



CITY OF WILLARD

PLANNING AND ZONING + BOARD OF ALDERS MEETING

June 16, 2026 at 6:00 PM

Willard City Hall, 224 W. Jackson St., Willard, MO

AGENDA

Update Posted on June 15,2026 at 11:30 a.m.

The tentative agenda of this meeting includes:

PLEDGE OF ALLEGIANCE

CALL THE MEETING TO ORDER

1. ROLL CALL
2. AGENDA AMENDMENTS/APPROVAL OF AGENDA
3. APPROVAL OF MINUTES
 - A. P & Z MEETING MINUTES FROM JUNE 2, 2026.
4. CITIZEN INPUT
5. PUBLIC HEARING
6. DISCUSSION
 - A. COMPREHENSIVE PLAN
 - B. LEGAL TRAINING
7. NEW BUSINESS
8. UNFINISHED BUSINESS
9. ADJOURN MEETING

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Rebecca Hansen, City Clerk

CITY OF WILLARD
PLANNING AND ZONING MINUTES

June 2, 2026

Staff present: Planning and Zoning Director: Mike Ruesch, Planning Assistant: Tammy Swisher

CITIZENS PRESENT: Olivia Dupuy

PLEDGE OF ALLEGIANCE

Vice-Chairman Jeff LaMontia led the The Pledge of Allegiance

CALL THE MEETING TO ORDER

Vice-Chairman Jeff LaMontia called the meeting to order at 6:00 P.M.

1. ROLL CALL

Roll call conducted by the Secretary Valorie Simpson. Present: Valorie Simpson, Steve Cobb, Jeff LaMontia, Josh Breeze, Alder Carol Wilson, Celeen Thedell, and Burnis Coleman. Not present: Marianne Hill and Gary Walker

2. AGENDA AMENDMENTS/AGENDA APPROVAL

Motion made by Burnis Coleman to approve the agenda, seconded by Carol Wilson. Voting aye: Valorie Simpson, Steve Cobb, Jeff LaMontia, Josh Breeze, Alder Carol Wilson, Celeen Thedell, and Burnis Coleman. Motion carried 7-0

3. APPROVAL OF MINUTES May 5, 2026

Motion made by Valorie Simpson to approve the minutes of 5/5/26 seconded by Burnis Coleman. Voting aye: Valorie Simpson, Steve Cobb, Jeff LaMontia, Josh Breeze, Alder Carol Wilson, Celeen Thedell, and Burnis Coleman. Motion carried 7-0

4. CITIZENS INPUT

None

5. PUBLIC HEARING

Vice-Chairman Jeff LaMontia opened the public hearing

- A. Rezoning of property located at 504 & 506 HWY AB
- B. Plat amendment for Brayfield Estates

Mike Ruesch showed the board a map of the property at 504 & 506 Hwy AB. The apartments have been there many years. The density is greater than we now allow. The owners of the apartments would like to remodel but they need to brought up correct the zoning since they are non-conforming. They will be relocation the playground and adding a community building with an office and doing extensive inside work on the apartments.

Plat amendment Brayfield Estates. Mike Ruesch stated that is a minor property line adjustment.

Vice-Chairman Jeff LaMontia closed the public hearing.

6. DISCUSSION

- A. Plat amendment for Brayfield Estates. This is a minor lot line adjustment. Motion made by Valorie Simpson to approve, seconded by Burnis Coleman. Voting aye: Valorie Simpson, Steve Cobb, Jeff LaMontia, Josh Breeze, Alder Carol Wilson, Celeen Thedell, and Burnis Coleman. Motion carried 7-0
- B. Rezoning of properties located at 504 & 506 Hwy. AB from R-3 to MU (Mixed Use) Mike Ruesch spoke about the need to rezone, they need to be compliant with our current regulations. He has suggested MU. They will be redoing the front of the building, update the stairs, kitchen cabinets, paint, bathrooms, etc. Steve Cobb asked about the residents. Mike Ruesch didn't know but will find out and send information to the board. They will be starting the fall 2026 or the spring 2027. Motion made by Valorie Simpson to approve the rezoning to MU, seconded by Carol Wilson. Voting aye: Valorie Simpson, Steve Cobb, Jeff LaMontia, Josh Breeze, Alder Carol Wilson, Celeen Thedell, and Burnis Coleman. Motion carried 7-0

7. NEW BUSINESS

We will have a special work session meeting with the board of Alders June 16th. We will be going over the comprehensive plan.

