri  
Planning Commission

ATTEST:

  
\_\_\_\_\_  
Secretary, Willard, Missouri  
Planning Commission

RESOLUTION NO. 19- 02  
A RESOLUTION BY THE BOARD OF ALDERMEN OF THE CITY OF WILLARD,  
MISSOURI, ADOPTING THE WILLARD COMPREHENSIVE PLAN

WHEREAS, it is in the best interests of the City of Willard to update their plan – adopted in 1999 – to establish guidance for the future growth of the City and to promote the health, safety and welfare of the public, protection of the natural and man-made environment, and the efficient use of resources; and

WHEREAS, the City of Willard contracted with the Southwest Missouri Council of Governments which conducted extensive study and has developed a Comprehensive Plan for the City of Willard; and

WHEREAS, proper notice was published in the Greene County Commonwealth, which has general circulation within the City of Willard, at least fifteen (15) days prior to the public hearing held before the Planning and Zoning Commission on June 25, 2019; and

WHEREAS, the Planning Commission of Willard, Missouri called the meeting to order and opened a public hearing for the Willard Comprehensive Plan on June 25, 2019; and

WHEREAS, the report titled “Willard Comprehensive Plan”, maps, and charts were discussed; and

WHEREAS, it was moved and seconded that the report titled “Willard Comprehensive Plan”, maps, and charts contained therein, be approved as the Comprehensive Plan for the City of Willard, Missouri, and that copies to be certified to the Board of Aldermen and City Clerk, and that one (1) copy be recorded in the office of the Greene County Recorder of Deeds; and

WHEREAS, the Planning and Zoning Commission adopted the Comprehensive Plan on June 25, 2019; and

WHEREAS, the Board of Aldermen of the City of Willard adopts the Comprehensive Plan, including associated maps and charts contained therein.

NOW, THEREFORE, BE IT RESOLVED by the Board of Aldermen of the City of Willard, Missouri, that the Comprehensive Plan and all maps and charts included therein are hereby adopted.

Passed and Adopted by the Board of Aldermen on this 12<sup>th</sup> day of August, 2019.



\_\_\_\_\_  
Mayor, Willard, Missouri

ATTEST:

  
\_\_\_\_\_  
City Clerk, Willard, Missouri

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# ACKNOWLEDGEMENTS

Numerous individuals including the City of Willard’s elected and appointed officials, City Staff, key stakeholders, citizens, and consultants provided community knowledge, technical assistance, and valuable insight throughout the process of developing the vision for the 2019 Willard Comprehensive Plan. Specific contributions from the following are greatly appreciated:

## BOARD OF ALDERMEN

### *MAYOR*

Corey Hendrickson

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Donna Stewart

Elect: Clark McEntire

### *WARD II*

Samuel Snider

Sam Baird

### *WARD III*

Larry Whitman

Jon Jones

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Corey Hendrickson—Vice-Chairman

Valorie Simpson—Secretary

### *COMMISSIONERS*

David Helton

Larry Whitman

Jose Casanova

Bob Horn

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Mindy Latham

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Jason Ray, AICP— Executive Director

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Thomas Hughes—Intern

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# INTRODUCTION

# COMPREHENSIVE PLANNING OVERVIEW

## PURPOSE FOR PLANNING

A written plan for the future growth of a community is essential to a strong decision-making process. An effective comprehensive plan provides a summary of forward-looking goals and objectives, as determined by the citizens of a community. Professional planners assist with facilitating the process of identifying current concerns and future desires in the areas of land use, transportation, housing, community facilities and services, and economic development over the next twenty years. Previous updates were adopted by the City of Willard in 1991 and 1999.

## THE PLANNING PROCESS

Citizens of Willard, Southwest Missouri Council of Governments (SMCOG) staff, and the Missouri State University (MSU) Planning Practicum class, led by Dr. Krista Evans, facilitated the development of the following Comprehensive Plan as a guide for the future development of growth in Willard, Missouri. This Plan incorporates citizen input from an online public survey and an in-person open house and builds off of the previous two years of public outreach from the 2018 Willard Visioning Plan.

SMCOG staff and MSU students conducted site visits to Willard, which included windshield surveys and five (5) meetings with stakeholders in the Willard community. Additionally, there were six Committee meetings in Willard between January 7 and March 28 to gather information from a representative group of citizens, including community leaders, elected officials, entrepreneurs, and landowners.

## PAST PLANS AND STUDIES

### 2018—WILLARD VISIONING PLAN

The 2018 Willard Visioning Plan, facilitated by the Center for Community Studies and Hammons School of Architecture at Drury University, developed a “Visioning Tool-Kit” that could be used to formulate the city’s plan for how the citizens wish to focus future development in the coming years.

The work of the Center helped to broaden the community’s understanding of the issues it is confronting and the strategies that it could use to respond to those issues, educated the community regarding trends and successful comparable community approaches, illustrated a number of physical and spatial “what-if?” scenarios to help the community members understand the implications of some of the suggested community

**Note:** This is not a legally-binding document. However, it has been created to aid the City in its future development decisions for the purpose of promoting health, safety, morals, or the general welfare of the community as set forth by the Standard State Zoning Enabling Act, which has been upheld in courts throughout Missouri and the United States.



**Figure 1.1: Planning Process Timeline.**

Source: SCMOG.

interventions, and helped clarify the community’s goals, objectives, and methods for achieving the vision they created.

The vision expressed a strong desire for recreational paths for pedestrians and bicyclists, with connectivity to the Frisco Highline Trail for recreation and business opportunities. Many citizens stated they would like to see the downtown area develop in the future as a destination for visitors and viewed their history and wholesome lifestyle as assets. The three major values expressed throughout the Visioning Plan were closely aligned with the results of SMCOG’s 2019 community survey, indicating a close-knit community. These values have been incorporated into this Comprehensive Plan.

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## *WILLARD COMMUNITY VALUES*

*FAMILY ● EDUCATION ● SERVICE*

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### *2018 – WILLARD SIDEWALK ASSESSMENT*

The Assessment provided an analysis of existing conditions as of July 2018. A total of 15.63 miles of sidewalks were assessed by SMCOG. While Willard’s existing sidewalks ranked well—96.8% of them were assessed as above average in condition—the assessment identified ADA accessibility concerns as well as a need to increase overall connectivity within the community. SMCOG provided recommendations for approximately 4.2 miles of future sidewalks to build or improve in four sectors of the city. Based on existing scoring criteria for the Missouri Department of Transportation’s Transportation Alternative Program, the identified improvements were ranked on potential for funding to provide an actionable list for the City to implement.

### *2015 – WILLARD MARKET RESEARCH REPORT*

The Willard Market Research Report, prepared for the Willard Chamber of Commerce by the Missouri Small Business & Technology Development Center, identified five general groups of people who primarily live and/or shop in Willard. These groups all represent a strong connection with the environment, with a diversity of lifestyles (families, singles, and retirees) and socio-economic statuses. A major focus of the Report was that of a community in transition—many of the earmarks of the five market groups spoke to a desire for a community in transition from a rural to semi-rural, or even limited urban, setting.

### *1999 – WILLARD COMPREHENSIVE PLAN*

This Plan update was largely a revision of the previous Plan from 1991. Many of the goals and objectives identified in the 1991 Plan had been achieved and originally focused on community infrastructure and services improvements to maintain the city’s rural, small town character. A review of the Vision Statement within the 1999 Comprehensive Plan indicates that Willard residents held family and ethics in high regard, while also valuing the natural environment that uniquely identified Willard within the Springfield metro area. The focus on community facilities and infrastructure continued into the 1999 Comprehensive Plan update, which is likely indicative of the high level of community pride and support for Willard Schools exhibited by citizens.

Digital copies of these documents may be obtained by contacting the Southwest Missouri Council of Governments.



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# VISION STATEMENT

*In 20 years, Willard will be a self-sustaining hub of activity for northwest Greene County by focusing on values of family, education, and service to the Willard region. The active management of physical and social infrastructure assets that serve the region, including the Frisco Highline Trail, will drive growth through diversified residential, commercial, and mixed-use opportunities.*

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# COMMUNITY PROFILE

# HISTORY

## EARLY SETTLEMENT

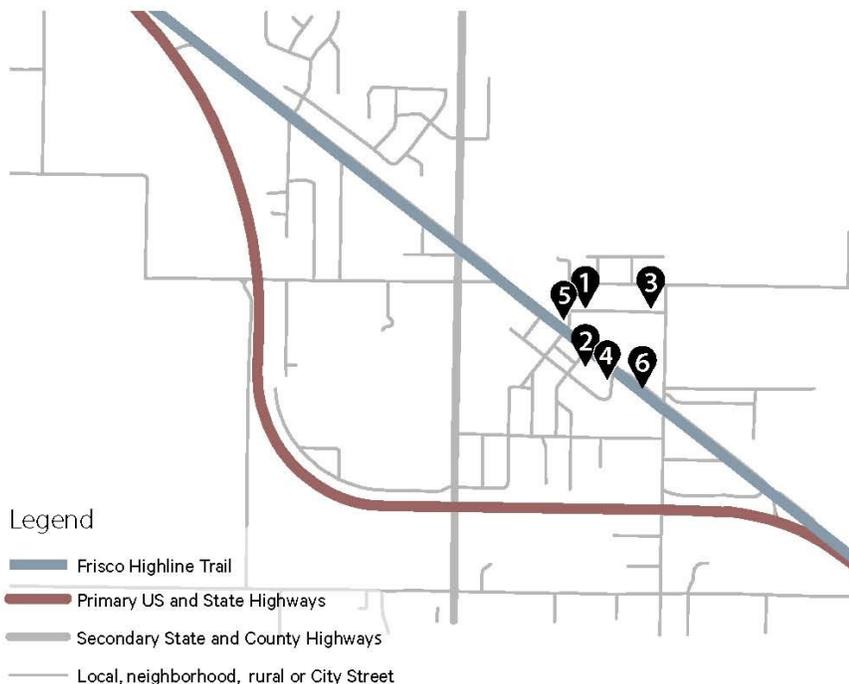
The city is named after Mr. William Willard from Lebanon, Missouri, a surveyor who was working for the St. Louis and San Francisco Railroad. Willard began to grow and was formally founded in 1884, when the “High Line” railroad track was laid to connect Springfield, Missouri, to Kansas City, Missouri. The earliest settlers were Oscar Farmer (1836), Dennis Kime (1854), and George and Elizabeth Sloan (1857); the book, *Willard: From Prairie to Present, A Centennial Story* with text by Frank Farmer, was dedicated to them in 1976. The agricultural heritage of Willard has continued to remain important to Willard citizens since the early settlers first arrived.

The Grand Prairie Presbyterian Church was built in 1887; it was renamed the Willard Presbyterian Church in 1903 . In 1991, the building was acquired by Catholic priests and it became the Good Shepherd Monastery. In great need of repair, the building was purchased by Cathy Ritz in 2013. After much reconditioning, it is now a privately-owned business known as the Heritage Chapel and Reception Venue. The original hardwood floors and pews are still in place.

The Willard Train Depot was once located at the northwest corner of Jackson and Main Street. One of the most intriguing aspects was the legend beneath the town name: “247 ¾ Miles from St. Louis”, which was unique since the train did not travel directly to St. Louis. The Depot was not torn down until the late 1950’s. The Depot has since been replicated by the Ozark Greenways to function for a community trailhead for the Frisco Highline Trail.

The Willard Bank Building was originally constructed in 1908, at the corner of Main and Jackson Streets. The bank closed during The Great Depression in the 1930’s. It was the last local bank Willard had until 1965 and seven years later it merged with Commerce Bank-shares, of Kansas City. The Commerce Bank Building is still located on the north side of Jackson Street.

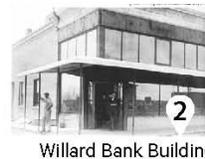
A grandfather of Johnny Morris, founder of Bass Pro Shops in Springfield, was once the owner of the grain mill. D. L. Word, or Mr. Dora L. “Frank” Word, was born June 5, 1890, and established what later became known as the Killingsworth Mill.



## Points of Interest



The Sloan Home



Willard Bank Building



The Kime Home



The Old Willard Hotel



Willard Train Depot



Jackson Street

Figure 2.1: Historical Sites Map. Source: SMCOG.

## RECENT HISTORY

US Highway 160 is the main east-to-west road leading into Willard from Springfield, Missouri. It was created in 1930, with a western terminus near Tuba City, Arizona, and an eastern terminus near Poplar Bluff, Missouri. This section of the highway is known as Olympian Boulevard in honor of two past Willard High School graduates who have competed in the Olympic Games. This road has been planned and funded by the Missouri Department of Transportation to be widened from two to four lanes and incorporate roundabouts at major intersections within Willard.

Willard was officially incorporated in 1949 with a total of 200 acres of land. The city has continued to grow over the years, with the greatest increase in land mass occurring in the 1970s.

Conco Quarry provides one of the few manufacturing and industrial employment opportunities in the city, holding a major portion of land in the southeast section of the city along US Highway 160. Although the Conco Quarry in Willard has been in existence well before 1972, rock quarries that began mining on or after January 1, 1972 are required to have a Land Reclamation Plan developed, submitted and a permit received from the Missouri DNR Land Reclamation Division. Conco Quarry was among the first to submit a reclamation plan and receive permits in the state of Missouri. The Land Reclamation permit is very important in protecting against potential erosion, to correct areas of weak vegetation reestablishment and to ensure that the quarry will be reclaimed to a positive, sustainable existence after all mining is complete. However, because the time frame to complete mining exists so far in the future, land development opportunities are expected to change and it is impossible to currently provide these future specific details. It is important to note that, based on Missouri DNR Land Reclamation regulations, whenever the time comes for the future development of mining property to non-mining property, Conco is committed to, as well as required by law, to reclaim the land to the best possible condition for use after mining is completed.

## ACCOLADES AND AWARDS

The City of Willard has received several awards for its community facilities and services. While the list below is not comprehensive, it demonstrates the City's continued commitment to providing an excellent quality of service to its residents, making it a desirable location to live.

- ◆ Designated Tree City for the past 21 years
- ◆ 2008—Community Spirit Award for Best Route City on Stage 2, Missouri Farm Bureau
- ◆ 2009 & 2010—Source Water Protection System of the Year, Missouri Rural Water Association
- ◆ 2011—Certificate of Appreciation, Watershed Committee of the Ozarks
- ◆ 2014—Special Recognition of the Military Order of the Purple Heart
- ◆ 2018—Innovation Award for the DARE/PAL Outdoor Character Camp, Missouri Municipal League

# DEMOGRAPHICS

## POPULATION

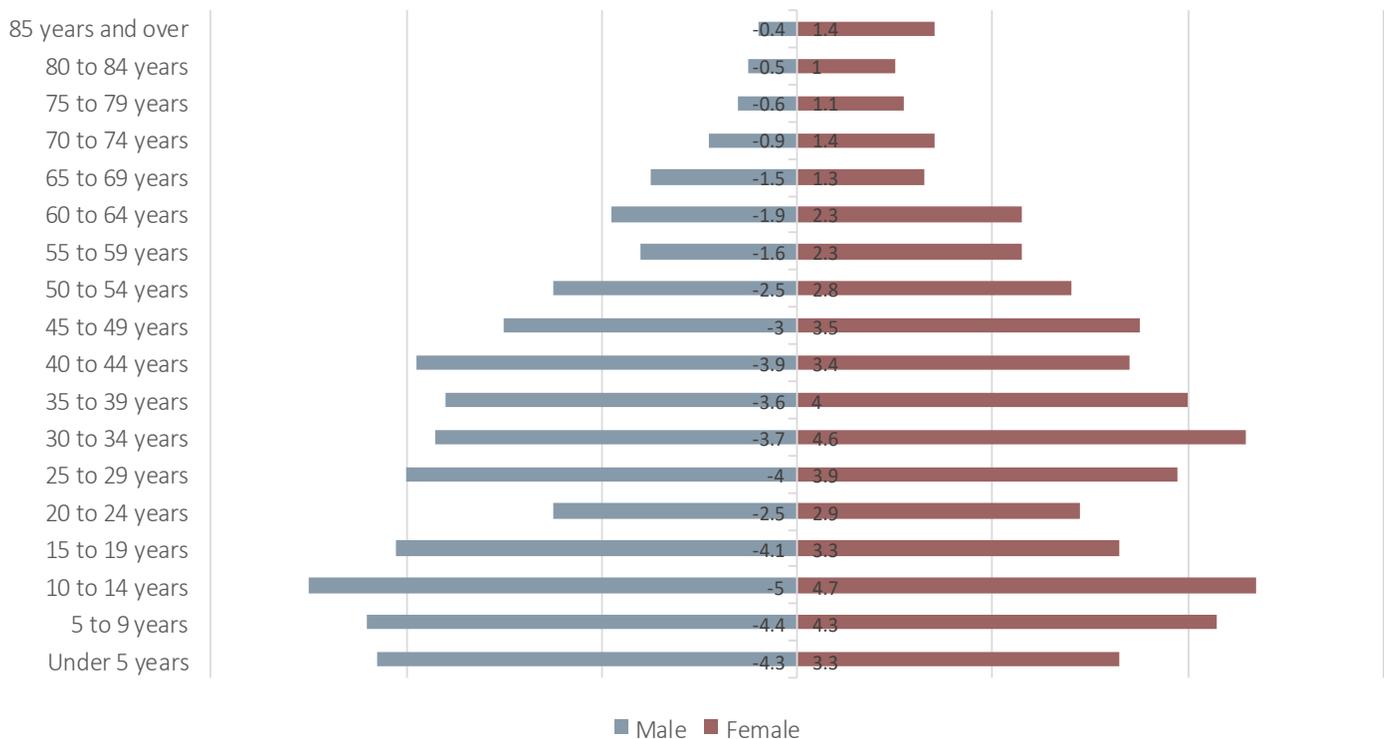
It is necessary to understand the characteristics of the population in a community in order to successfully plan for its future. Demographic data reveals a wide range of information vital to the planning process. This data allows for planners to identify community strengths and weaknesses, in order to plan for the future. This section provides insightful information regarding Willard’s population. Data was retrieved from the most up-to-date American Community Survey (ACS) – a service of the U.S. Census Bureau.

In 2017, the ACS estimated Willard’s population to be approximately 5,426, a nearly 3% increase from 2010. This increase is slightly higher than that of Missouri’s population as a whole during the same time period, but lower than that of Greene County . Willard should expect to experience moderate population growth in the next 20 years.

Jurisdiction	Population, 2010	Population, 2017	Population Change	Percent Change
Strafford	2,358	2,152	-206	-8.7%
Battlefield	5,590	5,986	+396	+7.1%
Republic	14,751	15,890	+1,139	+7.7%
<b>Willard</b>	<b>5,288</b>	<b>5,426</b>	<b>+138</b>	<b>+2.7%</b>
Greene County	275,174	289,805	+14,631	+5.3%
Missouri	5,988,927	6,126,452	+137,525	+2.1%

**Table 2.1: Population.** Source: U.S. Census Bureau, 2010 Census and 2017 ACS.

## WILLARD POPULATION PYRAMID



**Figure 2.2 : Population Pyramid.** Source: U.S. Census Bureau, 2010 General Population and Housing Characteristics.

## RACE AND ETHNICITY

Willard is not a racially diverse community, as a large majority of the population identifies as White. While there is some representation of Black/African American and Hispanic/Latino, it is minimal. Hispanic/Latino population was estimated to represent the largest minority, making up 4.4% of the entire population. Willard's racial composition is comparable to other cities of similar size in the Ozarks.

