

PLANS AND POLICIES COMMITTEE MEETING

April 21, 2026

1:00 p.m.

Councilman Denny Whayne Conference Room (Busch Building, 4th Floor)
840 Boonville Avenue

MEMBERS

PRESENT: Abe McGull, Chair; Heather Hardinger; and Craig Hosmer.

MEMBERS

ABSENT: Callie Carroll.

COUNCIL/ STAFF

PRESENT:

Maurice S. Jones, Deputy City Manager; Collin Quigley, Deputy City Manager; Jordan Paul, City Attorney; Amanda Ohlenselen, Director of Economic Vitality and Workforce Development; Matt Schaefer, Assistant Director of Economic Vitality and Workforce Development; Steve Childers, Director of Planning and Development; Julie Greer, Deputy City Clerk; and Michelle Kaasa, Senior City Clerk Administrative Specialist.

GUESTS: Marta Mieze, *Springfield News-Leader*.

Opening Remarks/Roll Call

Councilmember McGull, Chair, called the meeting to order at approximately 1:00 p.m. He welcomed everyone and noted the topics would be a presentation and discussion regarding the Citizens' Advisory Board realignment, and the continued discussion of the fiscal impact of development projects. He further noted Councilmember Hosmer had previously expressed his belief on how the City and development could be strategically planned.

Roll Call was conducted. Present: Heather Hardinger, Craig Hosmer, and Abe McGull. Absent: Callie Carroll.

Staff Presentation and Discussion: Citizens Advisory Board Realignment Discussion

Councilmember McGull noted the Mayor had referred a request to review the ordinance pertaining to the Citizens' Advisory Board (CAB). He further noted one of the questions involved whether individuals outside of the City could serve on the board. He expressed his belief it was an important board.

Councilmember McGull noted the Metropolitan Statistical Area (MSA) recently went over 500,000 individuals. He further noted Greene, Christian, Webster, Polk, and Dallas Counties made up the MSA for the area. He added that number was significant from an economic vitality viewpoint regarding major companies considering Springfield as a place they would like to locate and operate their business.

Councilmember McGull turned the meeting over to Maurice S. Jones, Deputy City Manager, who introduced Jordan Paul, City Attorney, as the presenter.

Mr. Paul noted in March, a presentation was given covering three issues regarding the CAB that needed to be realigned. He further noted the issues as: fixing the number of members at nine, having the Committee select the chair, and the residency requirement. He added all other terms from the previous two resolutions that passed City Council would be reincorporated. Mr. Paul noted the Committee could determine what they wanted to recommend and then it would be presented to the full City Council. He further noted the main issue for discussion regarded whether or not to allow non-voting members from outside the City. He added this concept was borrowed from the Mayor's Commission on Children. Mr. Paul noted ex-officio members would not count towards a quorum or vote but would still be considered members.

Councilmember McGull noted there would be twelve total members, and of that twelve, three would be non-voting members. He asked if those requirements put the board in compliance with requirements for other Boards and Commissions. Mr. Paul responded affirmatively. He added the three non-voting members would be serving in an advisory capacity.

Councilmember McGull asked about language in Section B, Line 105 of the proposed Council Bill draft which noted non-resident local sales tax stakeholders shall not reside in the City, but shall have worked therein for not less than one year immediately prior to the appointment. He asked if that language was carried over from the framework applied to the original CAB membership. Mr. Paul responded affirmatively. He added the Committee was free to shape the language how they wished. Mayor Pro Tem Hardinger asked if this was how other Boards and Commissions in the City operated if they had members from outside city limits. Mr. Paul responded they were all slightly different. Councilmember McGull asked what the rationale behind the language was. Mr. Paul noted the language was a carryover from the original framework that was applied and could be shaped however the Committee would like. Mayor Pro Tem Hardinger expressed her belief the purpose was most likely to have those serving on a City board or commission to have some ties to the City.

Councilmember Hosmer asked if there were any other boards or commissions with non-resident members that did not have a right to vote. Mr. Paul responded he was not aware that there were. He added the only other Board with similar framework, although they were not technically ex-officio members, was the Mayor's Commission for Children.