8. UNFINISHED BUSINESS

Celeen Thedell asked about the property located at 7875 W. FR 76 that we zoned at the last meeting and the Bird property. Mike Ruesch updated her.

9. ADJOURN

Celeen Thedell made the motion to adjourn at 6:34 seconded by Carol Wilson. Voting aye: Valorie Simpson, Steve Cobb, Jeff LaMontia, Josh Breeze, Alder Carol Wilson, Celeen Thedell, and Burnis Coleman. Motion carried 7-0

Submitted by Valorie Simpson, Secretary

Vice-Chairman Jeff LaMontia

Secretary Valorie Simpson

Courtney Myers, City Clerk

COMPREHENSIVE PLAN

THE CITY OF WILLARD MO

Item # A.



Presented by Mike Ruesch



COMPREHENSIVE PLAN

2018 Visioning Plan

2018 Sidewalk Assessment

2015 Willard Market Research Report

1999 Willard Comprehensive Plan

2026 Active Transportation Plan

OVERVIEW

This presentation is focused using the comprehensive and vision plans in our civic decision making.

Item # A.

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.**

OUR VISION

NAVIGATING THE COMPREHENSIVE PLAN

COMMISSION EXPECTATIONS

TRANSPORTATION

Goal#1: Improve the current road and sidewalk conditions

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.

Goal 2: Capitalize on Willard's relationship with the Frisco Highline Trail to encourage biking as a form of recreation

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.
 - 2026 ACTIVE TRANSPORTATION PLAN

Goal 3: Connect different forms of transportation into one network

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.

HOUSING

Goal 1: Support existing and new single-family residential neighborhoods

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.
 - MU AND PDD ZONING ADDED TO CODES
- 1.3 Connect neighborhoods to parks

Goal 2: Support mixed use in downtown and developing areas

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.
 - WORKED HARD TO CHANGE THE PERCEPTION THAT WILLARD IS HARD TO DEVELOP
- 2.3 Establish a new zoning district to allow for contextual mixed use.

Goal 3: Enforce Nuisance Codes

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".

LAND USE AND ENVIRONMENT



WILLARD CURRENT LAND USE

Item # A.