Jurisdiction	Black/ African American	American Indian & Alaska Native	Asian	Native Hawaiian & Pacific Islander	Some Other Race	Two or More Races	Percent Minority	Percent Hispanic/ Latino
Strafford	12	19	6	0	2	13	4.2	1.9
Battlefield	82	30	115	0	49	135	7.2	2.7
Republic	20	55	272	0	48	457	8.4	3
<b>Willard</b>	<b>63</b>	<b>28</b>	<b>0</b>	<b>0</b>	<b>156</b>	<b>130</b>	<b>11.4</b>	<b>4.4</b>
Greene County	9,408	1,351	5,452	234	2,557	8,350	13.1	3.5
Missouri	703,061	25,933	112,959	6,336	71,084	151,390	21.7	4

**Table 2.2: Racial and Ethic Minorities.** Source: U.S. Census Bureau , 2017 ACS Estimates.

Willard had a slightly lower estimated minority population percentage (11.4%) than all of Greene County (13.1%). Willard's 11.4% was much lower than Missouri as a whole, which was estimated to have 21.7% of its population identify as a racial minority. Following regional trends on diversity, Willard will continue embrace a gradual increase in minority populations as the region continues to grow and attract new types of residents.

## EDUCATION AND INCOME

A correlation between educational attainment and rates of poverty was noted in Willard. Those with higher levels of educational attainment were associated with lower rates of poverty.

A large percentage of Willard residents have achieved a high school education. Willard is on par with that of both Greene County and the state of Missouri, where 91.5% and 89.2% of adults have a high school diploma, respectively. It falls between the two in terms of percentage of people 25 and older who have attained a high school diploma at 90.5%. In terms of higher education, 29.2% of Willard residents aged 25 and older, hold at least a bachelor's degree. Greene County has a higher percentage of adults with a bachelor's degree (30.5%) than Missouri (28.2%).

The median household income in Willard is \$54,540. This is higher than both Greene County and Missouri. Per capita income measures the amount an individual adult in a household makes over a specific period. Per capita income in the three regions were similar, as indicated in the chart below. The percentage of persons in poverty in Willard was significantly lower than Greene County and Missouri as a whole. In Willard's 6.2% of people live below the poverty line, which is nearly 7% lower than Missouri's, and 10% lower than that of Greene County.

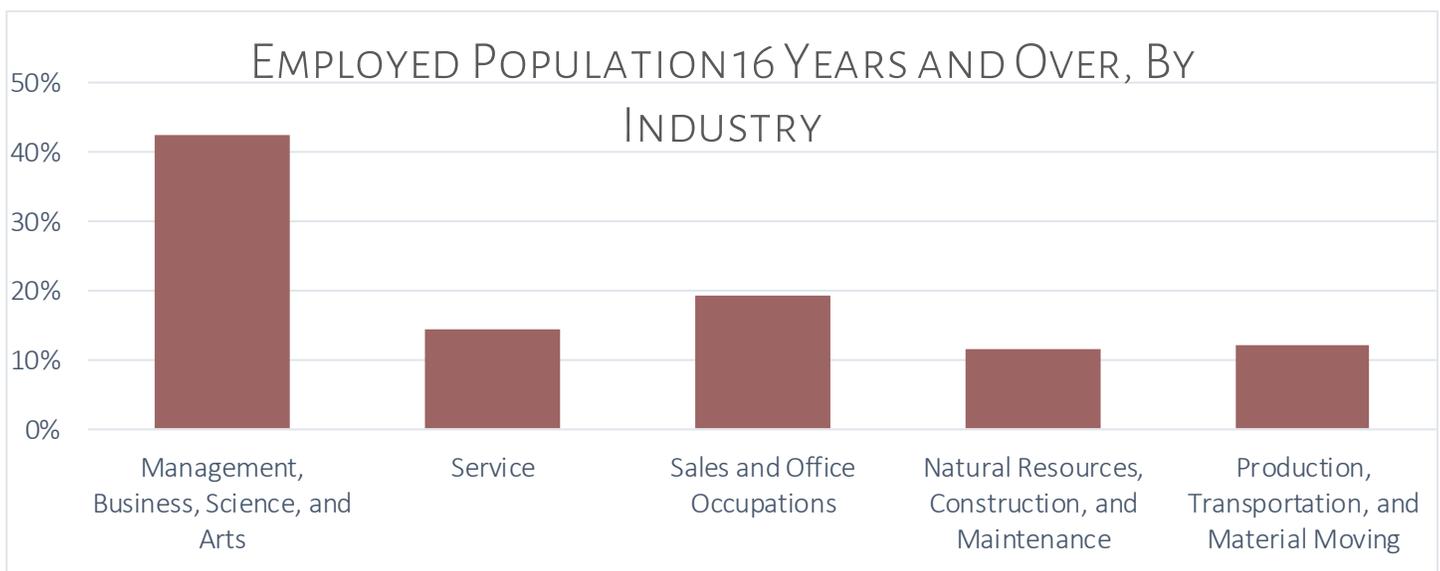
Jurisdiction	High School or Above, Percent of 25 Years and Above	Bachelors or Above, Percent of 25 Years and Above	Median Household Income	Per Capita Income	Percent Persons in Poverty
Strafford	88.5	15.0	\$45,906	\$20,567	12.0
Battlefield	95.5	37.3	\$63,605	\$26,791	6.2
Republic	91.9	22.0	\$50,333	\$22,084	16.0
<b>Willard</b>	<b>90.5</b>	<b>29.2</b>	<b>\$54,540</b>	<b>\$25,582</b>	<b>6.2</b>
Greene County	91.5	30.5	\$43,175	\$25,529	16.2
Missouri	89.2	28.2	\$51,542	\$28,282	13.4

**Table 2.3: Education and Income.** Source: U.S. Census Bureau , 2017 ACS Estimates.

## EMPLOYMENT

Given Willard's proximity to Springfield and educated workforce, a large portion of Willard's residents commute to the larger metropolitan area for work. The average time it takes Willard's 2,680 employed residents to commute to work is 23.3 minutes (ACS). This is likely reflective of the short distance of 3 miles between the City of Willard and the City of Springfield, a major employment hub for the region. Willard has the opportunity to attract businesses in the healthcare and information-technology sector, as well as the service sector. These two industries are among the fastest growing in the nation. Attracting these types of businesses would simultaneously boost Willard's economy and draw more residents to the community.

Nearly half of Willard's employed population (42.5%) works in management, business, science, and the arts. The next four sectors from highest to lowest rates of employment are: sales and office occupations (19.3%); service (14.4%); production, transportation, and material moving (12.2%); and natural resources, construction, and maintenance (11.7%). There is certainly opportunity for growth in the service industry, as residents have voiced a desire for more service-based businesses in the community.



**Figure 2.3 : Industry Employment.** Source: U.S. Census Bureau, 2017 American Community Survey.

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# TRANSPORTATION

# OVERVIEW

Willard is located in the northwest portion of the Springfield metropolitan area. It is bisected by US Highway 160; a state-managed highway which connects Willard to the surrounding area. The Frisco Highline Trail passes through Willard along Highway 160 and Jackson Street providing multiple formal and informal access points. There are five roadway classifications pertinent to Willard: expressway, primary arterial, secondary arterial, collector, and local (Ozark Transportation Organization, 2016). Each of these is described in turn below.

## STREET CLASSIFICATIONS

### EXPRESSWAY

Partial access control and high priority for traffic flow with at-grade signalized intersections for major streets. Intended for high-volume, moderate to high-speed traffic movement across the metropolitan area with minimal access to adjacent land. May be designed as a highway with separation from adjacent land uses or as a street with controlled access to adjacent land uses. Service access should be provided from lower-order streets.

### PRIMARY ARTERIAL

Provides for high to moderate-volume, moderate-speed traffic movement between and through major activity centers. Access to the abutting property is subordinate to traffic flow and is subject to necessary control of entrances and exits.

### SECONDARY ARTERIAL

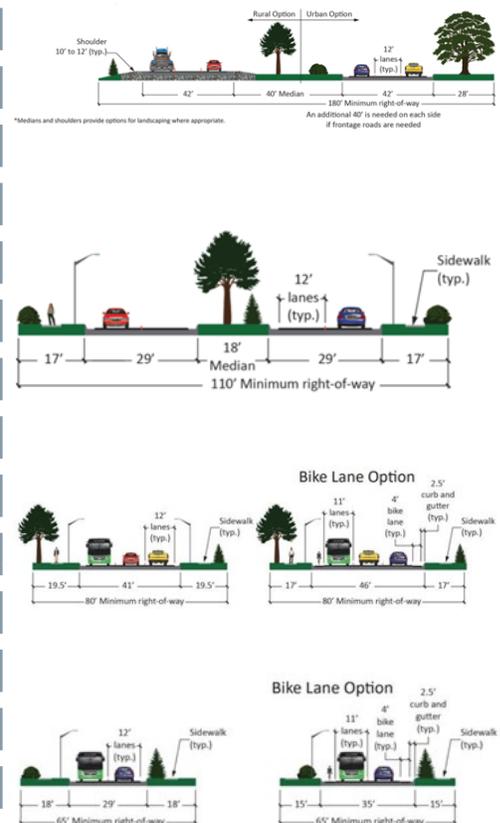
Augments and feeds the primary arterial system and is intended for moderate-volume, moderate-speed traffic movement. Access to the adjacent property is partially controlled.

### COLLECTOR

Collects and distributes traffic between arterial streets and local streets. Intended for short-length trips while also providing access to abutting properties. Design of collector streets varies depending on the character and intensity of traffic generated by adjacent land development.

### LOCAL

Provides direct access to abutting property. Intended for low speed, low volume traffic movement and for shorter trips. Design of local streets varies depending on the character and intensity of traffic generated by adjacent land development and the design standards developed by each local jurisdiction.



**Figure 3.1: Street Cross-sections.**

Source: Ozarks Transportation Organization, Long Range Transportation Plan, Design Standards.

## GOAL 1: IMPROVE THE CURRENT ROAD AND SIDEWALK CONDITIONS

As growth continues in the region, roads and sidewalks will need to be updated to accommodate demand and meet improved standards. This is demonstrated with the expansion of US Hwy 160 to two lanes in both directions between I-44 and Jackson Street. A windshield survey conducted in February of 2019 by MSU Planning students indicates that the majority of roads are in good or fair condition as demonstrated by the street conditions map below. Some older roads in residential neighborhoods that serve as arterials or collectors have not been updated from their standards as a local road. These roads may lack road markings or space for on-street parking. It is important to note that these characteristics are not necessarily required for a road to function well. Resident input indicates a desire for the addition of on-street parking in residential neighborhoods.

### OBJECTIVES

- 1.1 Develop a plan to widen roads and incorporate storm drainage improvements as necessary.
- 1.2 Revise regulations to address on-street parking, streetscape, and sidewalk connections.

A sidewalk survey conducted by the Southwest Missouri Council of Governments that was published in August of 2018 found that 96.8% of sidewalks are in good condition. Sidewalk improvements should focus on adding sidewalks where there are none and improving or replacing the few sidewalks that did not meet the report's standards for a good rating. Although sidewalks exist in newer developments, they are often not found in older neighborhoods. Survey responses and community meeting input suggests that residents would like more sidewalks in the older parts of the community. They expressed that the addition of sidewalks would make them feel safer and encourage them to walk more.

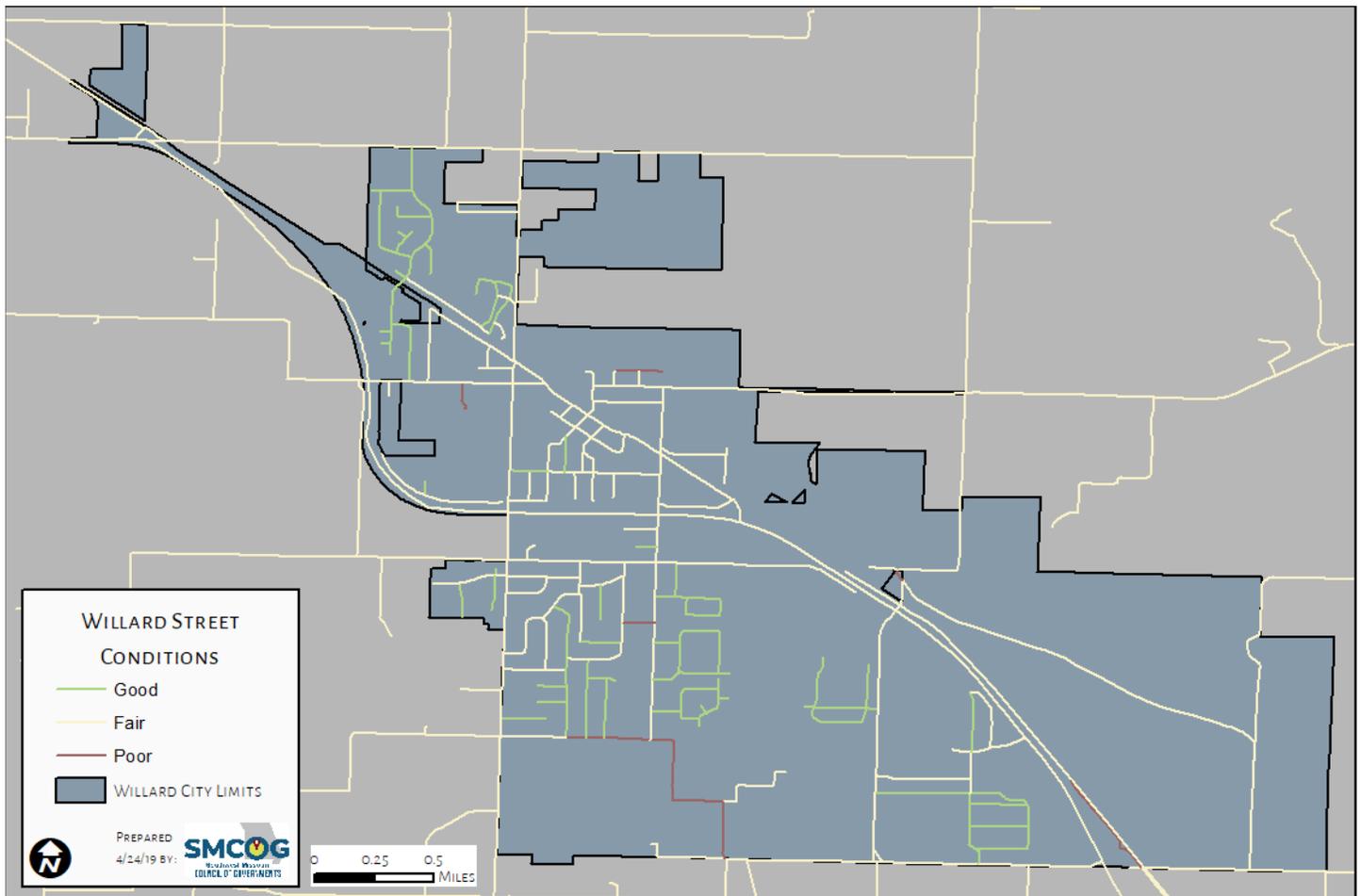


Figure 3.2: Street Conditions Map. Source: SMOG Windshield Surveys.

## GOAL 2: CAPITALIZE ON WILLARD'S RELATIONSHIP WITH THE FRISCO HIGHLINE TRAIL TO ENCOURAGE BIKING AS A FORM OF RECREATION

The transformation of rail lines that are no longer used into recreational trails has seen repeated success across Missouri with the Katy Trail and across the nation, with the New York City Highline as a world-renowned example. Willard benefits in many ways from having the Frisco Highline Trail run adjacent to downtown. The trail provides opportunities for recreation and economic growth. The addition of bike infrastructure connecting other areas of Willard to the trail may provide further opportunities. This may include the addition of signage, sharrows, bike lanes, and bike racks. Sharrows and signage would be most appropriate for local roads with slower moving traffic. Bike lanes would be most appropriate for streets with more traffic and higher speeds. It is important to note the degree of lane separation and the effect it has on both cost and cyclist safety. Bike lanes that are wider, clearly marked, or separated from the street entirely, will cost more but will attract more cyclists. Below are examples of how bike lanes can be incorporated into streetscapes.

### OBJECTIVES

- 2.1 Explore financially feasible options to expand biking options on streets
- 2.2 Promote public awareness outside of Willard of the availability of the Frisco Highline Trail.
- 2.3 Formalize existing community connections to the Frisco Highline Trail.



#### SHARROWS

Sharrows are used to indicate a shared lane environment when a road cannot have separate lanes. They alert motor vehicles to the potential presence of cyclists and indicate proper paths for cyclists. Sharrows should not be considered a substitute for bike lanes on most roads because of a high potential for conflict with vehicle traffic (Urban Bikeway Design Guide, 2015).



#### CONVENTIONAL BIKE LANES

Conventional bike lanes increase confidence in cyclists by separating them from automobiles. They increase the predictability of cyclist and motorist positioning and interaction. They also increase the total capacities of the streets by carrying mixed bicycle and motor vehicle traffic. Most importantly they remind motorists of cyclists' right to the street (Urban Bikeway Design Guide, 2015).



#### BUFFERED BIKE LANES

Buffered bike lanes provide greater distance between vehicles and cyclists. They provide space for cyclists to pass other cyclists without entering into the motor vehicle lane and encourages cyclists to avoid spaces where car doors might be opening. A buffered lane appeals to a wider variety of cyclists who may not feel safe in a conventional bike lane. It can also encourage more people to use the bike lanes by contributing to the perception of safety among those already using the bike lanes street (Urban Bikeway Design Guide, 2015).

**Figure 3.3: Bike Lane Options.**

Source: National Association of City Transportation Officials.

## GOAL 3: CONNECT DIFFERENT FORMS OF TRANSPORTATION INTO ONE NETWORK

Willard benefits from a variety of walking, biking, and road networks; however, not all of these areas are connected. A key component to improving the connectedness of Willard will be to identify sources of funding for the expansion of sidewalks and bike infrastructure. The 2018 Sidewalk Assessment done for the City of Willard highlights four sectors that need focused improvements to the sidewalk network, as shown in Figure 3.4. For developments occurring between networks, developers should be required to connect and add to the already existing networks.

Additional awareness can be created through public engagement opportunities. The City could participate in events that encourage alternate transportation modes, such as Bike to Work Day, or start its own event with a possible focus on the Frisco Highline Trail.

### OBJECTIVES

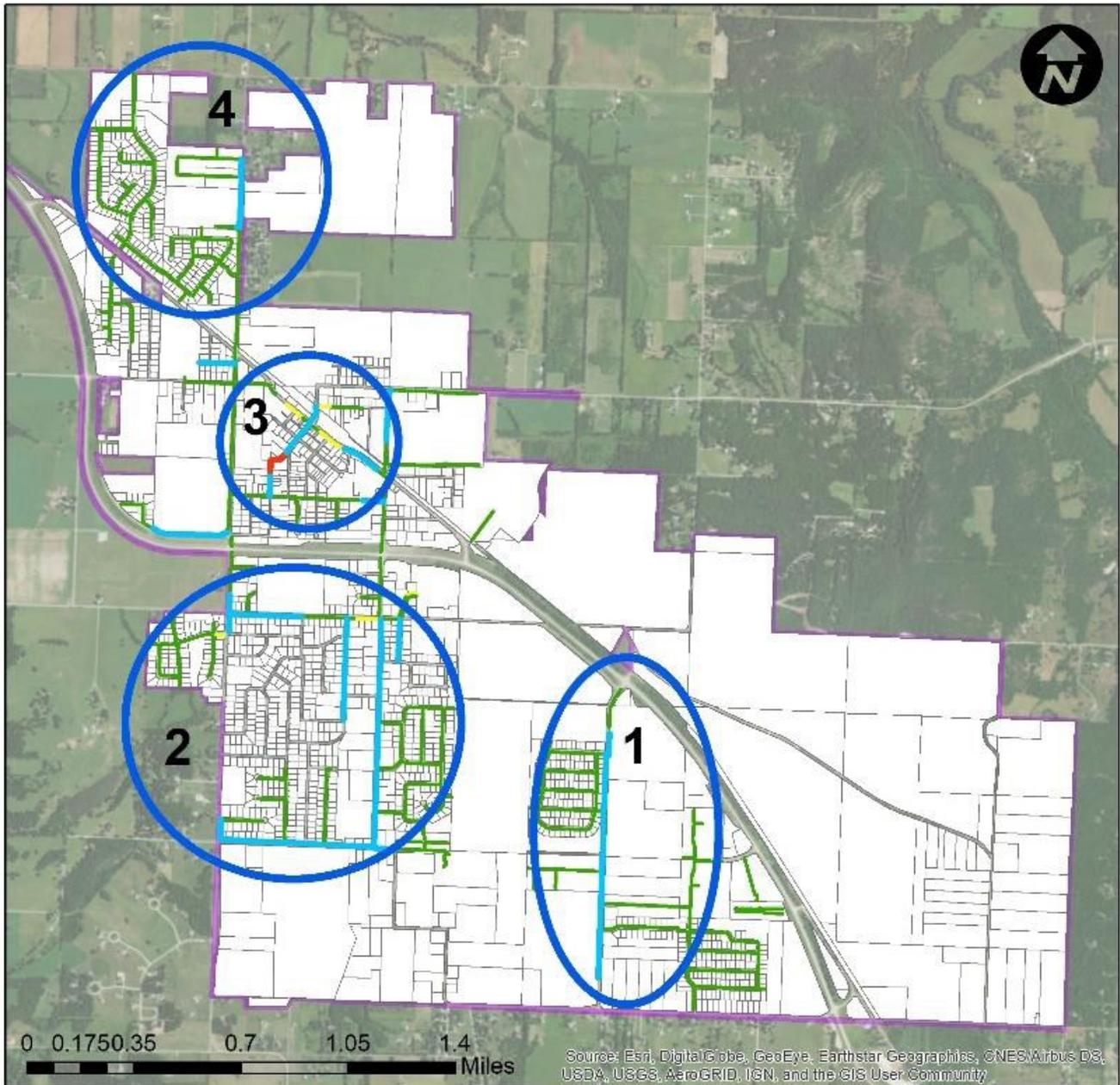
- 3.1 Identify and apply for all possible funding sources to connect and expand multi-modal transportation networks.
- 3.2 Require new development to provide additional facilities to accommodate needs.
- 3.3 Create initiatives to improve walkability and bike-ability by connecting to the Frisco Highline Trail.