Councilmember Hosmer expressed his belief if the tax was paid by the citizens of the city, then a citizen should decide how to spend the tax. Mayor Pro Tem Hardinger added the purpose of having a non-resident was to get the perspective of those with a Springfield address who were outside the city limits. Councilmember Hosmer further expressed his belief that for a tax in the

city that was dedicated to things in the city, the members should be similar to other boards and commissions. Mayor Pro Tem Hardinger noted there were aspects of what the City would do with the tax that impacted those outside the city limits.

Councilmember McGull noted he was thinking in broader terms of regional government. He further noted there were things that could be done from a regional standpoint. He added there were many individuals who came into the city each day, from outside the city which impacted the infrastructure, and the money they spent in the City impacted revenues. Councilmember McGull noted when thinking in regional terms, especially with County tax or a metropolitan-wide transportation tax, those who were influential in surrounding communities could help with growth.

Mayor Pro Tem Hardinger noted there were individuals who wanted to be involved in the community that had a Springfield address but were outside the city limits. She acknowledged this was part of the reason why she agreed to include those outside the city limits in the CAB membership.

Councilmember Hosmer asked if the language as written would prohibit someone who had an address in another town from participating. Mr. Paul responded it did not; however, they would have to have worked in the city for at least a year. Councilmember Hosmer reiterated his belief that if the tax was generated in the city for City projects, the members should be within the city limits as well.

Mayor Pro Tem Hardinger expressed her belief that until conversations occurred regarding annexation, the individuals would not be within the city limits. She added she had no objection to those with a Springfield address serving on this type of board.

Councilmember McGull asked if a compromise would work, such as an individual that worked in the city but did not reside in the City. He expressed his belief that if they worked in the city then they most likely would do their shopping here as well. Mayor Pro Tem Hardinger expressed her belief it was fair if they wanted to keep individuals to the populace that paid into the tax. Councilmember Hosmer questioned why the exercise was being conducted to keep three members on the CAB. Mayor Pro Tem Hardinger and Councilmember McGull agreed it was not specifically about the three individuals in question.

Councilmember McGull asked if a new slate of members would have to be selected since the ordinance was repealed. Mr. Paul responded the way it was framed; they would be shuffling the members and were free to do so. He noted he had comparison boards, such as the Park Board, which denoted Greene County and unincorporated area, and the Airport Board, which could be incorporated or unincorporated, Greene County, Stone County, Taney County, or any other County adjacent to Greene County. He further noted the Public Utilities Board had two residents outside the City, but within the service area. Mayor Pro Tem Hardinger expressed her belief that, with that perspective in mind, it was fair to keep the CAB to only individuals that lived within the city limits because that was the constituency of the individuals paying into the tax fund. Councilmember McGull asked if that was the recommendation. Councilmember Hosmer asked if it would be the nine members and they would select their own Chair, with no non-

resident members. Mr. Paul noted he considered that as taking out 4B and further noted he would conduct a review to determine if any other language needed to be clarified for consistency. He clarified the language would be for the nine members; those members would select the Chair; and non-resident members would be stricken from the stakeholder framework. Councilmember McGull responded affirmatively and noted he would like to see a final version to review at the next meeting.

Staff Presentation and Discussion: Continued Discussion of the Fiscal Impact of Development Projects

Mr. Jones noted the next topic was a discussion of the fiscal impact of development projects and introduced Amanda Ohlensehlen, Director of Economic Vitality and Workforce Development.

Ms. Ohlensehlen noted the discussion on the topic began in January regarding how to redefine Springfield's approach to economic development moving forward and the requirement of fiscal analysis for incentive supported projects. She further noted the conversation helped outline a goal to ensure economic development decisions were proactive and plans had a clear and intentional strategy for the community. Ms. Ohlensehlen added this would allow a more holistic evaluation of projects.

Ms. Ohlensehlen noted this not only evaluated the fiscal impact, but also the contribution of projects to the quality of life of city residents. She further noted the proposal included a holistic, plan-driven approach that would directly implement ForwardSGF, the City's Comprehensive Plan, and the Economic Development chapter, which recommended developing an economic plan for the City. She added this was centered on how to strengthen and emphasize people, place, and prosperity for the future and move away from a reactive model of development. Ms. Ohlensehlen further noted this was how growth was aligned within the Urban Service Area and how reinvestment and redevelopment opportunities throughout the City and the corridors were promoted.