RESIDENTIAL 36.9%

- SINGLE FAMILY RESIDENTIAL-1,179 ACRES
- MULTI-FAMILY – 90 ACRES

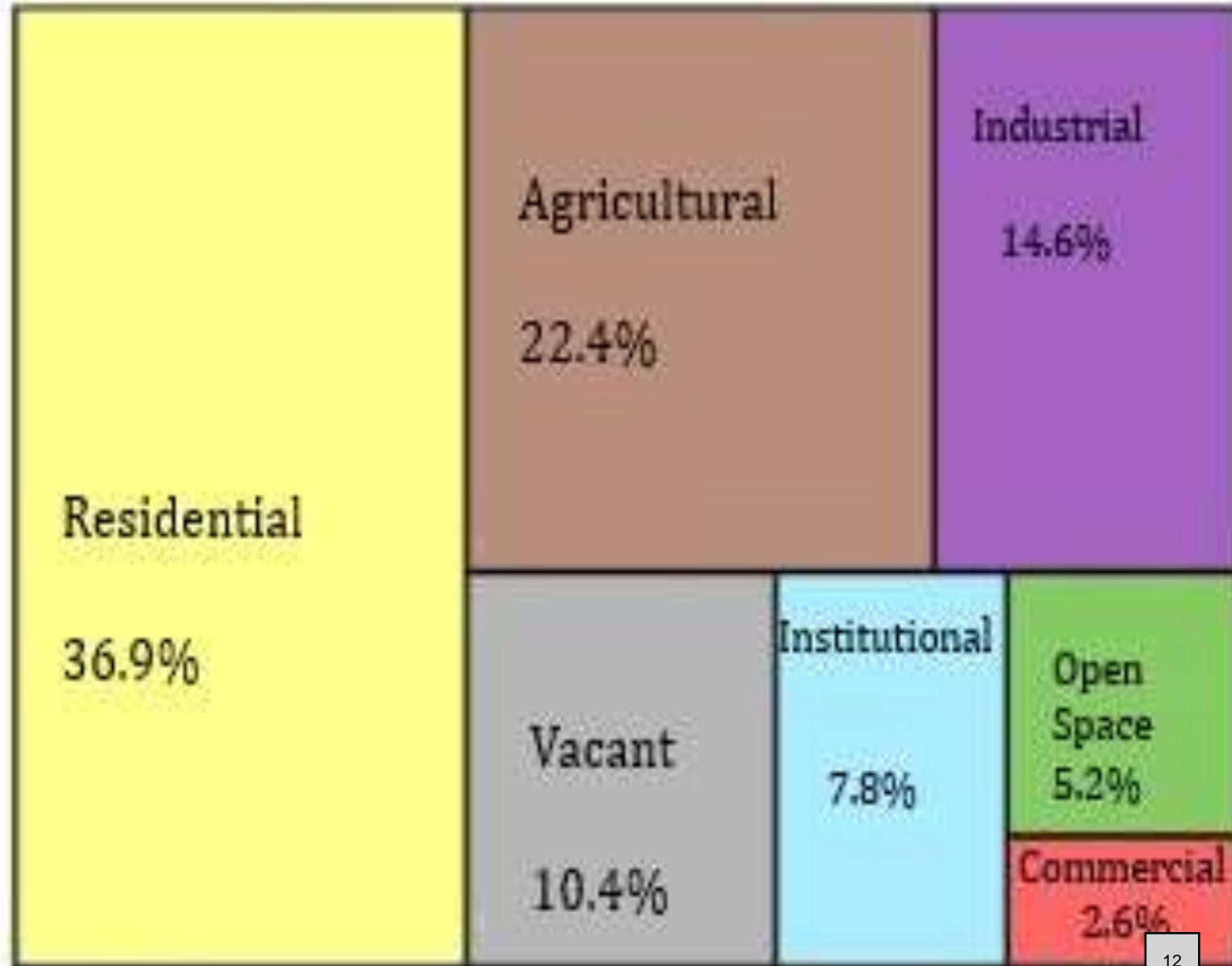
AGRICULTURAL 22.4% 771 ACRES

VACANT 10.4%

INDUSTRIAL 14.6%

INSTITUTIONAL 7.8%

COMMERCIAL 2.6%



GOAL 1: UTILIZE LAND MORE EFFICIENTLY WITHIN WILLARD

OBJECTIVES

- 1.1 ENCOURAGE INFILL OF VACANT LOTS
- 1.2 MODIFY ZONING CODE TO ALLOW SMALLER LOT SIZES FOR SINGLE-FAMILY RESIDENTIAL
 - MU AND PDD ZONING HAS BEEN ADDED TO THE CODES