Figure 3.4: Frisco Highline Trailhead.

Source: City of Willard, Parks Department.

## Willard Sidewalk Connectivity Sectors with Proposed Sidewalks



Sidewalk Condition	Willard Parcels
<span style="color: green;">—</span> Good	<span style="border: 1px solid black; display: inline-block; width: 15px; height: 15px;"></span> Willard City Limits
<span style="color: yellow;">—</span> Fair	<span style="border: 1px dashed purple; display: inline-block; width: 15px; height: 15px;"></span> No Sidewalk
<span style="color: red;">—</span> Poor	<span style="border-bottom: 1px solid black; display: inline-block; width: 20px;"></span>
<span style="color: lightblue;">—</span> Future Sidewalks	

**Prepared by:**



**SMCOG**  
Southwest Missouri  
COUNCIL OF GOVERNMENTS

8/13/2018

Figure 3.5: Proposed Connectivity Map. Source: 2018 Willard Sidewalk Assessment.

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# HOUSING

# OVERVIEW

Willard has a relatively strong housing stock. Based on windshield surveys conducted by MSU students (Figure 4.1), a majority of houses were noted to be in average or above average condition (characterized by recency of construction, quality of materials, and noticeable nuisance code issues). According to the 2017 American Community Survey, a majority of residents own their homes (75.1%), with 65% considered not cost-burdened by their mortgages. The community has a 97.9% occupancy rate, indicating a small available housing stock. Property values experienced a 4.6% increase in value from 2016 to \$129,500, but remain slightly lower than county and state averages. A majority of residences are single-family, with most containing 2-3 bedrooms. Nearly half of the homes have been built since 2000, indicating a strong residential market that has room to grow.

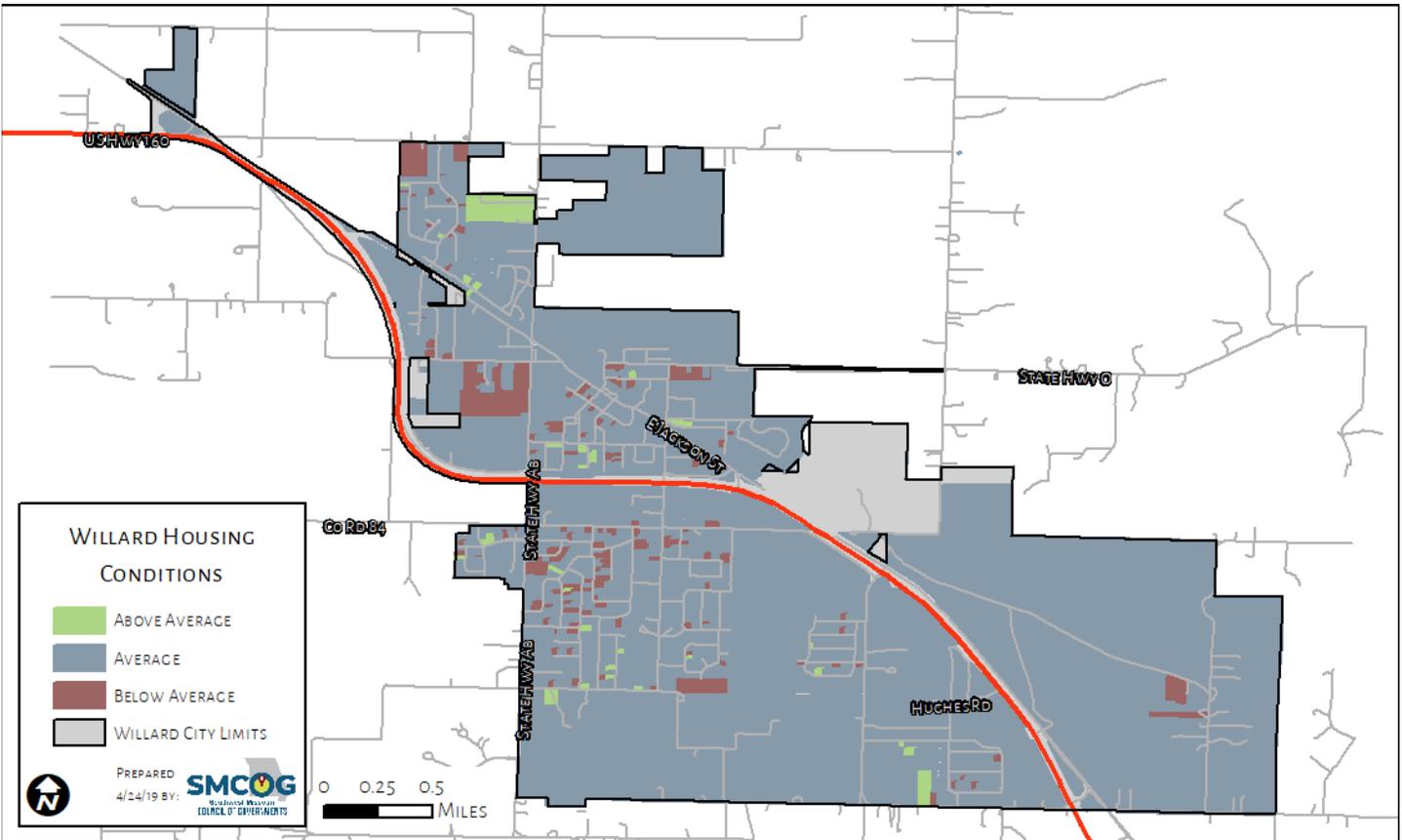


Figure 4.1: Housing Conditions Map. Source: SMCOG Windshield Surveys.

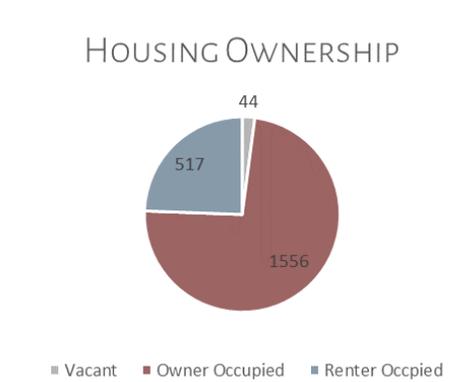


Figure 4.2: Housing Ownership.  
Source: U.S. Census Bureau, 2010 General Population and Housing Characteristics

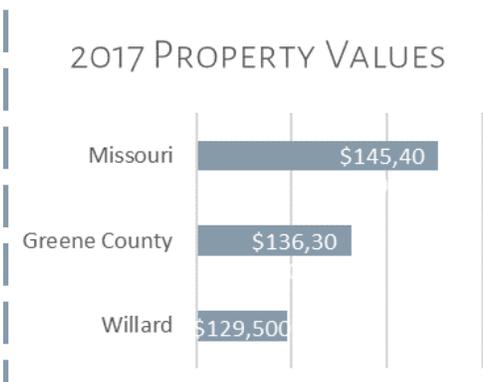


Figure 4.3: Property Values.  
Source: U.S. Census Bureau, 2017 American Community Survey.

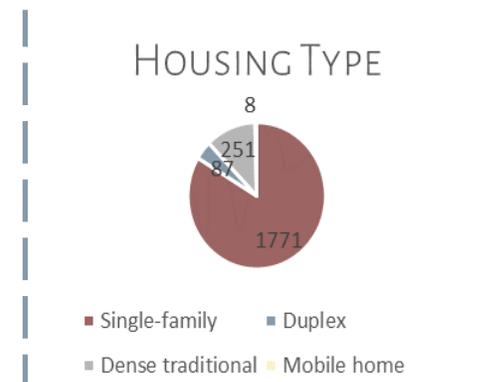


Figure 4.4: Housing Types.  
Source: U.S. Census Bureau, 2017 American Community Survey.

# GOAL 1: SUPPORT EXISTING AND NEW SINGLE-FAMILY RESIDENTIAL NEIGHBORHOODS

The majority of Willard homes are single-family detached units. Based on available data, development needs to continue adding to the housing stock to provide additional units for new residents. According to survey data, current residents strongly support the addition of new single-family residential developments, mixed use developments, and some support for clustered development. These last two types of developments are currently not allowed for developers to construct based on the City’s zoning code. If the community wishes to see these types of developments occur, the current single-family zoning district will need to be revised to allow for smaller lots for infill of vacant properties that are already receiving City services. This will allow for development to meet the needs of current and future residents in a fiscally-sustainable manner for the City.

## OBJECTIVES

- 1.1 Focus new residential development to areas with existing City services.
- 1.2 Revise and establish new zoning districts to enable new housing types.
- 1.3 Connect neighborhoods to parks.

The survey also identified a desire of community members to revitalize existing neighborhoods, which closely aligns with residents’ desire for increased parkland. According to the 2019 agency performance report from the National Recreation and Park Association, the City of Willard has a higher per acre park budget and an equitable number of parkland acres per capita, yet at the same time has a higher than average cost recovery, as compared to other municipalities. To reconcile these seemingly opposing viewpoints in a way that continues to be fiscally-sustainable, the City should

work to increase access from existing neighborhoods to existing parkland. This could be accomplished by acquiring easements to build connections between park trails and neighborhoods to minimize the distance citizens must travel to access these amenities. The City should also examine requiring new residential developments to provide connections between public roads and sidewalks of new subdivisions to any adjacent parkland.

PARK OPERATING EXPENDITURES PER ACRE OF PARKLAND

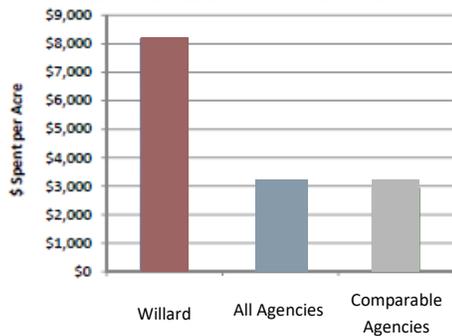


Figure 4.5: Expenditures per Parkland Acre. Source: 2019 NRPA Willard Agency Performance Report.

REVENUE AS % OF OPERATING EXPENDITURES

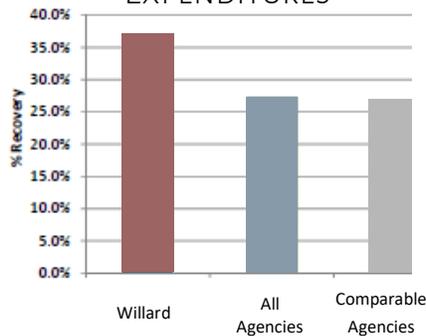


Figure 4.6: Revenue as % of Operating Expenditures (Cost Recovery). Source: 2019 NRPA Willard Agency Performance Report.

DESIRED HOUSING TYPES

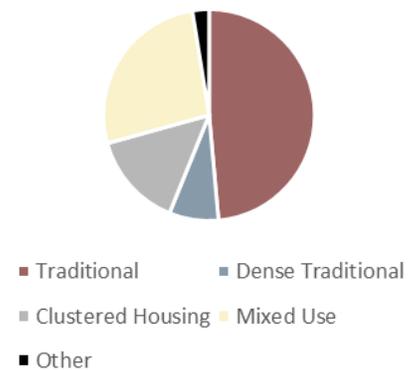


Figure 4.7: Desired Housing Types. Source: 2019 City of Willard Survey.

## GOAL 2: SUPPORT MIXED USE IN DOWNTOWN AND DEVELOPING AREAS

Survey results revealed that 27% of Willard residents would like to see more mixed-use developments offering both housing and business opportunities, especially in the historic downtown area. Mixed use development requires a special zoning district or the use of a planned development process. Typically, a dedicated zoning district provides better outcomes since municipalities can provide specific regulations and guidelines to ensure development is in alignment with the community vision, as opposed to the often-lengthy negotiation process involved in the planned development process. Identifying properties that would potentially be eligible for rezoning to this district will be important to minimize impacts to adjacent properties.

However, equally important to regulating a mixed use development is creating a government and business environment that supports and encourages private investment. The City can achieve this in a number of ways, including providing incentives for adaptive reuse of downtown structures, like reducing parking minimums, decreasing development fees, or offering expedited review timelines. By providing incentives such as these, the city can encourage development that otherwise might not occur without the loss of tax revenues that typically occur with tax abatement programs—though these can also offer significant returns when used properly.

Finally, it is important for the city to work in conjunction with the chamber of commerce and other local stakeholders to improve the outside perception of Willard for developers. The city cannot develop these projects itself, so building connections with developers who have done similar revitalization projects is paramount to the success of developing new housing types in the downtown area. Marketing opportunities include attending the Springfield Contractors Association or Homebuilders Association. It is also important to create a set of marketing materials with a cohesive vision for the area to help developers understand exactly what they will be helping to create, while also allowing for creativity.

### OBJECTIVES

- 2.1 Encourage private investment in conjunction with downtown retail and office opportunities.
- 2.2 Improve the perception and marketing of Willard to developers.
- 2.3 Establish a new zoning district to allow for contextual mixed use.



Figure 4.8: Example Downtown Mixed Use. Source: “Small Town Economic Development Idea: The Tour of Empty Buildings”.

## GOAL 3: ENFORCE NUISANCE CODES

The role of a local government also includes enforcing maintenance of properties to meet currently-adopted city ordinances. This function can often be viewed very negatively by community members who are forced to take action to bring their properties into compliance; enforcement also usually involves significant staff time in contacting and working with property owners, especially if unresolved issues are elevated to the courts system. Taken together with realistic understanding of the City’s capacity to enforce such codes, alternative methods are necessary to meet citizens’ expectations.

### OBJECTIVES

3.1 Work with volunteer groups to provide assistance for cleanup.

3.2 Improve public awareness and understanding of nuisance codes through a “soft-touch approach”.

In the open-ended portion of the community survey, several residents stated they would like to see increased enforcement of nuisance violations. The windshield survey also revealed a significant number of residents in non-compliance with nuisance codes. Willard needs to address these concerns in order to increase property values and improve neighborhoods aesthetics. To achieve this, the City should continue to proactively encourage community groups and neighborhoods to be involved with community cleanup days and offer assistance to homeowners with significant violation issues.

It is also important to ensure that residents clearly understand the codes that are currently in effect. The City’s “New Resident” package on its website provides some useful tips for keeping a property in compliance with nuisance codes, but additional “soft-touch approaches” are necessary to ensure issues are abated. Developing “good-neighbor letters”, identifying community betterment groups that could assist with outreach, and working with stakeholders, such as real estate agents who could explain the impact of nuisances on property values, are all possibilities to achieve this goal before issues arise.



**Figure 4.9: Community Cleanup Events.**  
Source: Buffalo Reflex, “GRO Program is Another Key to Improving Economic Progress”.

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## CODE ENFORCEMENT

The Planning and Development Department is responsible for protecting the health, safety and welfare of the residents through enforcement of health, environmental, uniform building and construction codes.

### Basic Codes for Residential Areas

- Your lawn should not exceed 12 inches in height.
- Keep your sidewalks abutting your property free of snow, ice and mud.
- Accumulations of trash, brush, debris is considered a nuisance violation and subject to fines.
- You are allowed three dogs, three cats, six chickens-no roosters inside city limits.
- Burning in residential districts is limited to recreational fires and you will need to obtain a permit from the Willard Fire Department.
- Trash carts cannot be put out to the curb until 7 P.M. the night before trash pick up and must be removed from the curb by midnight the night of pickup.

### Construction

Any removal, alteration or enlargement on your property first requires a City Building Permit. New deck construction requires City Permit if it is higher than 30 inches. Construction of fences requires a permit. Fences are allowed to the property line if approved by the City. Accessory structures require a building permit if larger than 120 square feet. Working without a permit can result in double permit fees. Contact your local Planning and Development Department for more information at 417-742-3033 ext 5308.



Figure 4.10: Code Enforcement Education Material. Source: City of Willard website.

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# LAND USE AND ENVIRONMENT

# IMPORTANCE OF LAND USE PLANNING

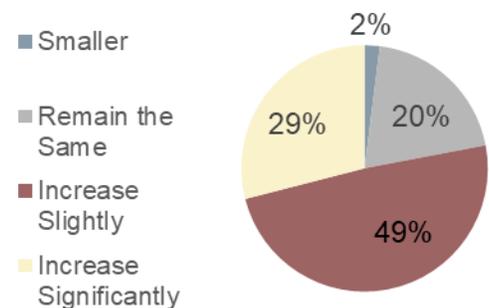
An essential function of the comprehensive plan is assessing current land use and creating a future land use plan. Future land use planning is important for providing guidance on decisions regarding both public and private development. Future changes to Willard's zoning codes should also be dictated by future land use designations in this Comprehensive Plan. This section discusses existing land uses and provides recommendations for future land use changes.

## CURRENT LAND USE

### PAST ANNEXATIONS

Since its incorporation in the late 1940s, Willard has experienced three major expansions. The first surge of growth spanned almost 500 acres when the City annexed land to the north, west, and south of the city core in the 1960s. The second phase of expansion in the 1970s consisted of over 2,100 acres in the southern portion of Willard. This annexation has been used primarily to develop housing on the east side of Highway 160, while the quarry operates across the highway. Expansions in the 1990s were relatively limited and totaled 425 acres. Since 1999, over 420 acres around northern sections of the city have been annexed (Willard Comprehensive Plan, 1999). 78% of people responding to the survey want Willard to either increase in population either slightly or significantly. This shows a strong appetite for growth.

### IDEAL POPULATION IN 20 YEARS



### CURRENT LAND USE CATEGORIES

#### AGRICULTURAL

There are approximately 771 acres of agricultural land in Willard, making agriculture the second largest use in the city. Agricultural uses exist primarily along the outer limits of northern Willard, and through the center of the city south of Highway 160. Land designated as agricultural exhibited evidence of farming such as the presence of crops, tilling, livestock, or cultivated products such as bales of hay.

#### COMMERCIAL

Commercial uses include restaurants, offices, retail stores, gas stations, storage units, banks, and more. This use covers 91 acres, a relatively small percentage of land. Primary locations of commercial uses are along Highway 160, with some commercial activity stretching along Jackson Street in the downtown area. The top priority for survey respondents was the development of more businesses to boost the local economy.