Ms. Ohlensehlen noted the Comprehensive Economic Development Framework also established a system to track performance effectively and to provide public transparency. She added the question was how to modernize the processes to ensure they were clear, data-driven, and transparent. She added a recommendation from the Committee would support the development of the framework and allow engagement with an outside consultant to establish best practices and incentive policy reform. Ms. Ohlensehlen noted the Committee was briefed on a budget request that was under review at that time, and this was an unfunded need. She further noted the potential next steps were to continue to engage with the outside consultant to have a holistic review of policies and incentives, and to recommend requesting potential funding from the Citizens' Advisory Board.

Ms. Ohlensehlen noted the creation of a long-term economic development plan was outlined in Chapter 8 of ForwardSGF and supported Goal 2, which targeted growth for industrial and business park areas, ensured investment expansion helped create quality jobs, and promoted reinvestment in commercial corridors and gateways. She added the goal also supported growth of neighborhood commercial hubs and investments, and encouraged innovation,

entrepreneurship, and the development of workforce development initiatives. Ms. Ohlensehlen noted the \$1 million of planning support for the effort would help with the first step of developing the comprehensive development framework which would have the potential of being built onto. She further noted additional recommendations of market studies or target areas could be proactively done, and an economic development fund which could help catalyze reinvestment for key priorities could potentially be established. She added the framework would allow next steps to be taken and staff to identify policies that could be in place for success in the future.

Councilmember McGull asked for a practical example of how the process would work. Ms. Ohlensehlen responded having an overall framework would help communicate what success would look like. She noted as projects came in that were requesting incentives, staff could understand what to evaluate transparently and how taxing jurisdictions would be impacted. She added the framework would also allow an understanding of a project's sustainability, infrastructure potential, ability to attract capital, and ability to create the right types of jobs in the right place.

Councilmember McGull noted the framework would identify assets or key areas in the community that were ripe for development and anticipate the likely success based upon the development's proximity. Ms. Ohlensehlen responded affirmatively. She added it would dovetail nicely with the Neighborhood Planning Initiative that was kicking off and help supplement and support the Neighborhood Works Plus program that was set to maximize the return on investment for the City. Ms. Ohlensehlen noted there would be opportunity to develop the comprehensive framework and have tools in place to analyze the exact action steps that would lead to success. Mr. Jones noted this would help drive development to specific areas where it was needed. Ms. Ohlensehlen noted staff could be more proactive, potentially helping with site control, then potentially attempt to attract the type of development that would make sense for the area.

Councilmember McGull asked if they were strategically identifying areas in the community and conducting an overall inventory of assets. Ms. Ohlensehlen responded affirmatively. She added asking for funding could go beyond the initial step of establishing the framework into consideration of implementation of real estate analysis.

Councilmember Hosmer asked if the \$1 million funding would bring in an outside consultant to tell the City how to develop. Ms. Ohlensehlen responded potentially, or it could be a phased effort. She noted staff had been asked to review the existing incentive policy manual. She added several proposals that had gone forward to City Council were discussed regarding what creative tools could be used to make the City more attractive to realize new capital investments and create jobs. Councilmember Hosmer asked if the consultants had worked with other cities and asked which consultants were being considered. Ms. Ohlensehlen responded staff had done research to analyze what other cities had done and would likely recommend a phased process, acting on the first step of the Comprehensive Development Plan. She noted following that would be recommendations that could bring other teams with more real estate expertise to weigh in. She added it could be phased so they would not have to wait until another budget cycle.

Councilmember Hosmer noted an example of when the City hired a consultant to address the issue of trash. He further noted in the end, the City did not go forward. Ms. Ohlensehlen responded they would implement distinct milestones and deliverables so the action steps could be realized. She expressed her belief ForwardSGF was a great plan as it set out the goals. Ms. Ohlensehlen noted this plan would have deliberate actions steps on how to achieve the goal. Councilmember Hosmer expressed his belief it would be better to use a phased-in approach and concentrate on areas that could see success. Ms. Ohlensehlen agreed and noted staff would focus on areas where success could be seen and would create momentum. She added there would be key first recommendations from the first planning efforts. This would allow for study and market analysis around the recommendations.