GOAL 2: SUSTAINABLY EXPAND CITY LIMITS TO ACCOMMODATE FUTURE GROWTH

OBJECTIVES

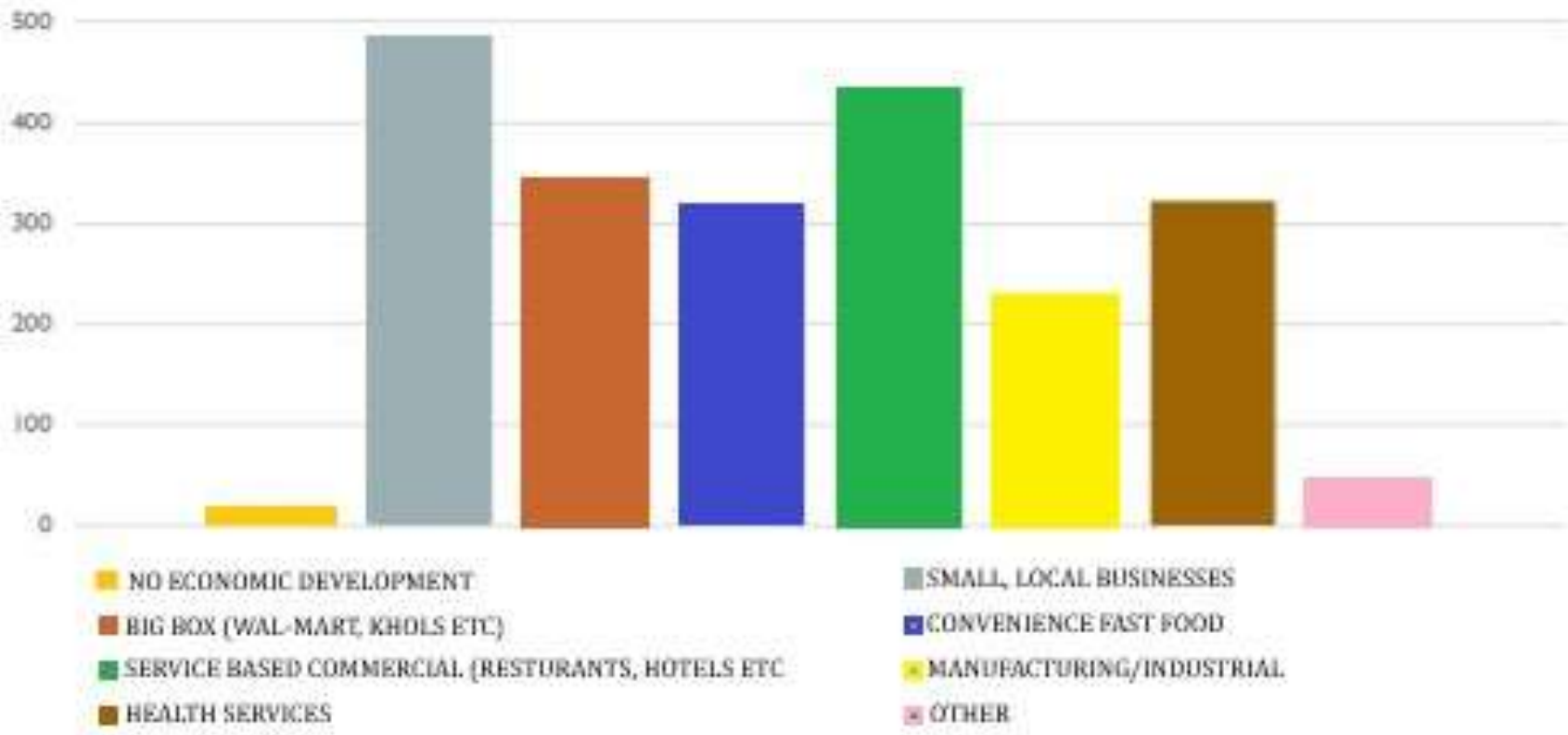
- 2.1 EXPLORE INCENTIVES TO OFFER LANDOWNERS AND DEVELOPERS OF VACANT PARCELS FOR DEVELOPMENT.
- 2.2 DIRECT DEVELOPMENT TO AREAS THAT ALREADY HAVE AVAILABLE SERVICES.
- 2.3 ENCOURAGE ANNEXATION OF UNINCORPORATED POCKETS AND AREAS UTILIZING CITY SERVICES.

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

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.

DESIRED ECONOMIC DEVELOPMENT



DESIRED ECONOMIC DEVELOPMENT - SOURCE 2019 CITY OF WILLARD SURVEY

COMMISSION EXPECTATIONS

ECONOMIC DEVELOPMENT

Goal 1: Encourage growth of current and future business

Objectives

1.1 Consider implementing tax credit and tax abatement programs.

*Economic Development package is being discussed in BOA

1.2 Develop a webpage and active social media strategy to market the community.

*New website has been a huge improvement

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

Objectives

2.1 Develop financial tools to facilitate façade and streetscape improvements.

*Need to look at a downtown revitalization plan

2.2 Create a mutually-supportive environment among businesses.

Goal 3: Create a simple, recognizable brand that encapsulates the spirit of Willard

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.