#### GOVERNMENT/INSTITUTION

Governmental and institutional uses make up 269 acres of Willard's land. Uses in this category include schools, churches, and government buildings. City services such as fire protection, law enforcement, and utility services also fall under this category.

Figure 5.1: Ideal Population in 20 Years.

Source: 2019 City of Willard Survey.

**INDUSTRIAL**

Industrial uses include manufacturing, mining, and production. There are currently two industrial operations in Willard, Conco Quarries and Taylor Molding and Millwork. These operations take place in the southeastern portion of Willard, and span over 503 acres. Roughly 99.1% of this land is used for quarry operations.

**PARKS, RECREATION, AND OPEN SPACE**

There are around 180 acres of parks, recreation, or open space in Willard. This designation is comprised of public or private parks, recreational facilities, trail networks, and environmentally necessary open spaces, such as floodways or drainage basins. Willard is located along the Frisco-Highline Trail and has four major parks, one of which includes a recreational facility.

**RESIDENTIAL**

The residential use category is comprised of single-family use and multifamily use. Multifamily residential includes apartments, condominiums, duplexes, townhouses, mobile home parks, and assisted living facilities. Single-family residential is by far the largest designation, totaling roughly 1,179 acres, while multifamily residential comprises only 90 acres in Willard. One of the biggest demands of survey respondents was for more housing.

**VACANT**

A moderate amount of land within city limits is currently vacant. Approximately 359 acres are undeveloped. The presence of vacant land provides opportunities for future development without the need to expand the city’s infrastructure. Utilizing vacant land also helps to control sprawl and protect the surrounding environment.

WILLARD CURRENT LAND USE

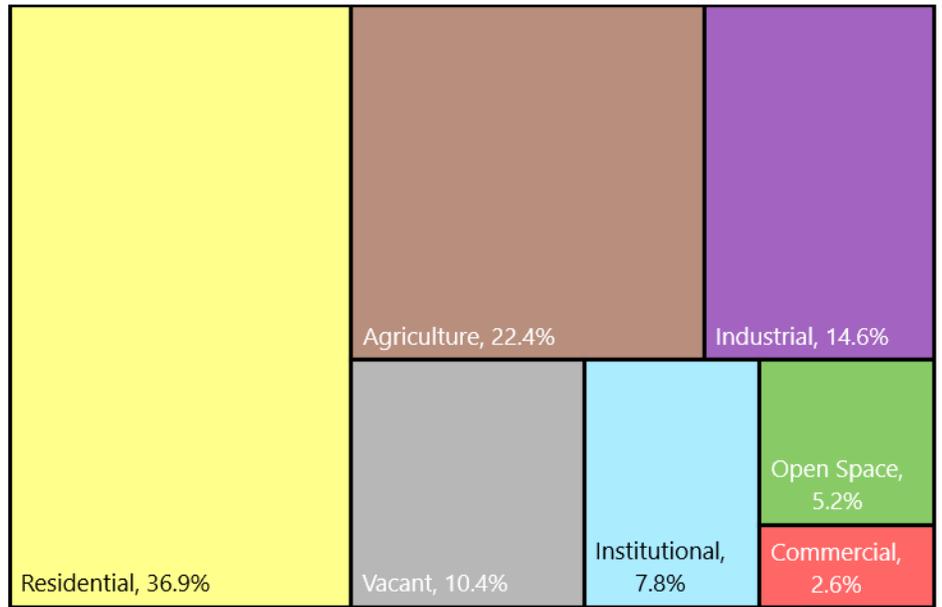


Figure 5.2: Current Land Use Percentages. Source: SMCOG.

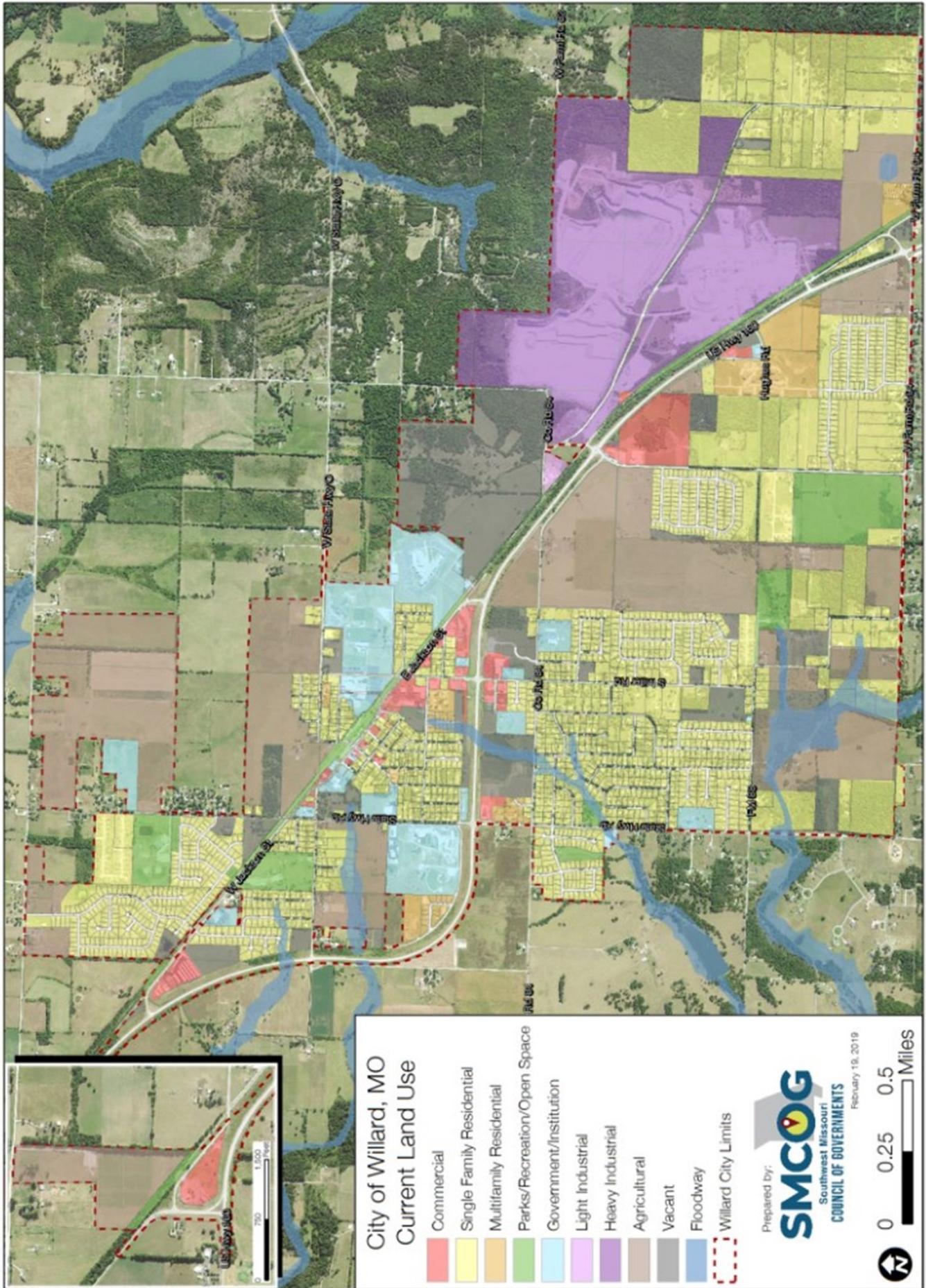


Figure 5.3: Current Land Use Map. Source: SMCOG.

# CURRENT ZONING

## LAND USE VERSUS ZONING

The assignment of a specific use to a parcel of land is different than the zoning classification of that parcel. Designating land uses for parcels gives direction for how lands might best be utilized in the future and result in good urban form. Future land use designations may differ from the current property use. While assigning a future land use designation is not legally binding, zoning decisions should be based on the future land use map in the comprehensive plan.

Zoning results in specific development regulations and permitted uses on a piece of land. The requirements set by zoning regulations are legally enforceable. Design guidelines, height restrictions, setback requirements, and use of the land are among the many aspects of development that zoning codes regulate. While zoning regulations are enforceable laws, uses that do not strictly conform to the codes can be allowed on the condition that these uses do not negatively affect surrounding parcels. Table 5.1 shows Willard's current zoning districts and their respective regulations.

Zoning	Name	Description	Min. Front Yard Setback	Min. Side Yard Setback	Min. Rear Yard Setback	Min. Floor Area	Min. Lot Width	Min. Lot Area
A-1	Agricultural District	A zone intended to accommodate agricultural uses in areas where development is not anticipated in the near future	50 ft	25 ft	50 ft	900 ft <sup>2</sup>	200 ft	10 Acres
AO-1	Airport Overlay District 1	All areas within two thousand (2,000) feet of any airport runway centerline extending out ten thousand (10,000) feet from both ends of any airport runway.	NA	NA	NA	NA	NA	NA
AO-3	Airport Overlay District 3	All areas encompassing the airport zones defined in the Airport Zoning Law, Revised Missouri Statutes Chapter 305	None	None	None	900 ft <sup>2</sup>	None	10 Acres
R-1	Single-Family Residential	A zone designed to accommodate single-family residential development at maximum densities of two and one-half (2.5) dwelling units per acre.	35 ft	15 ft	50 ft	900 ft <sup>2</sup>	100 ft	15,000 ft <sup>2</sup>
R-2*	Two-Family Residential	A zone intended to accommodate single-family development and cluster development, as well as duplex housing, at maximum densities of five (5) dwelling units per acre	25 ft	10 ft	25 ft	500 ft <sup>2</sup>	80 Ft	5,000 ft <sup>2</sup>
R-3*	Multi-Family Residential	A zone intended to accommodate a variety of residential developments at higher densities, including town houses and multi-family developments, at maximum densities of twelve (12) dwelling units per acre.	25 ft	10 ft	25 ft	500 ft <sup>2</sup> **	70 Ft	3,000 ft <sup>2</sup> **
R-4	Manufactured Home Park Residential	A zone intended to accommodate manufactured housing development at maximum densities of up to five (5) dwelling units per acre.	40 ft	40 ft	40 ft	None	65 Ft	8,000 ft <sup>2</sup> **
C-1	Neighborhood Business District	A zone designed for convenience retail and personal service businesses that offer services and goods that are a frequent or daily necessity for surrounding neighborhood residents.	25 ft	None	10 ft or 20% of lot depth	None	None	None
C-2	General Business District	A zone intended to accommodate business and commercial uses that are dependent on high visibility and convenient locations on arterial streets and highways to attract customers.	25 ft	None	None	1.0***	None	None
M-1	Light Industrial	A zone designed for industrial uses that have no outdoor operations except storage and that are free of objectionable operations or that can adequately abate or control objectionable operations that may affect the use and enjoyment of nearby property.	25 ft	20 ft	30 ft	0.5***	None	None
M-2	General Industrial	A zone intended to accommodate more intensive industrial uses that may involve outdoor production of materials or that cannot entirely eliminate or control all objectionable operations and features that may affect nearby properties.	25 ft	20 ft	25 ft	1.5***	None	None
O	Office District	A zone designed to be a restrictive district for low intensity office or professional uses which may be located adjacent to any of the residential districts with appropriate buffers and landscaping so as not to create any adverse effect on adjacent residential areas.	35 ft	15 ft	10 ft or 20% of lot depth	1.0***	None	None
PD****	Planned Development District	A zone in which land use regulations are designed to provide flexibility and innovation in development while ensuring that the development will be compatible with nearby properties and the intent of the Willard Comprehensive Plan and this Chapter.	N/A	N/A	N/A	N/A	N/A	N/A

Table 5.1: Willard Established Zoning Districts, 2019. Source: City of Willard Zoning Code.

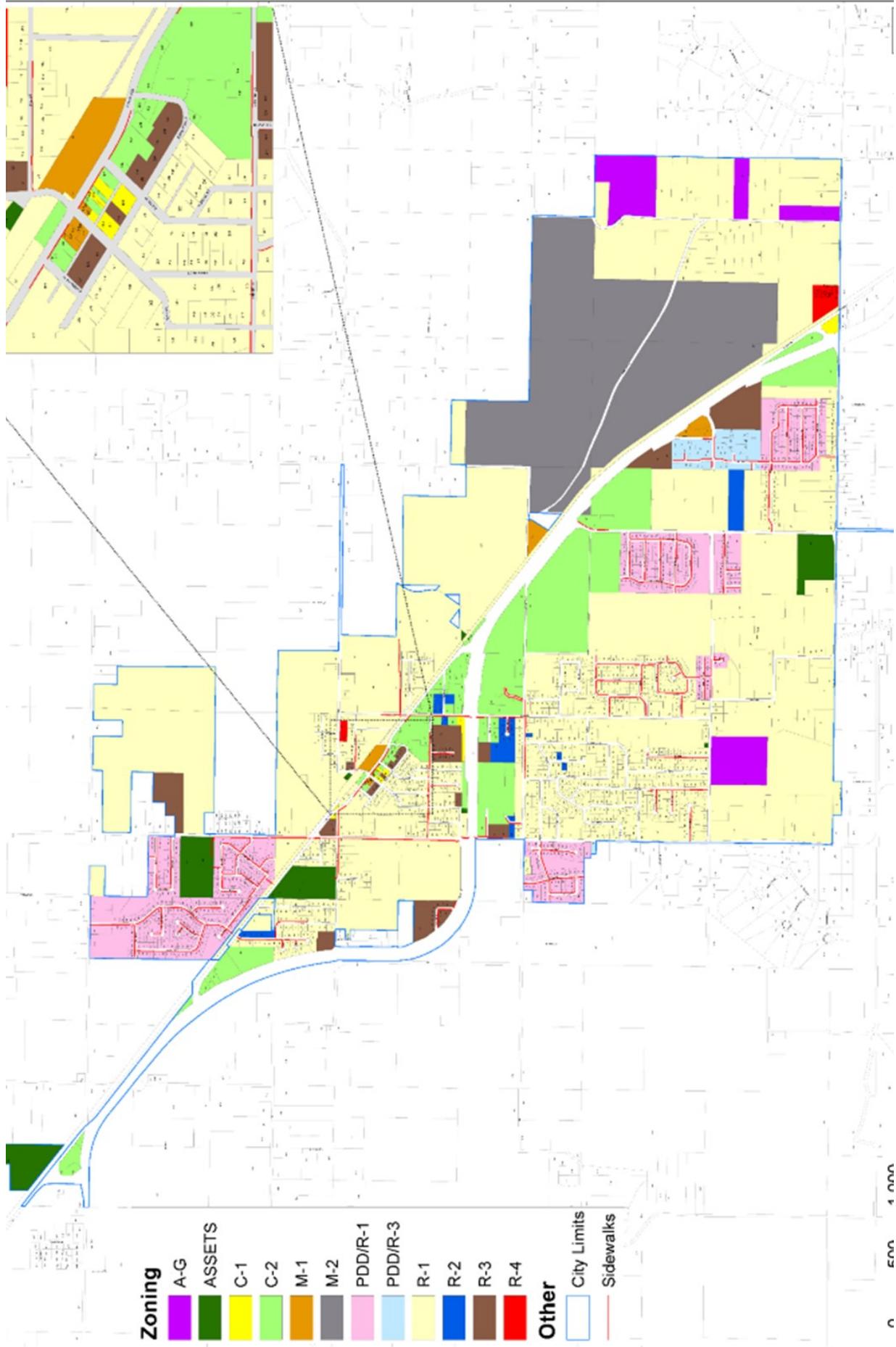


Figure 5.4: Current Zoning Map. Source: City of Willard.

# FUTURE LAND USE

## BOUNDARIES

Future city limit expansion should aim to create a more contiguous Willard. This will help the City accommodate a growing population, alleviate the effects of sprawl on the surrounding environment, and minimize the City’s infrastructure expansion costs. The boundary was developed by examining existing sewer data and an agreement between Springfield and Willard on future growth to the south and east of Willard. The growth boundary follows existing roads and consists of areas where it should be relatively inexpensive to connect them to Willard’s sewer system during the next 20 years.

## CATEGORIES

The categories designed for Willard’s future land use aim to consolidate similar uses and encourage the development of mixed-use neighborhoods. Another goal is to achieve a strong economic core in the downtown sector of Willard. The new categories are detailed in Table 5.2 below.

Land Use Category	Characteristics and Uses	Purpose	Criteria for Designation
Rural Residential	<p><b>Primary:</b> Large lot or clustered housing</p> <p><b>Secondary:</b> Compatible uses such as neighborhood schools, parks, open space, and agriculture</p>	<ul style="list-style-type: none"> <li>• Provide opportunity for ex-urban lifestyles or low-intensity neighborhoods</li> <li>• Separate and define urban areas</li> </ul>	<ul style="list-style-type: none"> <li>• Low-density housing</li> <li>• May cluster residential units to conserve open areas</li> <li>• Minimizes impact to environmentally sensitive areas</li> <li>• Adequate water and other services are available</li> <li>• Does not require central water and sewer services</li> <li>• Minimal impact on plans for adjacent uses</li> </ul>
Urban Residential	<p><b>Primary:</b> Single and multi-family housing</p> <p><b>Secondary:</b> Compatible uses such as neighborhood schools, community facilities, parks, open space, and limited neighborhood-serving commercial development</p>	<ul style="list-style-type: none"> <li>• Provide areas for a variety of housing types</li> <li>• Create and maintain healthy residential neighborhoods</li> <li>• Ensure high-quality architectural design</li> </ul>	<ul style="list-style-type: none"> <li>• Adequate urban services and transportation facilities</li> <li>• Requires central water and sewer services</li> <li>• Avoid incompatible uses in residential neighborhoods</li> </ul>
Public	<p><b>Primary:</b> Government, quasigovernment, and some non-profit facilities; e.g., schools, colleges, healthcare, government offices, and maintenance facilities</p>	<ul style="list-style-type: none"> <li>• Provide appropriate sites for governmental services</li> </ul>	<ul style="list-style-type: none"> <li>• Should meet criteria for specific uses; e.g., maintenance facilities should meet industrial criteria</li> </ul>

Land Use Category	Characteristics and Uses	Purpose	Criteria for Designation
Commercial	<p><b>Primary:</b> Retail and/or office uses</p> <p><b>Secondary:</b> Compatible uses such as neighborhood schools, healthcare, community facilities, parks, and open space</p>	<ul style="list-style-type: none"> <li>• Serve retail and service needs of surrounding development</li> <li>• Provide employment and contribute to tax base</li> </ul>	<ul style="list-style-type: none"> <li>• Central water and sewer required</li> <li>• Compatible with surrounding development</li> <li>• Adequate transportation access</li> <li>• Adequate services and public infrastructure.</li> </ul>
Industrial	<p><b>Primary:</b> Manufacturing, industry, warehouses, distribution</p> <p><b>Secondary:</b> Supporting retail, outdoor storage, and community facilities</p>	<ul style="list-style-type: none"> <li>• Provide opportunities for a full range of industrial and employment activities</li> <li>• Increase employment and contribute to the tax base</li> </ul>	<ul style="list-style-type: none"> <li>• Central water and sewer required</li> <li>• Adequate transportation access</li> <li>• Access to public infrastructure</li> </ul>
Agricultural	<p><b>Primary:</b> Agricultural production</p> <p><b>Secondary:</b> Open space and other non-urban uses incidental to agriculture</p>	<ul style="list-style-type: none"> <li>• Preserve agricultural areas for long term farming</li> <li>• Prevent urban nuisance complaints</li> <li>• Limit extension of services where they are costly and difficult to provide</li> </ul>	<ul style="list-style-type: none"> <li>• Minimum lot size: 35 acres</li> <li>• Urban Services do not extend and are not planned nor funded</li> <li>• Suitable for agriculture</li> <li>• Contributes to separate and define urban areas</li> </ul>
Parks and Open Space	<p><b>Primary:</b> Public parks, open space, and conservation areas</p>	<ul style="list-style-type: none"> <li>• Provide land for recreation and enjoyment</li> <li>• Provide areas for wildlife</li> <li>• Separate urban communities</li> <li>• Preserve historic character</li> <li>• Protect land from future development</li> </ul>	<ul style="list-style-type: none"> <li>• Development is limited to recreational, maintenance, and other facilities that serve the site</li> <li>• Appropriate for uses such as trails, active or passive parkland, etc.</li> <li>• Exceptional wildlife habitat, views, historic or other distinctive character</li> <li>• May be privately owned parcels designation for conservation through use of easements or other strategies</li> </ul>

Land Use Overlay Category	Characteristics and Uses	Purpose	Criteria for Designation
Downtown Neighborhood	<p><b>Primary:</b> Provide a mix of single and multi-family housing, commercial, office</p> <p><b>Secondary:</b> Compatible uses such as neighborhood schools, community facilities, parks, and open space</p>	<ul style="list-style-type: none"> <li>Accommodate a wide range of housing types combined with a mix of complementary and supporting uses and activities to serve the neighborhood</li> <li>Ensure high-quality architectural and pedestrian-friendly design</li> </ul>	<ul style="list-style-type: none"> <li>Compatible with surrounding development</li> <li>Avoid uses that are incompatible with residential uses</li> <li>Central water and sewer required</li> <li>Adequate transport access</li> <li>Adequate services and public infrastructure</li> </ul>
Highway 160 Parkway Corridor	<p><b>Primary:</b> All uses and characteristics of the underlying zoning district provided that the aesthetic provisions of the overlay are met</p>	<ul style="list-style-type: none"> <li>Enhance and preserve the visual image of the City of Willard as viewed from Highway 160</li> </ul>	<ul style="list-style-type: none"> <li>Regulations relating to billboards (i.e. separation distances, design, etc.)</li> <li>Any structures must conform to minimum architectural standards specified in the zoning code</li> </ul>
Floodplain	<p><b>Primary:</b> Public parks, open space, and conservation areas</p>	<ul style="list-style-type: none"> <li>Mitigate environmental impacts and losses of property and life</li> </ul>	<ul style="list-style-type: none"> <li>Boundaries of the 100 Year Floodplain as mapped by FEMA</li> </ul>

Table 5.2: Future Land Use Designations. Source: SMCOG.