Councilmember McGull noted he would like to see examples of services that could be provided and how those services were provided to other communities. Ms. Ohlensehlen responded staff had not yet drafted any kind of solicitation and would want to customize that based on City Council's priorities. She added there were case examples of other communities that had used these types of resources. Councilmember McGull noted he would like to see examples.

Councilmember Hosmer asked if this would be a long-term plan. Ms. Ohlensehlen responded affirmatively. She added it would be a multi-year effort. Councilmember Hosmer asked what type of business development would be involved. Ms. Ohlensehlen responded any type of commercial development. She added there was much opportunity that had not been clearly defined, and the framework would help govern those decisions.

Mayor Pro Tem Hardinger noted there was a lot of commercial property available and further noted if the City were able to determine the best and highest use for the property, it would be beneficial to helping map out what smaller parcels could look like. Ms. Ohlensehlen noted it could entail doing some land use planning for certain areas. She added some of the financial analysis would be important to developers or investors looking at the opportunities. Mayor Pro Tem Hardinger noted the City could know if a property qualified for certain incentives or had any environmental issues. Mr. Jones noted residential development tended to follow commercial development. Mayor Pro Tem Hardinger noted it could be mixed-use.

Councilmember Hosmer noted the City could be proactive in planning for neighborhoods and businesses, and this could take some friction away between neighbors and developers. Ms. Ohlensehlen noted it would give direction and more opportunities to engage with community members. Councilmember Hosmer expressed his belief the City provided good incentives but did not disincentivize those with decaying or vacant properties. He expressed his belief these properties needed to be disincentivized and put back on the market. Ms. Ohlensehlen noted there may be ways to disincentivize but also incentivize and encourage redevelopment. She added having some capacity or resources in the right places could start momentum and catalyze an area.

Mayor Pro Tem Hardinger expressed her belief a framework could help support neighborhoods that wanted to see a certain type of development in their neighborhood. These requests could be communicated to developers. Ms. Ohlensehlen noted this proactive approach could nudge properties forward that had potentially negative hindrances attached. She added knowing what the plan was could help the City to work toward the right action steps.

Councilmember McGull asked for examples and noted he would like to keep moving this plan forward and determine a way it could work for the City. He noted if circumstances changed for a property, it would be helpful to have proactive zoning. Steve Childers, Director of Planning and Development, responded there were many aligned projects, whether the Missing Middle Pilot program or the program being discussed, that would be brought forward. He added they were getting ready to do the neighborhood plans and hopefully identify opportunity areas. He further noted there were many pieces to consider. Mr. Childers noted it had to be known if underutilized properties could be acquired, and then the potential had to be evaluated. He expressed his belief this plan would create a mechanism to identify areas of underutilized properties. He added staff could then work toward finding funding to make public improvements to support the developments.

Mr. Jones asked if land banking played a role in this. Mr. Childers responded he put the Land Bank Redevelopment Corporation at the top as a new organization that would oversee all of this. He added his vision was that the departments would support the land bank. Councilmember McGull asked if Mr. Childers was in support of the plan. Mr. Childers responded affirmatively. Ms. Ohlensehlen noted the Economic Vitality Department was working in tandem with the Planning Department and others to be intentional in prioritizing what the next steps would be. Councilmember McGull noted he would like to see several examples of consultants that had produced products that benefited a city.

Councilmember Hosmer expressed his belief that anything that could be done to expedite the process would be beneficial. Ms. Ohlensehlen noted they wanted to do more to instill confidence in investors. She added the framework could help accomplish this.

Mayor Pro Tem Hardinger expressed her belief the framework could open up more opportunities to develop tools that would work for the City. She added it would also be beneficial to help individuals make their own investments in their neighborhoods.

Mr. Jones noted they would keep the topic on the agenda and bring examples for the Committee to review at the next meeting. Councilmember McGull noted he would like examples along with a draft of the ordinance from the City Attorney.

Adjournment

Mayor Pro Tem Hardinger moved to adjourn. Councilmember Hosmer seconded the motion, and it was approved by the following vote: Ayes: Hosmer, Hardinger, and McGull. Nays: None. Absent: Carroll. Abstain: None.

The meeting adjourned at approximately 1:54 p.m.

Prepared by Michelle Kaasa