- 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

COMMUNITY SERVICES AND INFRASTRUCTURE

Goal 1: Increase citizen engagement with the community and local governments

Objectives

1.1 Improve information-sharing with the community.

1.2 Coordinate with existing community groups.

Goal 2: Increase resiliency and independence of utilities to support the city's autonomy

Objectives

2.1 Explore options for sewer service and new water sources to accommodate future growth.

*2026 sewer projects and future well and tanks

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

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.

OUR ROADMAP

Evaluating Zoning and Land Use

The plan acts as the primary reference for deciding on rezoning requests, zoning map amendments, and variance applications. Proposed changes should be consistent with the plan's future land use map and stated policies.

Reviewing Subdivisions and Site Plans

Use the plan's design and infrastructure guidelines to assess and approve development proposals.

Guiding Public Improvements

The plan helps coordinate the location and timing of public facilities, such as roads, utility extensions, and parks, ensuring they match the community's future needs and fiscal capacity.

Advising the Governing Body

Commission members use the plan to formulate recommendations on ordinance updates and capital improvement programs to the Board of Aldermen.

Steering Community Vision

It serves as a tool to protect natural resources, preserve local character, and foster economic development.



MAKING PROGRESS



Planning and Zoning



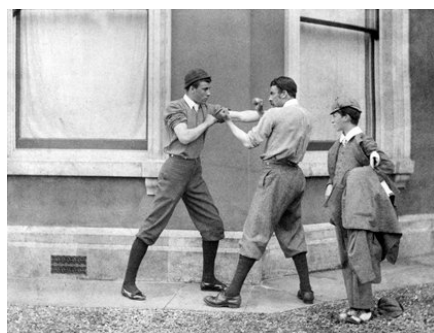
LAUBER MUNICIPAL LAW

Serving those who serve the public

**City of Willard, Missouri
Planning & Zoning Commission**

The Dawn of Planning and Zoning = Nuisance

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“Without government life would be poor, nasty, brutish, and short.”
Thomas Hobbes 1651

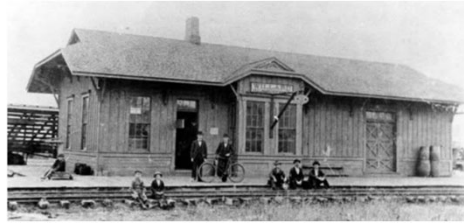
“In the beginning...

... there was Nuisance”

- Ⓜ The basic theme of nuisance is that you are free enjoy the use of your property up to the point that your use infringes on the right of someone else to use their property.
- Ⓜ Problem: You had to wait until someone actually moved in and began to ruin your quiet enjoyment before you could do anything about it.

The Dawn of Planning and Zoning- Planning & Zoning Enabling Acts

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- ▣ New York City had first Planning Enabling Act in 1916.
- ▣ By 1928 there were two “model acts” created by the federal government. Both were adopted by every state in the union within one year of their creation.
 - ▣ Standard Planning Enabling Act (SPEA)
 - ▣ Standard Zoning Enabling Act (SZEa)
- ▣ Missouri’s is found in Chapter 89 of the statute books.

Planning

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- ▣ **Planning** is the process of creating a **Vision** of how you want your city to develop
- ▣ This **Vision** becomes the Comprehensive Plan
- ▣ Serves as a guide to future development and redevelopment
- ▣ It’s a general policy, not legally binding