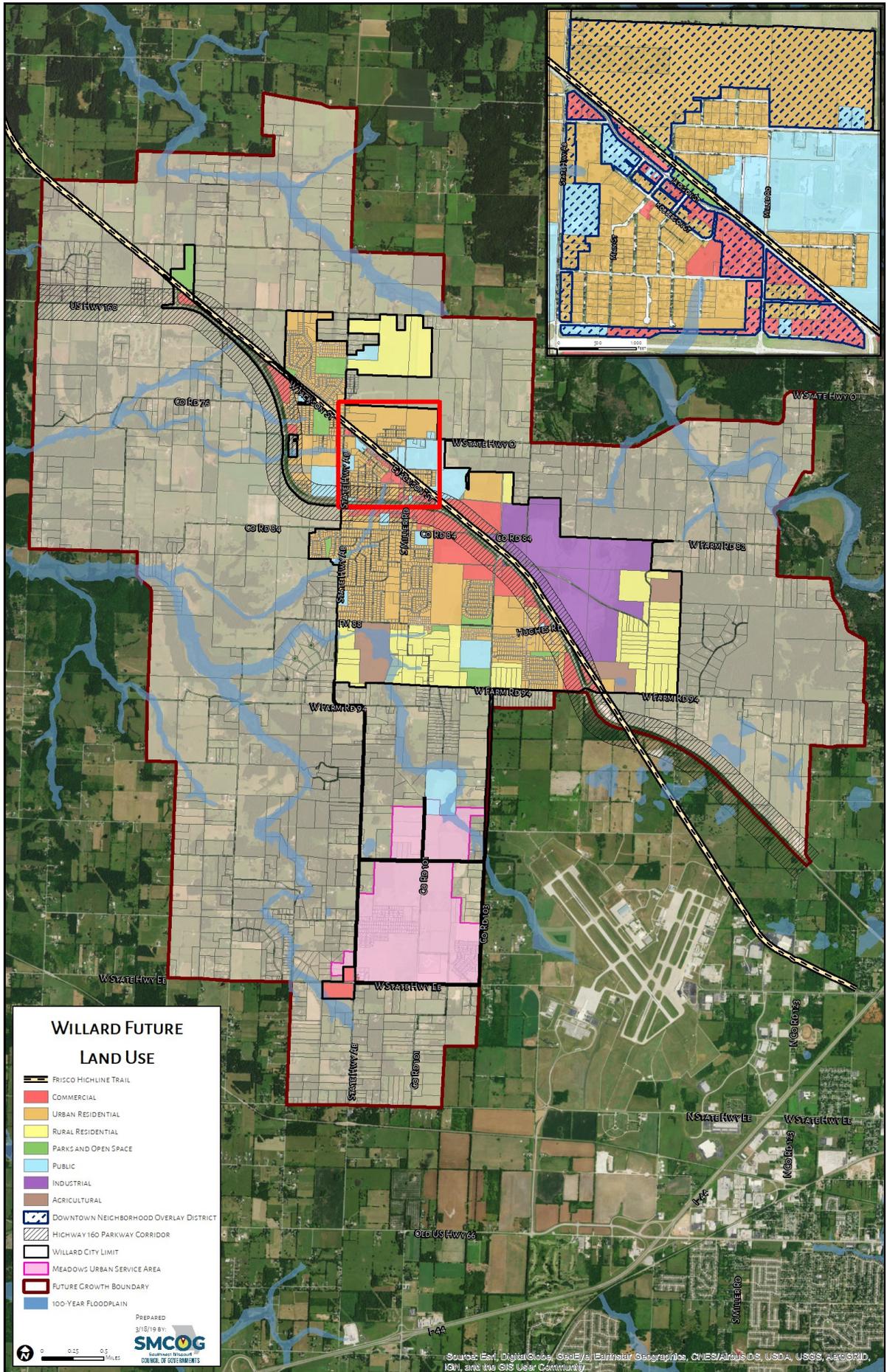


Figure 5.5: Future Land Use Map. Source: City of Willard.

## GOAL 1: UTILIZE LAND MORE EFFICIENTLY WITHIN WILLARD

Over 10% of Willard’s land is currently vacant, and many of these parcels are located along major roads or in the City’s core. Infill on these lots should take precedence over expansion of City boundaries. Vacant lots along arterial roadways should be reserved for retail establishments, as these locations are vital to the success of small or local businesses. To further encourage commercial development, the City should offer reduced building and water connection fees to businesses looking to develop vacant lots. Vacant lots on the outskirts of the city should be marketed toward housing developers and manufacturing companies, provided the proposed uses do not conflict with future land uses designated in this Plan.

Another method to encourage efficient land utilization is to allow smaller lot sizes for single-family developments. The current minimum lot size is 15,000 ft<sup>2</sup> for a single-family parcel. City staff should first examine areas within city limits that could support clustered developments in terms of city services and natural features. Areas with limited access to sewer facilities, or that are prone to sinkholes or flooding, should be identified and avoided. City staff should also research case studies in clustered housing developments that provide information on applicable zoning codes.

Concentrating development within the downtown overlay is crucial to the future of the City’s downtown area. This overlay shares a focus of the Highway 160 Corridor Overlay on safety, general welfare, and preserving/bolstering property values. Significant development potential also exists in the pocket between Willard High School, the Conco Quarry, and Highway 160. With its frontage along a major corridor, access to the Frisco Highline, and proximity to a major industrial employer, this largely undeveloped plot of land represents significant opportunities to support a mix of uses, including educational, healthcare, commercial, light manufacturing, and residential uses. It will be important for this area to be developed in a coordinated fashion to minimize conflicts between uses and capitalize on the unique assets its location provides.

### OBJECTIVES

- 1.1 Encourage infill of vacant lots
- 1.2 Modify zoning code to allow smaller lot sizes for single-family residential



Figure 5.6: Example Infill Development. Source: Monash University, “Infill Opportunities”.

## GOAL 2: SUSTAINABLY EXPAND CITY LIMITS TO ACCOMMODATE FUTURE GROWTH

Once an acceptable amount of vacant land has been developed within the city, the sustainable expansion of Willard's boundaries should take place. Incentives for development of vacant land should be considered and implemented as appropriate, including a streamlined review process and reduced fees for proposed development of land already serviced by the City. Properties that are contiguous to Willard city limits should be annexed prior to allowing connection of the property to City services. If a property is not currently contiguous, owners could be allowed to connect on the

### OBJECTIVES

- 2.1 Explore incentives to offer landowners and developers of vacant parcels for development.
- 2.2 Direct development to areas that already have available services.
- 2.3 Encourage annexation of unincorporated pockets and areas utilizing City services.

provision that they give irrevocable consent to annexation when the property becomes contiguous to city limits. This will increase services to residents while ensuring that funding for expanded services will support this growth.

High-impact development such as industrial uses and high-density housing should be directed to areas that already have available services. Industrial and manufacturing establishments should be concentrated in the southeastern corner of Willard, where conflicting uses are minimized, and services currently exist. Identified areas should be examined by an external consultant to evaluate site readiness in the case of intense development.

Pockets of unincorporated land can be found throughout Willard, particularly along the northern and western limits of the city. A plan should be developed for annexation of these pockets, with a focus on areas of land that are adjacent to current city limits on two or more sides. City officials

should also work with the community to create a plan specifically for annexation of the Meadows subdivision. This will help to create a more continuous city boundary while also increasing the City's funding source for services already provided to these areas.



Figure 5.7: Example Sustainable City Expansion—Perth West. Source: Invest in Perth.

## GOAL 3: MANAGE THE ENVIRONMENTAL IMPACT OF WILLARD'S GROWTH

As Willard grows, efforts should be made to manage or reduce detrimental environmental effects. Zoning districts should be developed to preserve identified environmentally sensitive lands such as floodplains and sinkhole-prone areas. Development in floodplains should be limited to permanent open space or recreational uses and structures that adhere to National Flood Insurance Program (NFIP) construction standards.

Since expanded limits will increase Willard's energy consumption and waste production, programs for recycling and green energy should be promoted. Knowledge is critical to the success of these programs; therefore, providing opportunities for citizen education on recycling and green energy, either through distributed materials or public workshops, is a key priority for this objective. Collaboration between City staff and local organizations will help to increase efforts in recycling and alternative energy production. The Ozark Headwaters Recycling and Materials Management District offers assistance through grants and educational opportunities. The City of Willard should connect with this organization to discuss improvements to Willard's current recycling facilities and practices.

As the depletion of the Ozark aquifer continues and as the cone of depression around the City of Springfield continues to expand, it is increasingly important to make water conservation a high priority. As with recycling and green energy production, the education of Willard's citizens and customers is the most effective way to conserve the City's water. Willard should develop educational materials on methods of water conservation in homes and businesses and encourage the use of low-impact construction materials like permeable pavement. The use of these materials can also affect the volume of rainwater runoff and can help mitigate flooding. The City should also connect with external consultants regarding long-term water supply and creating a stormwater master plan for the downtown area. The Southwest Missouri Regional Water organization should be contacted to discuss issues in long-term water supply. The City should also consider working closely with the Tri-State Water Resource Coalition to identify and implement water conservation techniques.

### OBJECTIVES

- 3.1 Develop conservation techniques and zoning districts to preserve environmentally-sensitive areas.
- 3.2 Promote recycling programs and green energy alternatives for landowners.
- 3.3 Consider the need to preserve and protect water quality to support the water table.



Figure 5.8: Pond at Jackson Street Park. Source: City of Willard, Parks Department.

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# ECONOMIC DEVELOPMENT

# OVERVIEW

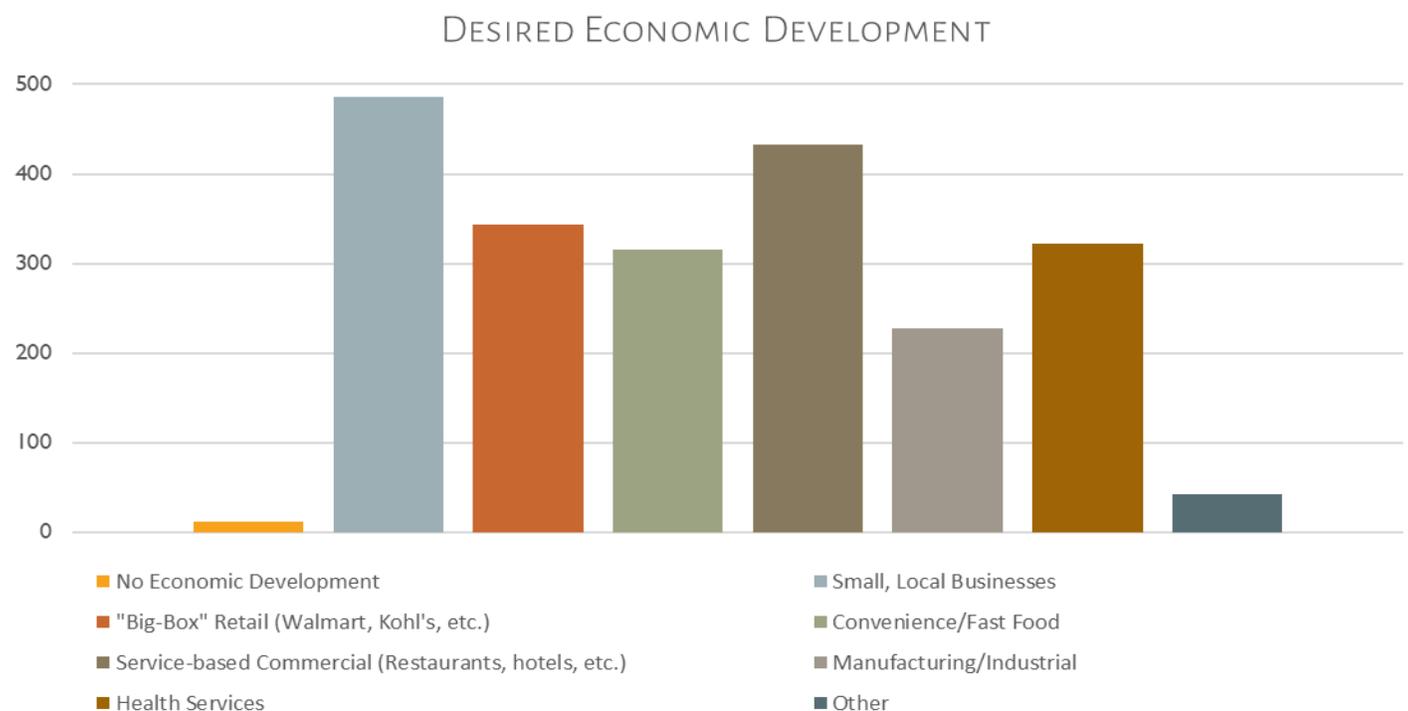
Economic development is crucial to any community. It supports the vitality, growth, and success of a city, while also creating a sense of pride and community among residents. Residents value having retail and service options available nearby, rather than having to travel to surrounding communities. The mindset of shopping locally is strong among Willard citizens, which helps to create a very supportive environment for prospective business owners. The City of Willard currently has a Chamber of Commerce that promotes and supports businesses; however, only about one-fourth of businesses in the Willard area are members.

## CURRENT ECONOMIC DEVELOPMENT

Willard can be classified as a “bedroom community,” where most residents commute outside of city limits for work. However, Willard has over 138 companies located within its boundaries, and a desire for more commercial development is strong among citizens. In the community survey, the top three topics discussed in the open comment section dealt with economic development issues. These issues included: increased business diversification, support for locally-owned businesses, and more consumer options; for example, another grocery store or restaurant.

According to 2017 5-year estimates from the American Community Survey, the top employment sector for Willard residents is education and healthcare. This is followed by manufacturing, retail, construction, and arts and entertainment (see Figure 6.1). Due in part to Willard’s renowned education system, the City has ambitions for a stronger economic core to support future families moving into the area. The Missouri Small Business and Technology Development Centers (2015) estimates that the 10 miles of land surrounding Willard host around 88,000 people and is projected to increase to approximately 92,000 by 2020. With this increase in population, it is important for Willard to encourage economic development within the city. Respondents to the community survey indicated that business development in the downtown should be a top priority.

Current initiatives by the City to promote economic development in the downtown area include investment in public art, namely a mural of sunflowers for which the city is known on the side of a building. There has also been significant investment from Ozark Greenways on developing the trailhead of the Frisco Highline.



**Figure 6.1: Desired Economic Development.** Source: 2019 City of Willard Survey.

## GOAL 1: ENCOURAGE GROWTH OF CURRENT AND FUTURE BUSINESS

Strengthening Willard’s economy is one of the top priorities of both residents and city officials. Support of established local businesses and the development of new, locally-owned businesses throughout the city will result in a stronger economic base. In order to attract business, state programs that offer tax credits and abatements should be considered for implementation. Such incentives should be awarded to businesses looking to develop within city limits, especially in areas deemed “blighted,” and should give priority to local entrepreneurs rather than national or multi-

national chains. Methods such as tax increment financing (TIF) or enhanced enterprise zone programs may lessen the investment burden on the City for promoting business development incentives. It’s also important to note that there are several non-financial incentives for development, such as reduced parking minimums, reduced setbacks, increased lot coverage maximums, and others. The options should be balanced against the potential benefits the development would bring to the community.

Willard should also create a regularly-managed community webpage and social media account. Survey results indicated a desire for a social media presence and increased public engagement. These platforms could also disseminate information about existing and potential business ventures. Current economic development initiatives of the City, including the installation of public art downtown and the annual sunflower festival should involve a collaboration between the City of Willard and the Willard

Chamber of Commerce to promote small businesses and to create activities and initiatives that will create a stronger connection between business owners and citizens. Web-based initiatives such as highlighting a “Local Business of the Week” or “Small Business Saturday” festivals could help in achieving this objective.

### OBJECTIVES

- 1.1 Consider implementing tax credit and tax abatement programs.
- 1.2 Develop a webpage and active social media strategy to market the community.
- 1.3 Encourage collaboration between the City and Chamber of Commerce to promote activities and initiatives.

## GOAL 2: CREATE A STRONG ECONOMIC CORE IN DOWNTOWN WILLARD

The downtown area is often the most memorable part of a city, and the creation of a distinct and vibrant downtown is essential to economic success. The district’s proximity to the Frisco Highline Trail and major thoroughfares provides the

potential for a truly unique and memorable experience. However, revitalization of the downtown needs to occur to encourage businesses to locate in this area. Citizen input called for improvements to streetscapes and façades. A closer partnership with Ozark Greenways to capitalize on the relationship between the Frisco Highline Trail and Willard’s downtown should also be sought.

While competition among businesses is important, an environment of mutually supportive entrepreneurship is equally so. Creating a strong economy depends on the success of many of the businesses in the city, and the downtown district would be an ideal location to establish a partnership among business owners. This partnership would also lead to a

strong sense of community and attraction of future development. The creation of a discount program among downtown businesses, such as a punch card, or the support of community events with local business-owner involvement would have a significant impact with little to no City expenditures.

### OBJECTIVES

- 2.1 Develop financial tools to facilitate façade and streetscape improvements.
- 2.2 Create a mutually-supportive environment among businesses.

## GOAL 3: CREATE A SIMPLE, RECOGNIZABLE BRAND THAT ENCAPSULATES THE SPIRIT OF WILLARD

Branding is a helpful method for capitalizing on a community's unique features. It involves the creation of a recognizable and unique visual that encapsulates the spirit of the city. Brands can be displayed in a wide array of settings; from street signs to a city's official seal. Given Willard's close proximity to other jurisdictions, the installation of a well-designed, branded welcome sign at city limits along major roads is desirable. This will help to create an inviting atmosphere as soon as a visitor enters the city. Potential locations should be identified, and Willard officials should meet with landowners to negotiate the placement of the sign. Once locations have been determined, the design should focus on low-cost alternatives like the ability to hang banners or other means of conveying messages. Another low-cost solution is to utilize local talent found in the Willard schools' art departments, via student or community-wide contests.

