City Council Study Session

Dear Citizen:
Welcome to our City Council Study Session. As the name implies, City Council Study Sessions are an opportunity for the City Council to study issues facing the City. It is a time for the City Council to receive information from the invited presenters. Study Sessions are intended to provide the City Council with information on current City matters, to educate on new ideas, or to address regulatory impacts. From time to time, Study Sessions will include discussions of mutual interest with a City partner.

In these meetings, the City Council listens, learns, asks questions, and formulates City policy and direction on how the City should proceed. Citizens are welcome to attend these Sessions to learn alongside the City Council. If you have questions or would like to provide feedback on any Study Session topic, the City Council is available after the meeting or can be reached via email at kvcouncil@kirksville.gov. The City Council also welcomes visitors to its regular meetings, held on the first and third Mondays of each month at 6:00 pm, except for the Study Sessions held in September and November, which begin at 4:00 pm.

The City Council thanks you for your attendance and invites all citizens to listen and learn with them.

Online Viewing: https://www.youtube.com/user/KirksvilleCity

SESSION DATE: October 19, 2026

TIME: 6:00 pm

PLACE: Council Chambers

Tentative Agenda:

- Review K-REDI Work Plan
- Water Rate Information
- Class and Compensation Summary Report
- Municipal Code Changes – including Data Centers and Dilapidated Structures
- Proposed 2027 Sole Source List
- Reports
    - Risk Management
- Newsletter Review

REVIEW K-REDI WORK PLAN

The City has contracted with Kirksville Regional Economic Development (K-REDI) to provide economic development services to the City of Kirksville. In addition to these services, K-REDI is to present a work plan to the City Council thirty (30) days before the start of each calendar year.

Anastasia Tiedemann, K-REDI Executive Director will be in attendance to present K-REDI's work plan.

Along with the work plan, K-REDI is also to provide the City with a summary assessment of the Executive Director's performance. The City Manager reached out to presidents of

both K-REDI and the Missouri Rural Enterprise and Innovation to remind them about the evaluation. Both presidents felt that an evaluation for this past year was not needed due to satisfactory performance.

Following is a Report from Ms. Tiedemann followed by the K-REDI Work Plan.

KIRKSVILLE CITY COUNCIL STUDY SESSION ATTACHMENT

DATE: October 19, 2026

SUBJECT: K-REDI workplan

CITY DEPARTMENT:

PREPARED BY: Anastasia Tiedemann, Executive Director

Kirksville Regional Economic Development, Inc. (K-REDI) is a public-private partnership dedicated to strengthening the region's economy through business attraction, expansion, workforce development, and entrepreneurship. The City of Kirksville, as well as local business memberships provide the financial support for the organization. Currently the City of Kirksville funds the organization at $100,000 a year, pays a quarter of the administrative assistant (Amy Konwinski), and allows the use of the building with utility and janitorial support.

Presentation of K-REDI Work Plan

Guided by K-REDI's strategic plan, our efforts align closely with the City's *THINK Kirksville 2040 Comprehensive Plan*, particularly its priorities of expanding the local economic base, creating quality employment opportunities, supporting existing businesses, encouraging entrepreneurship, and strengthening workforce readiness. K-REDI works alongside the City of Kirksville, local employers, educational institutions, and regional and statewide partners to advance these shared objectives and position Kirksville for sustainable economic growth.

The 2027 K-REDI Work Plan puts these long-term priorities into action through four areas of focus: business attraction and site readiness; existing business growth and workforce development; entrepreneurship and innovation; and strengthening Kirksville's competitive position. Building on progress made in 2026, the plan emphasizes targeted business recruitment, stronger employer relationships, workforce partnerships, access to entrepreneurial resources, and strategic marketing. Each priority includes measurable performance goals to track progress and demonstrate results. Together, these efforts support the City's broader vision for economic prosperity while ensuring K-REDI remains focused on practical opportunities that encourage investment, create and retain jobs, and strengthen Kirksville's economic future.