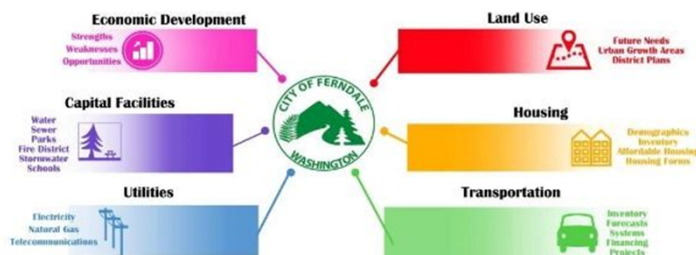


Planning – Creating the Plan

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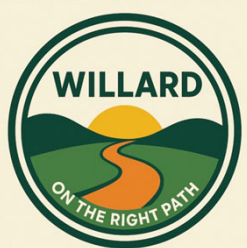
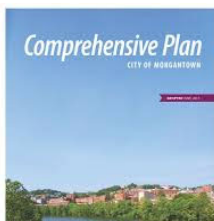
- Ⓛ Establish Goals and Objectives -What do we want this plan to show?
- Ⓛ Basic Research - Population Studies, Current land uses, Economic Studies
- Ⓛ Prepare the Plan: Land Uses, Community Facilities, and Open Areas

Comprehensive Plan



Planning – Adopting the Plan

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- Ⓛ Requires Public Hearing on Plan
 - Ⓛ 15 Day published notice
- Ⓛ Requires majority of full planning commission to approve
- Ⓛ After approval certified copies sent to Council, City Clerk, and County Recorder (§ 89.360)
- Ⓛ Council may also wish to adopt the Comprehensive Plan by Resolution

Planning Commission

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- Ⓛ Membership
 - Ⓛ 7 -15 Members
 - Ⓛ One may be the Mayor (optional)
 - Ⓛ One may be a council person (optional)
 - Ⓛ Council or Mayor may also be non-voting liaison
- Ⓛ Four-year staggered terms
- Ⓛ Elect their own chairman and secretary

Zoning

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- Ⓛ Zoning is the local laws that determine how land can be used
 - Ⓛ Activities that can take place on the property
 - Ⓛ Height and mass of buildings
 - Ⓛ Density of buildings
 - Ⓛ Appearance
- Ⓛ All Cities in Missouri may establish zoning, but only in compliance with Chapter 89 RSMo.
- Ⓛ Zoning frequently divides city into areas with specific types of uses for each area:
 - Ⓛ This is done by the **Zoning Map**
 - Ⓛ Typical Zones
 - Single Family
 - Apartments (Multiple Family)
 - Commercial
 - Industrial
 - Agricultural

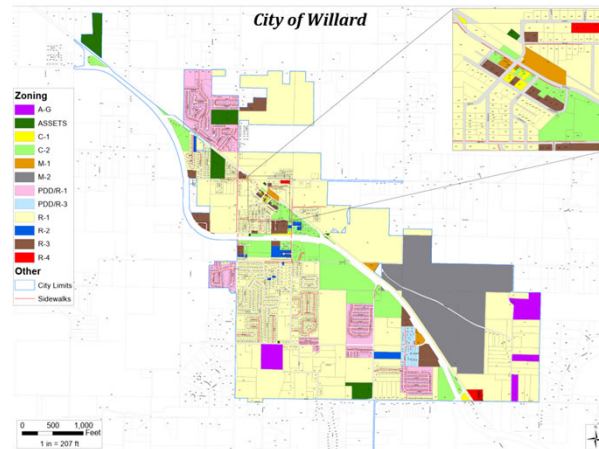


As Secretary of Commerce, Herbert Hoover initiated the drafting of the Model Zoning Code

Zoning

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- ④ Zoning Map – Depicts the various zones
- ④ Zoning Code – Rules and regulations of each zone and overall



Zoning Commission

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- ④ Zoning Commission is a body that recommends zoning amendments to the Council (Text amendments and Map Amendments)
- ④ Must have Zoning Commission if you want to do zoning
- ④ Can be combined with Planning Commission (usually is)
- ④ Thus, you have the **Planning & Zoning Commission**