A marketing strategy should be developed by city officials as well, which would include a concise brand that is based on the city's unique characteristics. Identified qualities of Willard have included the proximity of the Frisco Highline Trail to the city's downtown area, and the tremendous quality of Willard's schools. The school district's "Flying W" logo has already become highly recognizable throughout surrounding communities and should be considered for adoption by the City of Willard. Options offered by the Springfield Regional Economic Partnership and community residents should be explored as well.

### OBJECTIVES

- 3.1 Erect a welcome sign at key entry points with messaging capabilities.
- 3.2 Develop a revitalized marketing strategy based on the City's unique assets.



Figure 6.2: Low-Cost Welcome Sign. Source: City of Olympia.

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# COMMUNITY SERVICES AND INFRASTRUCTURE

# EXISTING SERVICES

Community facilities and infrastructure are vital for a city to function and flourish. They provide necessary services such as schools, police, fire, libraries, and recreation. In the City of Willard, public facilities and services are a major community strength. The utilities infrastructure in the City is currently sufficient for the community's present uses, as none of the utilities are operating at full capacity. The City of Willard has done a great job building up the social infrastructure of its services to ensure a high quality of life for its citizens. As the community sees growth in the future, however, the city's services and utilities will need to expand to meet demand.

## SCHOOLS

The City of Willard takes pride in its innovative school system. The Willard school district is comprised of Willard South Elementary, Willard Orchard Elementary, Willard North Elementary, Willard East Elementary, Willard Central Elementary, Willard Intermediate School, Willard Middle School, and Willard High School. In September 2017, a program called Dreaming for the District began to produce a strategic plan to better the lives of Willard's students.

Residents of Willard take great pride in the accomplishments of their students and athletic events are frequently attended by many Willard families. The Willard School District has an outstanding reputation for academics as well, and was recognized at the state level for its students' above-standard test scores in 2016. Willard also offers opportunities for special education students that many other school districts do not offer.

## POLICE

Innovative police strategies and critical problem solving allows the Willard Police Department to keep the community safe and secure. Using "community-oriented policing", the Willard Police Department works to have a quick response time for emergency calls and to take a proactive approach to crime. The force includes the Uniformed Patrol Division, comprised of ten full time Police Officers, two Civilian Employees, six Reserve Police Officers and two School Resource Officers., as well as two Certified Investigators. The Willard Police Department are also involved in the Drug Abuse Resistance Education (D.A.R.E.) Program and the Police Athletic League (P.A.L.). These two programs have seen incredible success in helping to train young adults in self-defense and survival skills, while also further improving community perception of the police.

## FIRE AND RESCUE

Originally founded in 1954 and consisting of only four volunteers, the Willard Fire Protection District has spent many years serving the community. The department now has thirty-five firefighters, meaning that the Fire & Rescue responds to fires, medical emergencies, and rescue calls across a seventy-two-mile span. The district also completed construction of a new multi-million dollar facility in 2015 to handle the 1,400+ calls they receive each year.

### COMMUNITY SERVICES SATISFACTION

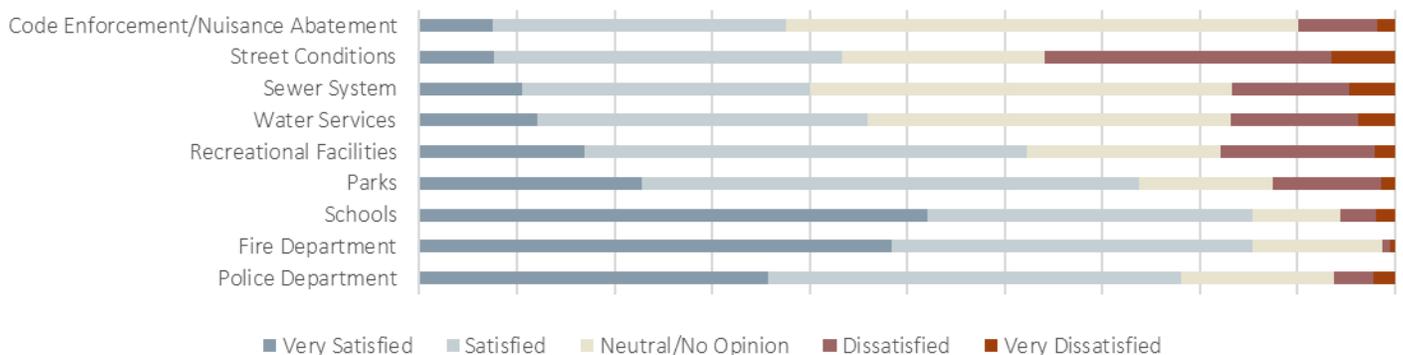


Figure 7.1: Community Services Satisfaction. Source: 2019 City of Willard Survey.

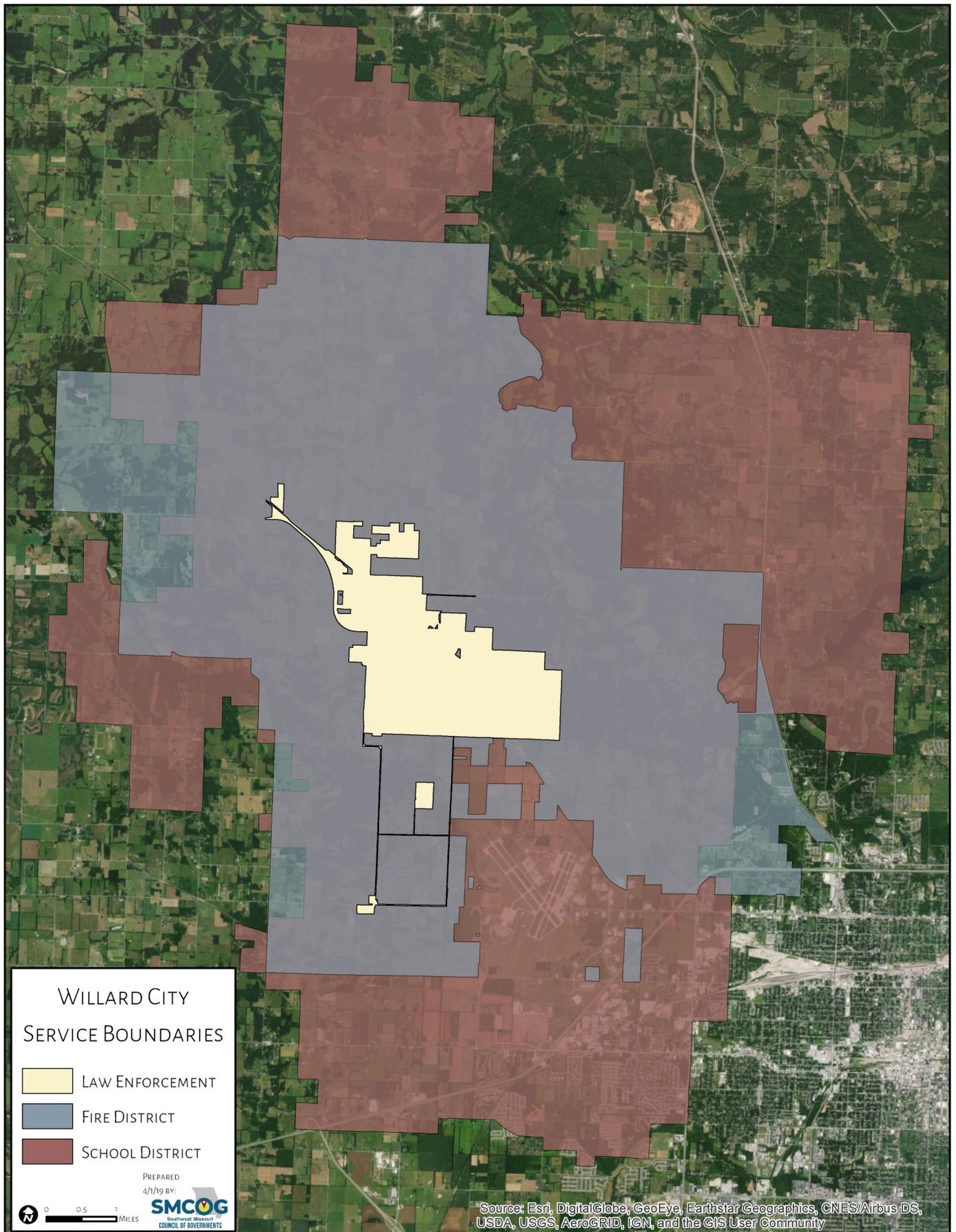


Figure 7.2: Community Services Boundaries. Source: SMCOG.

# EXISTING INFRASTRUCTURE

## WATER

The City of Willard operates a public water system in its Public Works Department. Water is sourced from four ground water wells before being pumped into three water towers, providing pressurization and 850,000 gallons of storage. The city maintains roughly seventy-two and a half miles of water lines and over three thousand water meters.

### *IN-CITY RATES*

Residential water rates are significantly lower at \$13.23 for the first 1,000 gallons plus \$2.48/1,000 gallons thereafter within city limits, compared to City of Springfield's rates of \$16.90 per month plus a commodity charge of \$2.63/748 gallons used (charged at tiered levels of usage, with additional costs during summer months).

### *RURAL RATES*

For residential properties outside of city limits, water rates are \$14.40 for the first 1,000 gallons plus \$2.70/1,000 gallons thereafter. The City of Springfield charges its base rates, plus a 10% service charge for all properties serviced outside the city limits of Springfield.

## SEWER

The City of Willard's Public Works Department maintains a storm water drainage system and the local infrastructure for piping wastewater out of the community. The city outsources wastewater treatment to the City of Springfield due to ecological and financial reasons. While this relationship limits the City's ability to directly control sewer rates, it is in alignment with the Missouri Department of Natural Resources' (MoDNR) vision for regionalized wastewater systems. Due to the significant costs of constructing, operating, and maintaining wastewater infrastructure it will be important for the City to begin planning now for future needs in twenty years. Maintaining a regionalized system in accordance with MoDNR's vision will require increased collaboration between the City of Willard and City of Springfield, which would be greatly aided through facilitation by MoDNR to achieve their goals.

## ELECTRICITY

The City of Willard does not operate electrical utilities. Most residents receive electricity from Liberty Utilities – Empire District, Ozark Electric, and the City of Springfield.

## WASTE DISPOSAL AND RECYCLING

The City of Willard provides limited recycling services in conjunction with Republic Services, allowing tin cans, plastics, paper products, and cardboard to be dropped off at the recycling center at 613 Tower Road. The City of Willard does not operate electrical or waste disposal utilities. Waste disposal services are provided by Republic Services, WCA Waste Corporation, and Patriot Disposal.

# CITIZEN ENGAGEMENT

The City of Willard currently engages citizens in governmental affairs via its website, a local newsletter, and local notifications for hearings as required by law. Despite this, several citizens indicated in the community survey that a need for greater citizen engagement is warranted. Elected officials and local leaders provide strong outreach opportunities through their social networks and via social media, but the City does not have an official strategy for public engagement.

## GOAL 1: INCREASE CITIZEN ENGAGEMENT WITH THE COMMUNITY AND LOCAL GOVERNMENTS

The City of Willard seeks to improve its ability to share information with community members, community groups, and local governments by overhauling its communication practices. The City should update and re-organize its web presence to better disseminate information to the community via city-run social media pages and its website. During this period of restructuring, the City staff will simultaneously modernize the appearance of the website, in a similar manner to what Willard's Fire & Rescue department has done with their website ([www.willardfire.com](http://www.willardfire.com)), to further improve the impression of City government on the minds of current and future residents.

### OBJECTIVES

- 1.1 Improve information-sharing with the community.
- 1.2 Coordinate with existing community groups.

The City's "New Resident" packet contains valuable information for newcomers and long-time residents alike. This packet should be expanded upon and promoted as an aspect of this restructuring. To further engage the citizens in governance, the City plans to increase its coordination with community groups and local organizations. The City will strive to expand upon its information-sharing efforts with the Willard Chamber of Commerce to further the economic development of the

community. The year 2021 will see the centennial anniversary of the creation of the Willard Public School District and the bicentennial anniversary of the founding of the State of Missouri. The City should capitalize on this historically significant year to increase civic pride by taking part in the organization of a community event or celebration in collaboration with the school district and other community organizations and businesses.

The City should consider partnering with the school district to formulate a local history unit that could be taught in the high school. This would build upon the strong sentiments of local pride and support for the school district, while also proving to help retain younger citizens. This would likely require a joint task force between local historians, school district staff, and the Missouri Department of Elementary and Secondary Education. Lastly, city staff will strive to reach out to existing and developing community organizations, non-profit corporations, and local governments to cross-promote activities and distribute information to the Willard community. The following is an inclusive, but not an exhaustive list of community groups and organizations that could prove to be great partners for collaboration.

### COLLABORATIVE ORGANIZATIONS

- Ozark Greenways
- Willard Alumni Group
- Willard Chamber of Commerce
- Frisco Highline Historic Group
- Local Lions Club
- Local Masonic Lodge
- Greene County



Figure 7.3: Governor’s Blue Ribbon Award Ceremony.

Source: Willard School District.

## GOAL 2: INCREASE RESILIENCY AND INDEPENDENCE OF UTILITIES TO SUPPORT THE CITY'S AUTONOMY

Over the course of the next 20 years, the sewer force main that connects Willard to Springfield will reach its end of life and the capacity of the force main will most likely be fully utilized. As the utilization of that main approaches capacity, the City must understand, document, and communicate the cost and benefits associated with either an upgrade and replacement of the force main or the creation of a new wastewater treatment asset. With the changes in technology and costs related to waste treatment systems, as well as the lack of a guaranteed ability to expand capacity to accommodate growing city limits, it is prudent for Willard to research and create a back up solution to the current regional approach.

In addition, to sewer management decisions, Willard and other cities surrounding the City of Springfield will need to develop a solution to current projected gaps in water available from the Ozark Aquifer. The solutions could range from buying water from the City of Springfield, sourcing Willard's water from Stockton Lake, or sourcing water from wells further west of the city to avoid the cone of depression in the aquifer being created by various municipal wells.

Willard survey results point to strong community interest in remaining autonomous while also being financially and environmentally responsible. Regardless of the approach taken to manage water and sewer resources, Willard must create capital to pay down city debt. Options include cutting costs, raising rates, selling underutilized resources, or passing local taxes; funding options are outlined in depth in Chapter 8. Alternatively, the City should consider collaborating with the Missouri Department of Natural Resources to restructure the current agreement between the Cities of Willard and Springfield, in alignment with department goals of regionalization of wastewater systems. The City also seeks to reduce the overhead costs of the debt the city has incurred and pursue financial restructuring to allocate additional funds to this project.

### OBJECTIVES

- 2.1 Explore options for sewer service and new water sources to accommodate future growth.
- 2.2 Grow tax base or explore financing mechanisms to offset costs to the City.
- 2.3 Reduce city debt to a healthy level and pursue financial restructuring.

## GOAL 3: CONTINUE TO SUPPORT THE SCHOOL DISTRICT AND FIRE AND POLICE DEPARTMENTS TO MAINTAIN CITIZEN SATISFACTION

Willard should aim to maintain the current level of citizen satisfaction with City facilities. The City also wishes to increase the availability of information about city services to the community. This can be accomplished by increasing the availability and quality of signage for city services, incorporating educational material into utility bills and other notifications. To this end, the City will need to allocate funds to ensure the upkeep of governmental buildings, pay staff, and expand operations as needed. Service districts, as well as the City, will need to engage in long-range financially-sustainable facility and operations planning to ensure that the needs of the expanding community are met while minimizing cost. The financial planning of city operations will be supplemented, in part, by grant funding; administrators will need to maintain a constant, diligent search for funding opportunities. Significant opportunities also exist to capitalize on the City's and School District's partnership including shared branding, signage, and wayfinding throughout the community. The District should also explore street beautification opportunities, including light-post banners or themed street signs around campuses.

### OBJECTIVES

- 3.1 Support growth of the districts' tax bases and identify funding opportunities.
- 3.2 Continue to improve perception of and signage for services and facilities.

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# FUNDING THE FUTURE

# OVERVIEW

This Plan provides actionable steps for the City to build upon current successes and struggles; while some of these actions are low- or no-cost options for the City, increased public and private investment is essential to a successful future. The City of Willard is not unique in its struggle to stretch a budget to meet the necessities and desires of its community. Municipalities across the country are facing heightened funding challenges as cost-sharing at the state and federal levels decline.

Willard residents deserve, expect, and usually receive a high level of service as demonstrated by the satisfaction questions of the community survey. In order to maintain current funding levels and continue to improve services, such as street conditions, access to parkland, and water/sewer service, the City will need to review and restructure its municipal revenue options. Since even the most efficiently-run organization cannot cut costs enough to sustain a high level of services, identifying new or improved revenue sources may be the only option. Without additional revenue, the City’s financial solvency will require a decrease in levels of service currently enjoyed by residents.

## THE GENERAL FUND

The City’s General Fund is the largest and most flexible fund. Sales and property tax revenues dedicated to general city operations fund this account. Currently, 46 percent of the General Fund is expended for “Streets” and 29 percent is expended for “Law and Public Safety”, for a combined total of 73 percent of the General Fund. These would be the areas that may face cuts if the City is not able to generate new revenues.

## REVENUE SOURCES

### PROPERTY TAX

The City of Willard currently levies a property tax rate of .5113 per \$100 of assessed value. This equated to \$242,500 distributed 75% to the General Fund and 25% to the Park Fund for fiscal year 2018.

Willard residents pay property taxes to several taxing entities, including the State of Missouri, Greene County General Revenue, Greene County Roads, Greene County Developmental Disability Programs, Greene County Senior Citizens’ Services, Springfield-Greene County Library District, OTC College, City of Willard, Willard School District, and Willard Fire District. The City of Willard receives only 8 percent of annual property taxes paid by a resident of Willard on a house assessed at \$150,000, as displayed by Figure 8.1.

### SALES AND USE TAX

The Sales and Use tax is a significant revenue source for the City of Willard. In fiscal year 2018, the sales and use tax amounted to \$550,000, or 38.3% of the City’s total General Fund revenues. A breakdown of the sales tax rate is provided in Table 8.1. Sales taxes are a flexible funding option as voters can pass a dedicated tax for a specific length of time. However, they also present budgeting

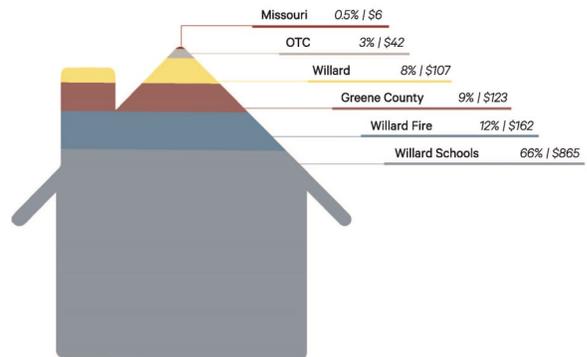


Figure 8.1: Property Tax Distribution. Source: Greene County Assessor, SMOG.

Willard Sales Tax Rates	
General Revenue Sales Tax/Use Tax	1.00%
Capital Improvement Tax (General)	0.50%
Capital Improvement Tax (Parks)	0.50%
<b>SUBTOTAL CITY OF WILLARD</b>	<b>2.00%</b>
Greene County, Missouri (includes Springfield-Greene County Park Sales Tax I and II, of which Willard receives 1.92%)	1.75%
State of Missouri	4.225%
<b>TOTAL</b>	<b>7.975%</b>

Table 8.1: Sales Tax Breakdown. Source: City of Willard.

challenges as a dedicated source of revenue, as it is tied to consumer spending and can be difficult to forecast.

### **FRANCHISE FEES**

The City of Willard is also unique in that a portion of its income is generated from franchise fees. While this is an innovative source of funding that prevents all the costs of municipal services from being passed on to residents, this revenue source is subject to significant fluctuations based on market conditions and technological advancement. As some services become obsolete, the City can expect to see a decline in this revenue source unless it identifies new services that are statutorily subject to franchise fees.