Vision: "Fostering Economic Growth and Innovation": To drive sustainable economic growth and innovation by leveraging local strengths, fostering partnerships, and creating opportunities for businesses and the community.

1. Strengthen Business Attraction and Site Readiness

Objective: Strengthen Kirksville's competitiveness for recruitment and expansion.
Market available industrial and commercial properties with current site and utility information.

Partner with the City on industrial site readiness and respond to qualified recruitment inquiries.

Develop targeted outreach for industries that fit Kirksville's available sites, infrastructure, workforce, and regional supply chains rather than pursuing projects that are structurally incompatible with local assets.

Maintain relationships with Missouri Partnership, DED, utilities, site selectors, brokers, regional partners, and foreign-direct-investment contacts.

2027 Performance Goals: Respond to 100% of qualified leads; Conduct 12 targeted outreach contacts with prospective businesses, brokers or site selectors; Maintain current site and utility information for all publicly marketed properties.

2. Foster Existing Business Growth and Workforce Development

Objective: Help employers expand and address hiring and retention challenges.
Conduct business retention and expansion visits and follow up on identified needs.

Connect employers with training, student talent pipelines and childcare/workforce partners.

Build a repeatable talent-pipeline model connecting local employers with students and emerging workers through tours, speakers, internships, apprenticeships, job shadowing, and career events.

Support childcare capacity and other workforce-support initiatives where they directly affect employee recruitment and retention.

2027 Performance Goals: Complete 6 BRE visits; coordinate 4 workforce activities; establish 1 student-to-employer program; and assist 2 businesses expansion or retention projects.

3. Grow Entrepreneurship, Innovation & Business Development

Objective: Support business formation, innovation and access to capital with MREIC and SBDC.
Provide counseling, training and financing referrals.

Grow the technology entrepreneur pipeline and increase Square 1 utilization.

Strengthen referral and collaboration systems among K-REDI, MREIC, SBDC, Show-Me Network and local entrepreneurship partners.

2027 Performance Goals: Meet or exceed SBDC performance goals; Identify and engage 4 prospective technology entrepreneurs; Increase Square 1 membership by at least 4 paying members or tenants.

4. Strengthen Kirksville's Competitive Position and Economic Development Visibility

Objective: Communicate Kirksville's strengths and advance development partnerships.
Use updated website, data and marketing materials for targeted outreach.

Collaborate on redevelopment, housing, infrastructure and regional opportunities.

Maintain a visible state and regional presence where it creates recruitment leads, resources, funding, partnerships, or useful intelligence for Kirksville.

Implement a focused marketing/outreach strategy built around Kirksville's strongest, supportable business case: workforce, education, healthcare, infrastructure, regional reach, business access, and quality of life.

2027 Performance Goals: Conduct 4 targeted marketing or business attraction outreach initiatives; Participate in 4 strategic state, regional or national economic development events; Advance at least 2 collaborative projects addressing redevelopment, infrastructure, housing, or other economic development priorities.

2026 Progress Snapshot (through September)

Business Attraction & Site Readiness

- Responded to 17 leads/RFIs.
- Updated website information using the Raise the Bar guidelines and worked to improve the online inventory of available commercial/industrial properties. (ongoing)
- Opportunity Zone applications advanced.

Business Growth & Workforce Development

- Talent pipeline discussions involved NRMC, Cenveo, Hartzell Hardwoods, and Kraft-Heinz.
- Working with education/workforce partners on student-to-employer connections.

Entrepreneurship, Innovation & Business Development

- By June, the SBDC was meeting or exceeding all but one annual performance goal for the year.
- Continue to promote Square 1 and our Revolving Loan Fund.
- Provided entrepreneurship education and outreach through in-person and virtual trainings.
- Fostered targeted partnerships with organizations to educate students, community members, entrepreneurs and small business owners about our services and other topics important to their success.
- Continued monthly technology-ecosystem discussions and represented Kirksville at state, regional, entrepreneurship, rural prosperity, economic development, and investment events.