Missouri Revised Statutes Chapter 89- Commission Provisions

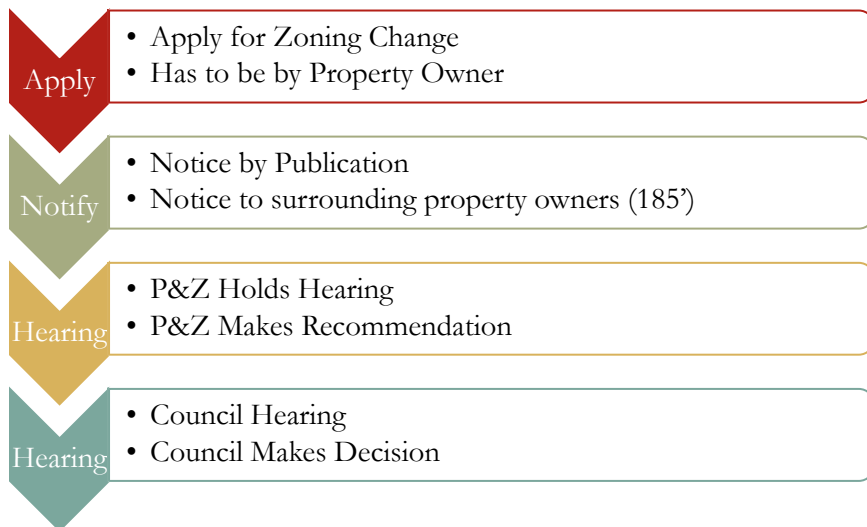
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- Creation of the Commission
 - §89.070, RSMo requires the City to appoint a zoning commission if it wishes to exercise zoning powers
 - §89.320, RSMo sets forth the membership of the planning (and zoning) commission
 - §89.330, RSMo addresses commission officers and rules and regulations

Process in a Nutshell

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How to Hold a Proper Meeting

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- Ⓜ Must post notice and proposed agenda 24 hours in advance
- Ⓜ Meeting location must be adequate for expected crowd
- Ⓜ Agenda may be changed
- Ⓜ Must send notice to media if they request
- Ⓜ Must take minutes

Open Meetings

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- Ⓜ Elected officials must be present or participating by video conference for roll call votes
- Ⓜ If meeting held by phone, must be access for public
- Ⓜ Public may *always record a meeting*
- Ⓜ Public doesn't have the right to speak at meeting
- Ⓜ If body goes into closed session, public must be given place to wait



Permitted Use vs Conditional Use

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- Ⓜ Permitted uses are those things that you can do without asking any further permission
- Ⓜ Conditional Uses Require P&Z and BOA Approval
 - Ⓜ Specific conditions must be met
 - Ⓜ Also called Special Use
 - Ⓜ Conditional Uses are *personal* to the owner, expire when sold



Subdivisions and Plats

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- Ⓜ Planning Commission also reviews proposed subdivision plats (§ 89.410)
 - Ⓜ City can establish requirements for subdivisions
 - Requirements for the posting of bonds to ensure infrastructure is constructed
 - Requirements regarding the construction standards for streets and installation of utility facilities
 - Ⓜ Plat Approval- §89.420
 - Plats are subject to the rules of Chapter 445, RSMo
 - **Must approve plats within 60 days of application or deemed approved**



Little or No Discretion in Platting Decisions

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- Ⓛ Platting approval is the ministerial application of zoning requirements, uniformly, to all particular parcels within the zoned area
- Ⓛ When considering plat applications, the Planning Commission and Governing Body act in an administrative capacity and not in a legislative capacity.
- Ⓛ No arbitrary and subjective authority in whether to approve or deny a plat application – **only determine whether a plan meets the subdivision requirements**
- Ⓛ *Furlong Companies, Inc. v. City of Kansas City, Missouri*



Constitutional Limitations

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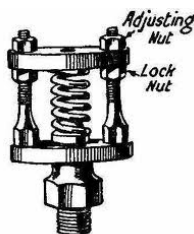


FIG. 89.—Safety valve.

- Ⓛ If an ordinance goes “too far” it will be declared void as a taking of property without just compensation. 5th Amend. U.S. Const.
- Ⓛ As a result, the Enabling Act provides for the **Board of Adjustment** to act as a safety valve to provide for relief when the application of an ordinance would be unreasonable on a particular property.