## EXPENDITURES

As is typical for municipalities, the Law and Public Safety budget and the Streets budget contribute significantly to the City's budgeted expenditures, comprising nearly 4/5 of the general fund's budget. While these costs are typical for communities, it is important for the City to ensure that services are provided in a fiscally-sustainable manner for long-term growth. According to the financial forecasting model last updated by the City in late 2018, the City may experience a budget shortfall beginning in 2025. While the 15-year financial model is built to be conservative, it is respectful of growth trends of about ½ of 1% of growth per year. Significant recessions or significant growth expansions will influence the actual year in which a budget shortfall could occur. At this time, the budget shortfalls are projected to exist between 2025 and 2032.

## POTENTIAL REVENUE SOURCES

While many of the objectives and strategies identified in this Plan provide low- or no-cost options for implementation, the City of Willard may need to look at additional funding options in order to provide new or improved services requested by citizens. Additionally, many of the strategies can be funded through existing revenue sources but would need to be budgeted and planned for ahead of time. Residents' requests to expand the bicycle network, improve downtown infrastructure and aesthetics, and connect neighborhoods to parkland all likely require additional revenue to be possible. Several additional revenue options exist for the City of Willard, many of which require a vote of residents to implement – which will likely require staff time dedicated to education of residents.

Potential Sales Taxes		
State statute allows municipalities to collect several types of sales taxes. Willard has not implemented many of those available but may review options for implementing additional taxes, if necessary.		Willard Sales Tax Status
General Revenue Sales Tax	May be imposed at a rate of .50, .875, or 1 cent.	Willard currently enacts a 1 cent general revenue tax.
Capital Improvements Sales Tax	May be imposed at a rate of .125, .25, .375, or .50 of a cent. Funds generated can be used for operation or maintenance of a capital improvement and/or the repayment of bonds that financed a capital improvement project.	Willard currently enacts two capital improvement taxes, at 0.50 cents each.
Economic Development Sales Tax	May be imposed up to .50 of a cent. Funds generated can be used for acquiring land or installing and improving infrastructure and public facilities that relate to a long-term economic development project.	Willard has not enacted an economic development sales tax.
Transportation Sales Tax	May be imposed up to .50 of a cent. Funds can be used solely for transportation purposes, typically managed as a separate city fund.	Willard has not enacted a transportation sales tax.
Stormwater/Parks Sales Tax	May be imposed up to .50 of a cent. Funds may be used for stormwater control and/or parks.	Willard has not enacted a stormwater/parks sales tax.
Local Use Tax	Imposed at the same rate as the combined local sales tax rate. A local use tax is applied in lieu of the local sales tax on transactions that individuals and businesses conduct with out-of-state vendors, including internet, catalog, and direct market sales.	Willard currently enacts a 1 cent use tax.

**Table 8.2: Potential Sales Taxes.** Source: SMCOG.

Potential Property Taxes		
The State Constitution and statutes set limits on permitted property tax rates. The tax rates are based on revenues permitted for the prior year and allowed growth based on the calculated rate of inflation and value of new development.		Willard Property Tax Status
General Operating Levy	May be imposed up to \$1.00 per \$100 of assessed value. Funds are relatively flexible; Unlike bond issues, which can only be used for capital projects, operating levies can be used to support the city in a variety of ways.	Willard currently levies a property tax rate of .5113 per \$100 of assessed value.
Parks/Recreation Levy	May be imposed up to \$0.20 per \$100 of assessed value. Funds can be used for parks and recreation purposes.	Willard currently levies a property tax rate of .5113 per \$100 of assessed value.
Health/Solid Waste/Museums Levy	May be imposed up to \$0.20 per \$100 of assessed value. Funds can be used hospitals, public health, solid waste, and museum purposes.	Willard does not currently enact this levy.

**Table 8.3: Potential Property Taxes.** Source: SMCOG.

Other Revenue Sources/Incentives	
Business License	The fee can be based on a percentage of gross receipts, number of employees, square footage of a business or a flat rate depending on the type of business.
Liquor License	Municipalities may charge up to one and one-half times the rate charged by the state to license liquor providers. A municipality can increase the rate and gain more income without increasing administrative costs.
Municipal Utility Gross Receipts Taxes	Most Missouri municipalities levy a utility tax based on gross receipts but a few levy the tax by a flat fee arrangement. Five percent is the most common rate, but many municipalities levy a higher tax. In addition, city-owned utilities often contribute either a percentage of gross receipts or a transfer from the utility fund to the general fund in lieu of taxes.
Special Assessments	Many types of special assessments are levied by boards, districts, and municipalities. Some special assessments are levied for construction or improvement projects administered by the boards, districts, or municipality and these assessments may be for a certain number of years.
Special Business Districts	A Special Business District (SBD) is a separate political subdivision of the state that may impose additional property taxes and business license taxes to fund certain public improvements and services within the district.
Community Improvement District	A Community Improvement District (CID) is a local special taxing district that collects revenue within designated boundaries to pay for special public facilities, improvements or services. CIDs are created by ordinance of the local governing body of a municipality upon presentation of a petition signed by owners of real property within the proposed district's boundaries. A CID is a separate political subdivision with the power to govern itself and impose and collect special assessments, additional property and sales taxes.
Neighborhood Improvement District	A Neighborhood Improvement District (NID) is a special taxing district that collects revenue within designated boundaries to help pay for public infrastructure, facilities or other improvements that confer a benefit on property within the district. NIDs are created by election or petition of owners of real property within the proposed district's boundaries and typically generate funding for projects through the sale of municipal revenue bonds backed by the district's special property assessments which may be extended beyond retirement of the bonds to pay for maintenance and upkeep.
Utility Tax	A utility tax is a tax on public service businesses, including businesses that engage in transportation, communications, and the supply of energy, natural gas, and water. The tax may exist in lieu of a business and occupation.
Impact Fees	Impact fees are payments required of new development for the purpose of providing new or expanded public capital facilities required to serve that development. The fees typically require cash payments in advance of the completion of development, are based on a methodology and calculation derived from the cost of the facility and the nature and size of the development, and are used to finance improvements offsite of, but to the benefit of the development.
Franchise Fees	A municipality can impose a fee on utility companies that use the public rights-of-way to deliver service. The City can determine the amount, structure and use of collected franchise fees. Generally, they are structured in two ways: a flat rate per utility account or a percentage of consumption used by each utility account.
Transportation Development Districts	Missouri statutes authorize a city to create transportation development districts (TDDs) encompassing all or a portion of a city. The purpose of TDD is to promote, design, construct, improve, or maintain one or more transportation projects. Funding TDDs is accomplished through an add-on sales or property tax and/or real property special assessments.
Tax Increment Financing	Tax Increment Financing (TIF) is available to municipalities to encourage redevelopment of blighted areas. TIF is a local development initiative with oversight and audit responsibility shared by the local TIF Commission and the local governmental body. To establish a TIF, the municipal governing body adopts a Redevelopment Plan, approved by the locally appointed TIF Commission. The Plan requests TIF to help fund construction of certain public use facilities within the designated Project Area and is accompanied by fiscal evidence that the development could not proceed without TIF supplemental funding. TIF relies on the assumption property values and/or local sales tax should increase after the development is operational and a portion of the additional tax over the Base Year taxes generated are allocated to pay for TIF-eligible projects in the development.
(Increased) Fees: user and/or service	A user or service fee is a sum of money paid as a necessary condition to gain access to a particular service or facility. This could include fees for use of recreational facilities, fees paid for permits such as building or stormwater, plat and site plan fees, water/sewer tap fees, etc.

**Table 8.4: Other Revenue Sources/Incentives.** Source: SMCOG.

Grants & Loans	
Smart Growth Action Grant	The National Association of Realtors offers a Smart Growth Action Grant that supports a range of land-use and transportation-related activities.
Placemaking Micro-grant	The National Association of Realtors a Placemaking Micro-grant, with the goal to transform underused or unused public spaces into vibrant gathering places accessible to everyone in a community.
Transportation Alternative Program	The transportation alternatives program provides funding for a variety of smaller-scale transportation projects such as pedestrian and bicycle facilities, recreational trails, and safe routes to school projects.
Clean Water State Revolving Fund (CWSRF)	This program is a federal-state partnership that provides communities a permanent, independent source of low-cost financing for a wide range of water quality infrastructure projects.
Missouri Water and Wastewater Review Committee	This program is a partnership between the Missouri Department of Economic Development, Missouri Department of Natural Resources, and USDA-Rural Development to build financing packages for water and wastewater system improvements.

**Table 8.5: Grants and Loans.** Source: SMCOG.

While these funding sources are not inclusive of all revenue opportunities available to the City of Willard, they represent the variety of funding mechanisms that are available to municipalities in the state of Missouri. The City of Willard should remain involved with the Missouri Municipal League, Southwest Missouri Council of Governments, and other organizations to stay abreast of current trends in municipal finance.

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# IMPLEMENTATION MATRIX

# IMPLEMENTATION MATRIX GUIDE

## ORGANIZATION OF THE MATRIX

The following matrix provides actionable strategies based on the goals and objectives identified in this Plan. A plan is made to be implemented, and the implementation matrix identifies several support mechanisms.

Citizen priority was collected at the public open house to identify those strategies that citizens most wish to see occur. While this should help guide City staff's decisions in regards to implementation, it is important to balance citizens' desires with the fiscal responsibility of the municipality, based on the identified existing and potential funding sources; funding sources are only identified for strategies that will require significant financial investment on behalf of the City.

## RESPONSIBLE PARTIES

### *ELECTED OFFICIALS—BOARD OF ALDERMEN*

The Board of Aldermen passes, amends, and creates local law. The board is responsible for enacting and amending zoning regulations after considering the recommendations from the Planning and Zoning Commission. The Comprehensive Plan has influence over many areas of zoning, land use, and improvements to community services and facilities, so it is recommended that the Board of Aldermen also adopt a resolution of support for the policies of the Plan.

### *APPOINTED OFFICIALS*

While all appointed officials play an important role in implementation, the Planning and Zoning Commission coordinates development activities within the community. When development and land use are not appropriately monitored in coordination with public services, adverse effects can occur. The Planning and Zoning Commission is the advisory board of elected officials that oversee the community's decisions on land use. The Commission makes recommendations to the Board of Aldermen on all matters dealing with rezoning, subdivisions of land, conditional use permits, and amendments to zoning and land use regulations. By Missouri statutes, the Planning and Zoning Commission must adopt a Comprehensive Plan for the city in order to implement land use regulations.

### *CITY STAFF*

City staff is responsible for the day-to-day operation of the city, which includes but is not limited to creating and implementing a budget, making operations and personnel decisions, and planning for maintenance and improvements to community services and infrastructure. The functions should be rationally aligned with and connected to the goals and objectives contained in this Plan, as adopted by the Planning and Zoning Commission.

### *RESIDENTS & VOLUNTEERS*

Many of the goals and objectives identified in this Plan require active participation from citizens to be successful. While Elected Officials and City Staff will likely need to provide support for most objectives, community members play a crucial role in any education campaign, providing volunteer services for cleanup days, and supporting the local economy.

### *PARTNER AGENCIES*

Cities do not function in a vacuum. Often, other levels of government—including other municipal, county, and state governments—are required to implement objectives involved in infrastructure projects. The City also has many partner agencies that can support activities for community events and provide advocacy for citizens.

### *PRIVATE DEVELOPMENT*

While the City does not have direct control over the actions of private development, it is important to understand the role developers and private funding play in the implementation of several strategies. The City current does, and should continue to, maintain open communication throughout development processes to ensure that developers' ideas remain

# TRANSPORTATION

Objective	Citizen Priority	Strategy	Responsible Entity					Existing Funding Sources	Potential Funding Sources
			City Staff	City Officials	Partner Agencies	Private Development	Residents/Volunteers		
<b>Goal 1: Improve the current road and sidewalk conditions.</b>									
Develop a plan to widen roads and incorporate storm drainage improvements as necessary.	H	Analyze existing funding levels for road maintenance as compared to previous and estimated future expenses of projects.	x						
		Develop a fiscally-constrained, rotating road resurfacing program.	x						
		Educate citizens on budget deficiencies to justify revenue-raising activities, such as tax increases, asset sales, etc.	x	x	x				
Revise regulations to address on-street parking, streetscape, and sidewalk connections.	H	Facilitate public outreach for desired types and locations of street improvements.	x	x	x				
		Utilize an outside firm to revise zoning, subdivision, and traffic codes.	x	x					
		Identify roads for potential Complete Street implementation.	x		x		x		
<b>Goal 2: Capitalize on Willard's relationship with the Frisco Highline Trail to encourage biking as a form of recreation.</b>									
Explore financially feasible options to expand biking options on streets.	L	Incorporate biking infrastructure when connecting FR 88 to Hughes Rd and improving Miller Rd.	x		x	x	General Fund, Capital Improvement Sales Tax	Transportation Sales Tax, TAP, RTP, LWCF, Private foundations	
		Realistically incorporate bike lanes and "sharrows" throughout community as appropriate.	x			x	General Fund, General Fund, Capital Improvement Sales Tax	Transportation Sales Tax, TAP, RTP, LWCF, Private foundations	

Objective	Citizen Priority	Strategy	Responsible Entity					Existing Funding Sources	Potential Funding Sources
			City Staff	City Officials	Partner Agencies	Private Development	Residents/Volunteers		
<b>Goal 2: Capitalize on Willard's relationship with the Frisco Highline Trail to encourage biking as a form of recreation.</b>									
Promote public awareness outside of Willard of the availability of the Frisco Highline Trail.	M	Increase signage of the Frisco Highline Trail to promote pedestrians and bicyclists. Partner with Ozark Greenways and bicycle advocacy organizations on more coordinated outreach and marketing.	x		x		General Fund, Parks Sales Tax		
Formalize existing community connections to the Frisco Highline Trail.	L	Utilize low-cost volunteers and donations to identify and improve existing informal connections along Frisco Highline Trail. Acquire easements for existing informal connections.	x		x	x	General Fund, Parks Sales Tax		
<b>Goal 3: Connect different forms of transportation into one network.</b>									
Identify and apply for all possible funding sources to connect and expand multi-modal transportation networks.	L	Remain involved in regional statewide transportation improvement process with OTO. Utilize an outside firm for grant-writing and administration. Remain engaged with SMCOG's Local Government Briefings for new funding opportunities.	x		x				
Require new development to provide additional facilities to accommodate needs.	L	Identify missing links throughout the City among sidewalks, bicycle routes, and roads. Revise subdivision regulations and streetscape codes to require biking options along certain roads.	x			x			
Create initiatives to improve walkability and bikeability by connecting to the Frisco Highline Trail.	L	Master plan for a connected bike route along Miller Rd and FR 88 and Hughes Rd. Participate in and promote the national Bike to Work day. Host an annual community event centered around biking at the trailhead.	x		x		General Fund, Chamber of Commerce	PeopleForBikes Grant	

# HOUSING

Objective	Citizen Priority	Strategy	Responsible Entity					Existing Funding Sources	Potential Funding Sources
			City Staff	City Officials	Partner Agencies	Private Development	Residents/Volunteers		
<b>Goal 1: Support existing and new single-family residential neighborhoods.</b>									
Focus new residential development to areas with existing City services.	L	Develop financial and regulatory incentives to promote infill residential development of vacant lots. Market vacant lots for potential infill to developers and real estate agents.	x						
Revise and establish new zoning districts to enable new housing types.	H	Revise established residential zoning districts to align with future land use designations. Create a small-lot single-family residential zoning district.	x	x					
Connect neighborhoods to parks.		Identify neighborhoods without good access to nearby parks and acquire easements for connections. Develop environmentally-restricted open space as parkland where feasible.	x				x	General Fund, Parks Sales Tax	RTP, LWCF, MDC, Private foundations
	M	Incorporate percentage requirements for active greenspace in the PD process.	x	x				General Fund, Parks Sales Tax	
<b>Goal 2: Support mixed use in downtown and developing areas.</b>									
Encourage private investment in conjunction with downtown retail and office opportunities.	H	Incentivize adaptive reuse of buildings within the downtown overlay. Require new development within the downtown overlay to include residential units.	x	x			x		
Improve the perception and marketing of Willard to developers.		Connect with the development community to overcome perceived issues.	x				x		
	H	Reach out to national developers based on city's Capitalize on the city's visioning plan to encourage compatible new development.	x	x			x		
			x						x

Objective	Citizen Priority	Strategy	Responsible Entity					Existing Funding Sources	Potential Funding Sources
			City Staff	City Officials	Partner Agencies	Private Development	Residents/Volunteers		
<b>Goal 2: Support "mixed use" in downtown and developing areas.</b>									
Establish new zoning district to allow for contextual mixed-use.	L	Identify parcels within the downtown overlay and developing areas that could support mixed-use with minimal impacts to surrounding land uses.	x		x				
		Contact an outside firm to assist with the development of a district with form-based code.	x						
<b>Goal 3: Enforce nuisance codes.</b>									
Work with volunteer groups to provide assistance for cleanup.	L	Identify and partner with active volunteer and community groups that could participate in projects.	x				x		
		Prioritize curb clean-up days at targeted areas and chronic nuisance properties.	x				x		
		Consider hiring or contracting with another municipality for a part-time code enforcement officer.	x	x			General Fund, Enforcement fines		
Improve public awareness and understanding of nuisance codes through a "soft-touch approach".	M	Develop "good neighbor letters" to work with property owners.	x		x		x		
		Support community betterment groups to work with citizens through education.	x		x				
		Work with realtors to educate property owners on ways to increase property values.	x			x			

# LAND USE AND ENVIRONMENT

Objective	Citizen Priority	Strategy	Responsible Entity					Existing Funding Sources	Potential Funding Sources
			City Staff	City Officials	Partner Agencies	Private Development	Residents/Volunteers		
<b>Goal 1: Utilize land more efficiently within Willard.</b>									
Encourage infill of vacant lots.		Allow for retail development along arterial roadways. Reduce development and tap fees for infill commercial development of vacant lots. Market vacant lots for potential infill to developers and real estate agents.	x	x					
	H		x						
Modify zoning code to allow smaller lot sizes for single-family residential.	L	Identify areas suited for clustered development, based on important natural features and existing city services. Identify example codes from communities with existing clustered housing zoning districts and develop options to present to City officials.	x						
<b>Goal 2: Sustainably expand city limits to accommodate future growth.</b>									
Explore incentives to offer landowners and developers of vacant parcels for development.	H	Reduce associated development fees and streamline review process for properties with services. Require annexation for connection to City services if contiguous to the city limits or have property owners agree to an irrevocable consent to annex when property becomes contiguous.	x						
Direct development to areas that already have available services.	L	Direct industrial and manufacturing developments to areas where municipal services are already available with minimal surrounding land use conflicts. Conduct a site-readiness assessment.	x						
Encourage annexation of unincorporated pockets and areas utilizing City services.	L	Develop a community-supported plan for annexation of the Meadows subdivision. Annex and encourage development of unincorporated "infill" areas that are surrounded by city limits on two or more sides.	x	x					
			x		x				

Objective	Citizen Priority	Strategy	Responsible Entity					Existing Funding Sources	Potential Funding Sources
			City Staff	City Officials	Partner Agencies	Private Development	Residents/Volunteers		
<b>Goal 3: Manage the environmental impact of Willard's growth.</b>									
Develop conservation techniques and zoning districts to preserve environmentally-sensitive areas.	L	Preserve floodplains by limiting development to permanent open space, parks, recreation, and appropriate structures as allowed for by the NFIP ordinance.	X	X		X			
			X	X	X				
			X		X				
Promote recycling programs and green energy alternatives for landowners.	M	Develop educational outreach for distribution to explain recycling process and any changes in service. Collaborate with Ozark Headwaters Recycling and Materials Management District. Collaborate with the City's Recycling Center and waste disposal providers to promote waste alternatives.	X	X					
			X	X	X		X		
			X	X	X		X		
Consider the need to preserve and protect water quality to support the water table.		Educate homeowners on opportunities for property-based water conservation. Incorporate low-impact development alternatives in codes and developments, such as permeable pavement. Contact an outside firm to develop a stormwater master plan for downtown. Participate in long-term water supply discussions with Southwest Missouri Regional Water (formerly Tri-State Water Coalition).	X	X					
			X	X	X	X			
			X	X					
	H	Contact an outside firm to develop a stormwater master plan for downtown.	X	X			General Fund, Stormwater/Parks Sales Tax		
		Participate in long-term water supply discussions with Southwest Missouri Regional Water (formerly Tri-State Water Coalition).	X		X				