Strengthen Kirksville Competitive Position and Economic Development Visibility

- Collaborated with the Office of Entrepreneurship, Missouri Office of International Trade, and the SBA on listening sessions and trainings for our entrepreneur community.
- Hosted and engaged statewide/regional groups in Kirksville, including Leadership Northeast, and participated in the Federal Reserve Bank Rural Prosperity Listening Session.

WATER RATE INFORMATION

Each year, the City takes time to review the rates charged for all its utilities: water, sewer, and stormwater. Over the years, assistance in determining rates has been given by consulting engineers, like HDR, who worked with the City on necessary wastewater plant improvements to comply with state and federal permits, and Bartlett & West who developed a comprehensive plan to allow the City to begin addressing stormwater issues; to consultants, whose sole purpose is to review rates and establish a rate structure that makes sense for the community, like Carol Brown and Associates, who evaluated our rates presenting the rate structure used today with the service availability fee and consumption

rates or volume rates.

Lacy King, Finance Director has provided an annual review of the utility needs with the City Council for many years. Appreciation is expressed to Ms. King for her work, as this responsibility had belonged to the Public Works Director or the City Engineer in the past. Adam Dorrell, Public Works/City Engineer has now assumed the responsibility for reviewing, evaluating, and calculating rates proposed to meet the operational and capital needs for each of these infrastructure systems. The needs of the system are determined based on upcoming permit requirements, future capital needs identified by the department, and operational costs. All this information, along with the number of users, the volume of use, water loss rates, and other relevant factors, is evaluated and factored into the proposed rates. The rates are then reviewed and discussed with the City Manager, and a final proposed rate is presented to the City Council.

The review for this Report is focused on water rates. Why? How the City calculates water rates is more complicated than the rates for wastewater or stormwater operations. A thorough review and explanation of the following will take place on Monday and will include recommendations from City staff. Topics to be reviewed: Rate Structure – move from a declining rate structure and incentive to use water to a flat rate for all volumes; Revise the service availability fee using the American Water Works Association recommendations; Determine the future of the special industrial rate; and discontinuation of the water shut-off process establishing a minimum bill for all potential users of the water system.

A public hearing on the City's rates will be held on Monday, November 9. Rate information for wastewater and stormwater will be provided to the City Council prior to the public hearing.

As a reminder, the State of Missouri, for our participation in the State Revolving Loan Fund program, requires the City to adjust rates accordingly to ensure that the system is sufficiently managed. In addition, Section 40-187 of the City's Code of Ordinances requires an annual review of these rates.

The following Report has been prepared by Public Works Director/ City Engineer Adam Dorrell. Please consider the information provided and consider providing support for staff's recommendations.

KIRKSVILLE CITY COUNCIL STUDY SESSION ATTACHMENT

DATE: October 19, 2026

SUBJECT: Water Rate Structure

CITY DEPARTMENT: Public Works

PREPARED BY: Adam Dorrell, Director of Public Works

Purpose: This study session reviews how the City charges for water and asks for Council direction on changes to the water rate structure. Information on the proposed wastewater and stormwater rates will be provided in a report and given to the City Council ahead of the

public hearing set for Monday, November 9, 2026. Please note, the proposed rates for these two operations will model existing rate structure in place for wastewater and stormwater.

Water is billed in cubic feet (CF). 100 CF equals 748 gallons, and a typical household uses about 700 CF (about 5,200 gallons) per month.

The City's current rate structure is what is termed a declining rate structure. Our current rates are:

Monthly Service Availability Fee	$11.26*
First 2,000 CF (per 100 CF)	$4.27
Next 98,000 CF (per 100 CF)	$3.75
Over 100,000 CF (per 100 CF)	$3.47
Special Industrial Rate over 400,000 CF (Kraft Heinz only)	$1.00

* Fee shown is for a standard 5/8-inch meter; larger meters pay more

Data shows that our gross water revenue ($4.5 million) has remained relatively flat over the previous 9 years while our Operation and Maintenance expenses have increased approximately 53% over that same timeframe. These expenses include: personnel, chemicals, utilities, system and facility maintenance, vehicles and fuel, lab and testing, contractual services, and supplies.