Board of Adjustment

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- Ⓛ § 89.080
 - Ⓛ Requires governing body to appoint the Board of Adjustment.
 - Ⓛ Board of Adjustment may determine and vary the application of zoning regulations in harmony with the general purpose and intent as described in § 89.040.
 - Ⓛ Five members (3 alternates) with five year terms
 - Ⓛ Elect chairman annually

Missouri Revised Statutes Chapter 89

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- Ⓛ § 89.090 Board of Adjustment Powers
 - Ⓛ Hear and decide appeals of enforcement of the zoning and planning ordinances.
 - Ⓛ Other matters assigned (often building code appeals)
 - Ⓛ Grant “Variances”
 - Requires there *be practical difficulties* or *unnecessary hardships* to carrying out the strict letter of the ordinance.
 - When making variances, the spirit of the ordinance shall be observed, public safety and welfare shall be secured and substantial justice shall be done
 - Variances run with the land and are not personal to the owner

Missouri Revised Statutes

Chapter 89

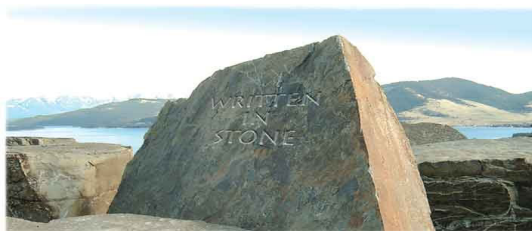
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- § 89.110 Judicial Review of Decisions
- Any person aggrieved by a decision of the Board of Adjustment may, within 30 days, petition for a writ of certiorari for court review of the decision.
 - Board of Adjustment will need to submit certified or sworn copies of the papers acted upon.
 - This return (record) shall concisely set forth other facts pertinent to the decision and material to show grounds of the decision being reviewed.
 - The Board of Adjustment will not be responsible for court costs of an appeal unless it acted with gross negligence, bad faith or with malice in making the decision being reviewed.

Lasting Effect of Variances

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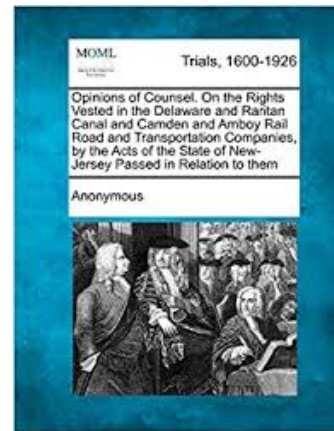


- In other words, each variance, once created, will last as long as the particular zoning regulation applies to the subject property

Vested Rights

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- ④ **Vested Rights:**
- ④ *e.g.*, non-conforming uses
(*Legal Non-Conforming*)
- ④ Vesting by exercise
- ④ Phased approvals,
extended rights
- ④ Protects against
forfeiture



Other Issues (Time Permitting)

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- ④ "Spot" zoning
- ④ "Contract" zoning
- ④ Exactions: *e.g.*, dedications/impact fees
 - "Essential nexus;" exaction to impact
 - Exaction "reasonably attributable" to development
- ④ Zoning and churches, schools – RLUIPA/§89.380 School Bd
- ④ Historic and Aesthetic Issues
- ④ Signs
- ④ Adult Uses




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Planning and Zoning


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About the Firm

Lauber Municipal Law was established for the purpose of serving local governmental entities of all types and sizes. We can serve your community as its general counsel (City Attorney) or as special counsel for technical issues like economic development incentive approvals, annexation, elections, impeachments, and appellate work..

Our goal through Lauber Municipal Law is to meld our previous experience together to provide a high-quality, "big firm" work product, while providing the flexibility, personal responsiveness, and cost effectiveness of a small firm. We completely understand public entities' needs to obtain the most effective representation possible while considering the fact that these services are compensated from a budget made up of public funds. As the motto for Lauber Municipal Law states: We are proud to serve those who serve others. Our sincere desire is to make that job easier and less stressful for the elected officials and administrative staffs of these entities.

The choice of a lawyer is an important decision and should not be based solely on advertisements. This disclosure is required by rule of the Missouri Supreme Court.