# ECONOMIC DEVELOPMENT

Objective	Citizen Priority	Strategy	Responsible Entity					Existing Funding Sources	Potential Funding Sources
			City Staff	City Officials	Partner Agencies	Private Development	Residents/Volunteers		
<b>Goal 1: Encourage growth of current and future businesses.</b>									
Consider implementing tax credit and abatement programs.	M	Utilize SMOG's economic development resources. Contact MoDED to develop incentive packages for companies when considering locating in Willard. Utilize an outside firm to conduct a downtown business market study.	x	x	x	x		Economic Development Sales Tax	
Develop a webpage and active social media to market the community.	L	Utilize Missouri State's geotourism and communications classes. Use social media platforms to highlight local businesses, events, and development opportunities. Establish contact persons at City and Chamber for providing event updates.	x	x	x		General Fund		
Encourage collaboration between the City and Chamber to promote activities and initiatives.	M		x		x				
<b>Goal 2: Create a strong economic core in downtown Willard.</b>									
Develop financing tools to facilitate façade and streetscape improvements	H	Apply for the Missouri Main Street program. Research and apply for available funding opportunities from the Missouri Community Betterment Association. Consider incorporating a small budget line item to allow for participatory budgeting on streetscape improvements.	x	x			x	Economic Development Sales Tax, CID	
Create a mutually-supportive environment among businesses.	H	Encourage creation of a shop local discount among downtown business owners. Host monthly business owner meetings between the City and Chamber. Identify a mix of business desired in downtown Willard, including event and entertainment spaces, that support each other.	x	x	x		x		

Objective	Citizen Priority	Strategy	Responsible Entity					Existing Funding Sources	Potential Funding Sources
			City Staff	City Officials	Partner	Private Development	Residents/Volunteers		
<b>Goal 3: Create a simple, recognizable brand that encapsulates the spirit of Willard.</b>									
Erect a welcome sign at key entry points with messaging capabilities.	H	Identify a gateway property to locate welcome sign near both intersections of Jackson and US Highway	x		x				
			x	x				General Fund	Economic Development Sales Tax, Missouri Arts Council grants
			x	x	x		x		
Develop a revamped marketing package based on the City's unique assets.	M	Partner with school district art program to develop banners. Incorporate elements of the Frisco Highline or bicycling in to city branding. Promote the highly-recognizable "Flying W" brand of the school district. Explore marketing services offered through SREP or Missouri State classes.	x	x	x				
			x	x					
			x	x	x				

# COMMUNITY SERVICES AND INFRASTRUCTURE

Objective	Citizen Priority	Strategy	Responsible Entity					Existing Funding Sources	Potential Funding Sources
			City Staff	City Officials	Partner Agencies	Private Development	Residents/Volunteers		
<b>Goal 1: Increase citizen engagement with the community and local government.</b>									
Improve information-sharing with community.	L	Update and reorganize website. Promote and further develop "New Resident" packet available on website.	x				x		
Coordinate with existing community groups.		Build upon City's relationship with Chamber of Commerce.	x	x	x	x			
	L	Capitalize on 100-year anniversary of Willard School District and 200-year anniversary of MO in 2021.	x	x			x		
		Partner with school district to develop a local history unit for high school.	x		x				
<b>Goal 2: Increase resiliency and independence of utilities to support the City's autonomy.</b>									
Explore options for sewer service and new water sources to accommodate future growth.	M	Explore alternatives for drinking water resources to overcome gaps in water available from the Ozark Aquifer Partner with Missouri Department of Natural Resources to create a backup wastewater treatment plan in case the City of Springfield's appetite will not support negotiated growth.	x					MoDNR Water Quality Management Planning grant	
Grow tax base or explore financing mechanisms to offset costs to city.	H	Utilize an outside firm to study capacity and rates. Based on findings of study, develop education campaign to justify rate increases, if necessary, to make funds solvent.	x				x		

Objective	Citizen Priority	Strategy	Responsible Entity					Existing Funding Sources	Potential Funding Sources
			City Staff	City Officials	Partner Agencies	Private Development	Residents/Volunteers		
<b>Goal 2: Increase resiliency and independence of utilities to support the City's autonomy.</b>									
Reduce City debt to a healthy level and pursue financial restructuring.	H	Establish a dedicated transportation sales tax to reduce Streets Department obligations of general fund. Advocate to state legislators to increase transportation funding at the state level.	x	x			x		
<b>Goal 3: Continue to support the school district and fire and police departments to maintain citizen satisfaction.</b>									
Support growth of the districts' tax bases and identify funding opportunities.	H	Encourage long range, fiscally-sustainable facilities planning based on future land uses and residential development. Apply for departmental grant funding.	x	x	x			MDC Fire Department grant, RHSOC funds, Foundation	
Continue to improve perception of and signage for services and facilities.	L	Identify unique and innovative opportunities to promote services. Support cross-promotion and shared marketing costs with partner services.	x	x					

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# APPENDIX A: SURVEY RESULTS

1. Do you identify as a member of the Willard community?

● Yes	668
● No	72



2. How did you hear about the survey and why are you interested in taking it?

68

Responses

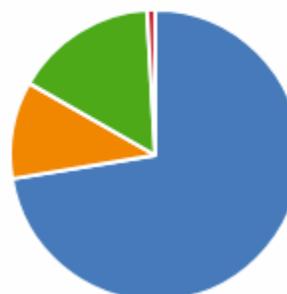
3. How long have you been a resident of Willard?

● Less than 1 year	33
● 1-5 years	119
● 6-10 years	109
● 11-20 years	211
● Over 20 years	191



4. How would you describe your living situation?

● Own	480
● Rent	72
● Live with family	105
● Other	6



5. Do you have any children in the Willard R-II School District?

● Yes	322
● No	275
● I will within the next five years	60
● I am a student in the school di...	81



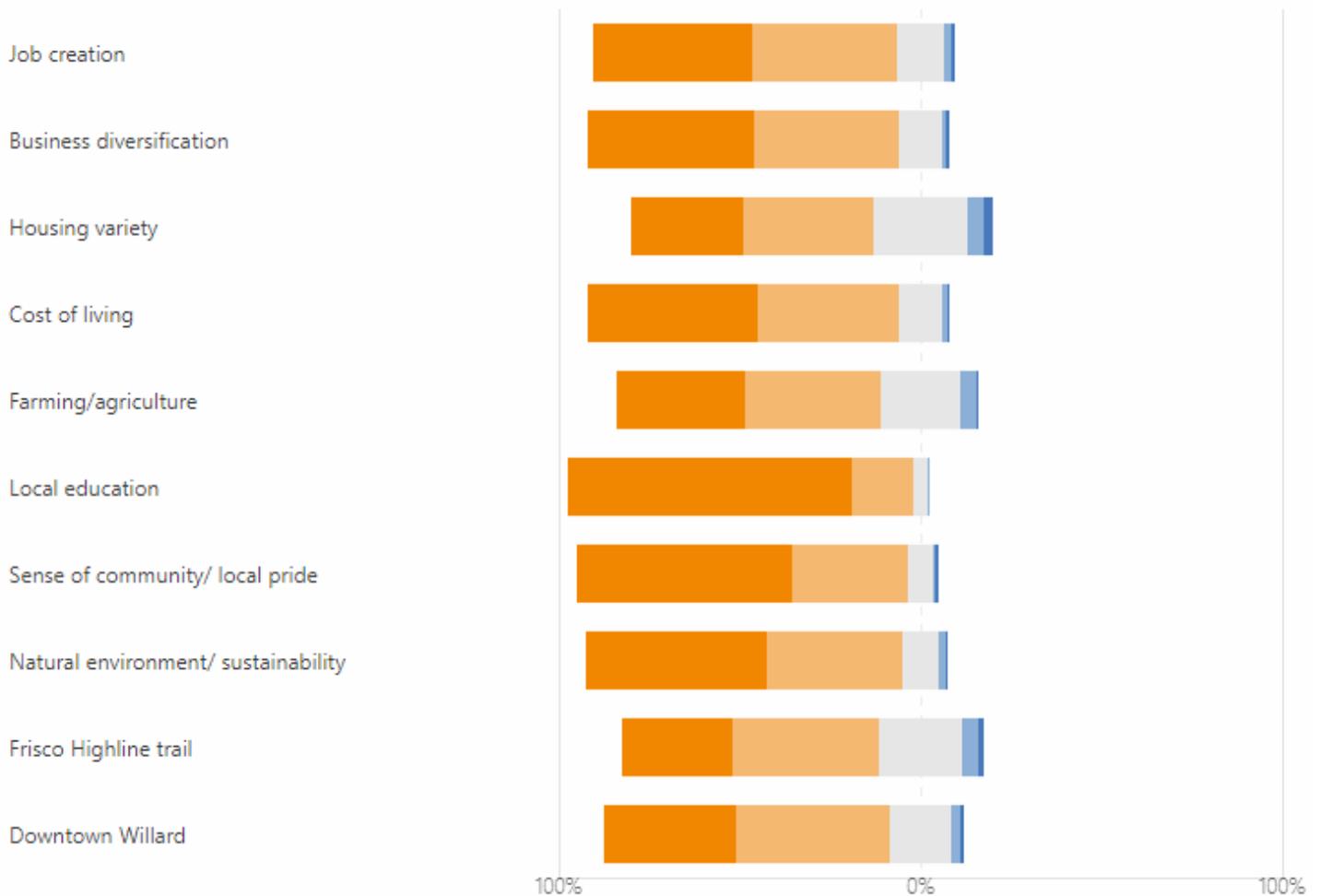
## 6. Where do you work?

<span style="color: blue;">●</span> In or within 2 miles of Willard	252
<span style="color: orange;">●</span> Within 2-10 miles of Willard	109
<span style="color: green;">●</span> Within 11-25 miles of Willard	202
<span style="color: red;">●</span> Greater than 25 miles from Wi...	36
<span style="color: purple;">●</span> Retired/unemployed	138



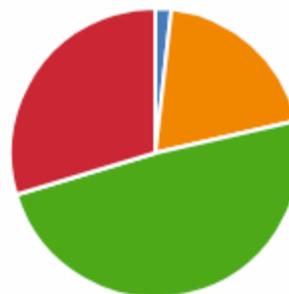
## 7. How important should these priorities be for Willard?

■ Very Important  
 ■ Important  
 ■ Neutral/No Opinion  
 ■ Unimportant  
 ■ Not Needed



8. What do you feel would be the ideal population of Willard in 20 years?

● Smaller	13
● Remain the same	144
● Increase slightly	358
● Increase significantly	217



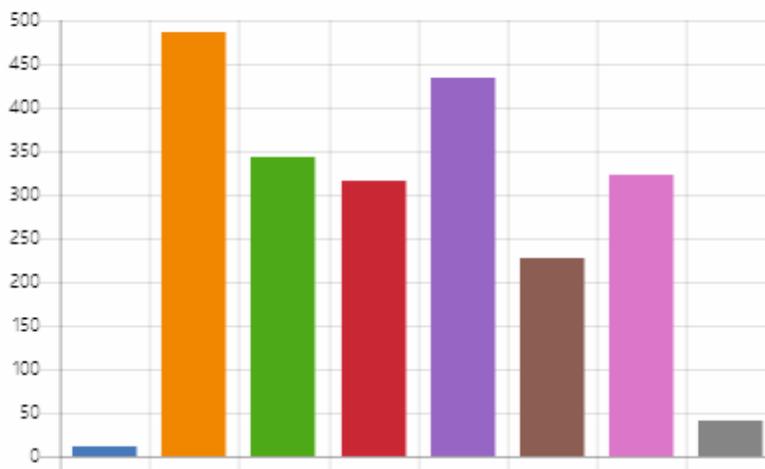
9. In the future, what kind of housing/neighborhood developments would you like to see in Willard?

● Traditional (i.e. detached, singl...	496
● Dense traditional (i.e. duplexe...	77
● Clustered housing (small pock...	149
● Mixed use (i.e. small retail, loft...	273
● Other	26

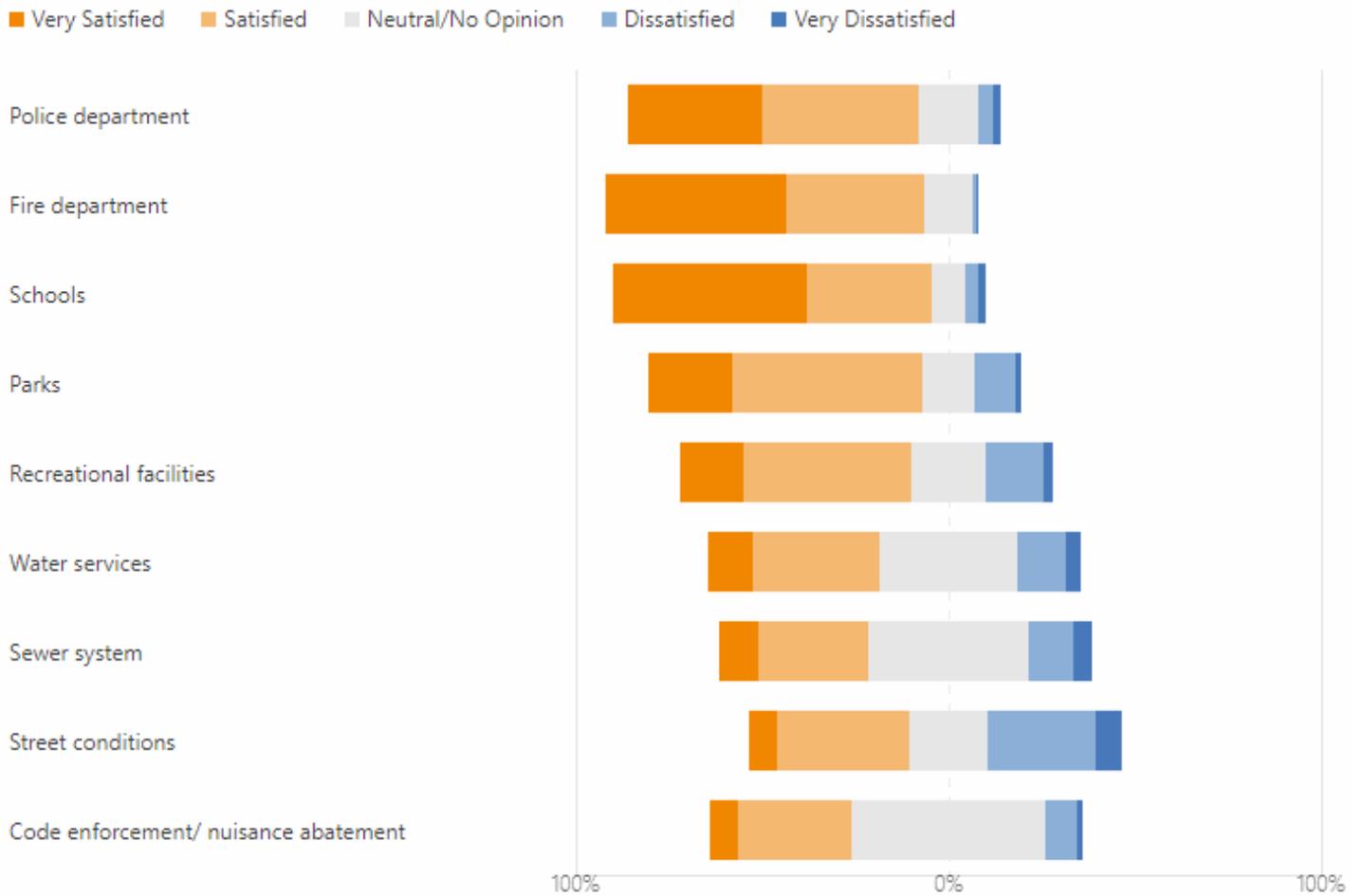


10. What type of new businesses does Willard need in the next 20 years?

● No economic development	11
● Small, local businesses	486
● "Big-box" retail (Walmart, Kohl...	344
● Convenience/fast-food	316
● Service-based commercial (res...	433
● Manufacturing/industrial	227
● Health services	322
● Other	42



11. How satisfied are you with the following services?



12. Should the City increase efforts to enforce existing codes regarding nuisances in your neighborhood?

<span style="color: blue;">●</span> Yes	280
<span style="color: orange;">●</span> No	132
<span style="color: green;">●</span> No opinion	324

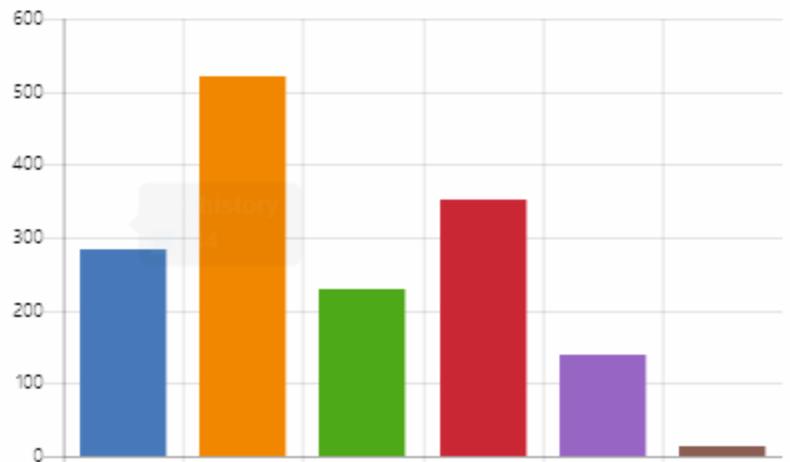


13. Do you have specific information regarding code enforcement that you would like to share?

67  
Responses

14. What features would you like to see enhanced in downtown Willard?

● The history	284
● The businesses	522
● The architecture	230
● Pedestrian-friendly design	353
● Proximity to Frisco Highline	139
● Other	13



15. Do you have any more thoughts for the future of Willard?

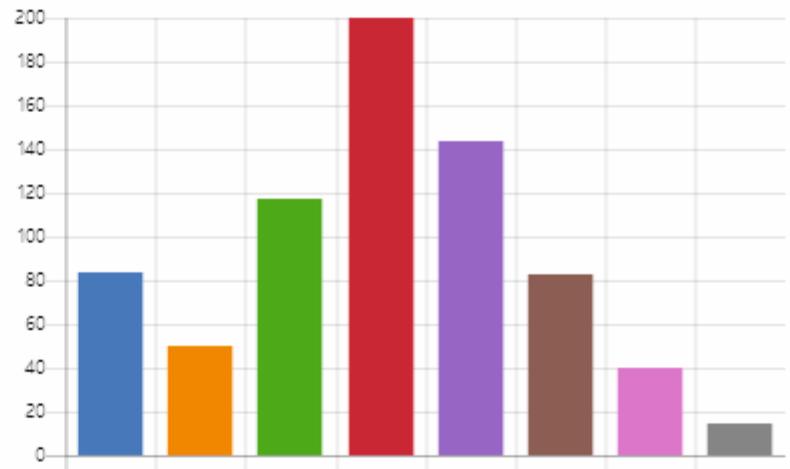
238

Responses

16. What is your age?

[More Details](#)

● Under 18	84
● 19-25	50
● 26-35	117
● 36-45	200
● 46-55	144
● 56-65	83
● 66-75	40
● Age 76 or older	15



17. What is your gender?

● Male	200
● Female	515
● Prefer not to say	16
● Other	2



# APPENDIX B: FOLD-OUT MAPS