Items		2017	2025	Change	% change	Annual rate
Water bill - 200 cf		17.70	19.40	1.70	9.60%	1.15%
Water bill - 700 cf		36.35	39.75	3.40	9.35%	1.12%
Water sales revenue		4,279,079.61	4,520,903.53	241,823.92	5.65%	0.69%
Water O&M		1,762,837.33	2,701,749.14	938,911.81	53.26%	5.48%
Management fee		213,953.98	226,045.18	12,091.20	5.65%	0.69%
PILOT		213,953.98	226,045.18	12,091.20	5.65%	0.69%
Water debt service		533,993.25	538,572.38	4,579.13	0.86%	0.11%
Total water cost (O&M + fees + debt)		2,724,738.54	3,692,411.87	967,673.33	35.51%	3.87%

The biggest drivers to this increase are the Personnel, Chemical and Facility Maintenance costs

COST DRIVERS 2017-2025

Category	2017	2025	Change	% change	Share of increase
Personnel	$1,141,977	$1,672,485	$530,508	46%	56.5%
Chemicals	$190,895	$360,917	$170,022	89%	18.1%
Electricity, gas & telecom	$179,667	$212,462	$32,795	18%	3.5%
System & facility maintenance	$98,176	$197,853	$99,677	102%	10.6%
Vehicles & fuel	$90,006	$116,499	$26,493	29%	2.8%
Lab & testing	$27,434	$48,366	$20,932	76%	2.2%
Contractual services	$15,238	$48,355	$33,117	217%	3.5%
Supplies	$19,443	$44,811	$25,368	130%	2.7%
Total water O&M	**$1,762,837.33**	**$2,701,749**	**$938,912**	**53%**	**100.0%**

Looking at 2025 data, we produced approximately 115,342,000 CF of water. Our 2025 non-revenue water was 18.1% (water used for flushing, leaks, fire response, and city facility water). Our total revenue water was approximately 94,514,000 CF. Our cost to produce and distribute water including operation and maintenance costs, management fees, payments in lieu of taxes, and debt service, but excluding capital expenses was $3,692,000. Based on the revenue water and expenses, minus capital, the cost to cover these expenses based on water usage is $3.90 per 100 CF of water sold.

Work on the 20-Year Operation and Maintenance Facility Plan is not yet completed but to date several items have been identified through this process that are in need of maintenance and replacement including next year's meter replacement project, major rehabilitation projects on both the High School and South water towers, replacement of 12-inch cast iron water mains that have reached the end of their useful life, and regular maintenance to facilities such as the filters, valves, meters, and pumps in Water Treatment Plant. Using the Missouri Department of Natural Resources' (MDNR's) recommended spreadsheets for budget planning, when these projects are totaled and the cost spread out over 20 years, approximately $2.3 million per year will need to be set aside for these future capital needs. Adding this $2.3 Million to the $3.692 million to cover the cost of water production and distribution will require revenues of approximately $6,000,000. This is a preliminary number as we will be refining the needs and potential costs at the conclusion of the Facility Planning process. We will also be exploring options to fund future projects with MDNR State Revolving Fund Low Interest Loans (SRF) and grants. Application for loan or grant would require voter approved bonding capacity.

Our declining rate structure puts more burden on costs coverage on our smaller water consumers. Under the current structure, the smallest users pay $4.27 per 100 CF while the largest users pay $3.47 per 100 CF for the same water. Moving to a flat rate, where every customer pays the same price per 100 CF, would establish a more equitable structure amongst all users to cover costs.

The table below shows the effect of a flat rate using the 2025 water use and that $3.90 per 100 CF amount which excludes funding for capital and no change to the service availability fee.

Customer	Current	Flat $3.90	Change
Minimum bill (200 CF), monthly	$19.80	$19.06	-$0.74 (-3.7%)
Typical household (700 CF), monthly	$41.15	$38.56	-$2.59 (-6.3%)
Adair County PWSD #1, annual	$1,080,166	$1,179,819	+$99,653 (+9.2%)
Kraft Heinz, annual	$266,318	$286,620	+$20,302 (+7.6%)
Truman State University, annual	$251,536	$258,251	+$6,715 (+2.7%)

In this example, total revenues would stay about the same as the 2025 revenues. However, as an example, this demonstrates to the City Council how a flat rate would impact our customers. A flat rate shares costs more evenly. Keep in mind that this is an example and does not address the capital requirements.

In 1990, as an incentive, the City and Oscar Mayer Foods, now Kraft Heinz Company entered into an agreement that established a special industrial rater for water consumption in excess

of 400,000 CF per month. The rate was established solely on the cost for water treatment less personnel expenses and was intended to be in place for 10 years. This rate should have terminated in 2000, but was retained and is currently $1.00 per 100 CF. In 2025, the discount received by Kraft Heinz was approximately $84,000, down from a $147,000 discount in 2023 and a $122,000 discount in 2024. Keep in mind that the costs excluded in the discounted rate are borne by the balance of the water system users. If the City were to want to retain this industrial incentive, due to is strong support for economic development and job creation, should the City consider funding this incentive through a contribution from another City source – Economic Development Sales Tax or the General Fund.

Year	Total CF	Industrial CF	Charge with Special Rate	Charge without Special Rate	Special Rate Discount
2023	12,121,376	6,571,597	$237,458.17	$384,924.81	$147,466.64
2024	12,118,422	5,422,910	$265,298.75	$386,988.85	$121,690.10
2025	9,901,745	3,560,528	$249,476.00	$333,468.85	$83,992.86
		Total	**$752,232.92**	**$1,105,382.51**	**$353,149.59**

Service Availability Fee

The American Water Works Association (AWWA) has a recommended multiplier for increasing the service availability fee based on the size of the water meter. This multiplier is based on the volume of water that can pass through each meter. Our service availability fee does not follow this method. Below is a chart that shows the City's current availability fee compared to the AWWA recommended method.

Meter size	Current	AWWA Meter Equivalent	Recommended
5/8"	$11.26	1.0	$11.26
3/4"	$11.26	1.5	$16.89
1"	$12.62	2.5	$28.15
1-1/2"	$14.87	5.0	$56.30
2"	$24.77	8.0	$90.08
3"	$49.54	16.0	$180.16
4"	$77.91	25.0	$281.50
6"	$154.45	50.0	$563.00

This method distributes the costs more proportionately across the system based on consumption and volume capacity. This would not impact a standard residential customer. Through our meter replacement plan, we will be eliminating the ¾" and converting those meters to the 5/8", establishing the largest number of customers with the least impact in costs for service availability fees.

Meter Size	Number of Meters
5/8” and ¾”	7,041
1”	186
1-1/2”	53
2”	106
3”	42
4”	23
6”	1

Increasing these fees to the recommended amounts would have the greatest impact to Truman State University (37 accounts), A.T. Still University (15 accounts), and the Kirksville R-III School District (14 accounts). Truman would see an increase of $48,931 or 20% of its total water bill, ATSU would see an increase of $36,199 or 34%% of its total water bill, and Kirksville R-III would increase by $20,944 or 45.8% of its total water bill. Other users such as The Crossing, Callyn Heights Apartments, and Baltimore Meadows all have large diameter meters with low consumption so the service availability fee would be higher than the consumption. If implemented, all of these customers could request to downsize meters, as a way to mitigate their costs. Fully phased in, the AWWA multipliers would add approximately $276,000 per year in revenue.

Inactive Meters

The premise behind the service availability fee is that potential customers expect the system to be maintained and available if and when they want water. There were 368 meters that were shut off for some period of time in 2025. . This totaled 1,434 missed months of uncollected fees. If these months were billed with the service availability fee and 200 CF minimum then we would have collected an additional $29,000. In addition, there were 403 meters that were never billed in 2025. We are currently investigating the status of these meters to determine the status of these locations: no structure, lot combination, vacant house or business, etc. Assuming half of these meters are still in place and available to serve a resident or business, we would have collected an additional $49,000.

The expectation that we have water available with a turn of a valve is something people expect, and therefore, there should be an assessed fee to ensure this expectation. This would mean that the City, would still assess a minimum utility bill to the property owner. An added benefit, to this policy would be reduce maintenance costs and damage to existing meters and the curb stop, and a significant reduction in staff time that could be spent on repairs and maintenance that are set aside. Consider this – to shut off or turn on a meter, it requires the property owner and at least one City employee to be present, transportation to the site, and office personnel for scheduling and administrative functions. If you think about the 368 meters that were shut off for some period of time in 2025, this meant 736 trips requiring at least 30 minutes of time. That’s a total of 368 hours for an employee who works 2,080 hours, 18% of the employee’s work load. Staff time alone could be used on things like the lead service line warranty program, working with property owners on efforts to make meters accessible, leak detection efforts, utility locates, etc.

Summary

Taking in to account all that has been outlined above. The table below summarizes how much of the approximately $1,500,000 annual gap the recommendations below would address.

Item	Estimated Annual Revenue
AWWA service availability fee multipliers (fully phased in)	$276,000
Special Industrial Rate discount – either eliminated or funded through General Fund or Economic Development Sales Tax	$84,000
Extend minimum billing to all meters whether in use or not	$78,000
Subtotal	$438,000
Water Sales Revenue	$4,520,903
Total Estimated Revenues	**$4,958,903**
Total Estimate Revenue Required	**$6,000,000**
Balance to be addressed through Rate Increase	**~$1,000,000**

***Note** – The City will make its last water fund debt payment in 2028, increasing available resources by approximately $500,000.

Recommendations:

- Eliminate the declining rate structure in favor of a flat-water rate per 100 CF.
- Adopt the AWWA recommendations for the multiplier to the service availability fee.
- Determine the future of the Special Industrial Rate.
- Cease the water shut off process and establish a minimum utility bill for all potential users of the water system.

CLASS AND COMPENSATION SUMMARY REPORT

In September of last year, a presentation was made asking the City Council to consider funding a classification and compensation study. The current plan has been in place since the mid-1990s and since this time, there have been several changes to this original plan.

The goal of this study was to provide a clear, data-driven roadmap that supports our employees well in to the future, and to have this plan in place as the City transitions its operational leadership.

An executive summary will be given on Monday, by Human Resources Director Krystle Daniels, who led the City's class and compensation effort. The summary is based upon the work provided by PayPoint HR.

KIRKSVILLE CITY COUNCIL STUDY SESSION ATTACHMENT

DATE: October 19, 2026

SUBJECT: Classification & Compensation Study

CITY DEPARTMENT: Human Resources

PREPARED BY: Krystle Daniels, Human Resources Director

The City of Kirksville contracted with Paypoint HR to conduct a comprehensive classification and compensation study. The purpose of the study was to evaluate the City's existing pay structure, job classifications, and compensation practices to ensure wages are fair, internally consistent, and competitive with the external labor market. The study also provides an opportunity to establish a pay structure that supports the City's ability to attract and retain qualified employees.

Study Overview and Market Analysis

As part of the study, Paypoint HR conducted a market analysis by surveying comparable organizations. These organizations were selected based on factors such as population, geographic proximity, cost of living, median household income, and housing costs. The City received 24 survey responses related to wages and 18 responses related to benefits. The study included approximately 165 employees across 92 job classifications.

In addition to the external market analysis, Paypoint HR evaluated the duties, responsibilities, and requirements of each position to determine appropriate placement within the proposed pay structure. This approach considers both internal equity and external market competitiveness, helping establish a
fair and consistent pay structure.

Proposed Pay Scale and Financial Impact

Based on the market analysis and compensation data collected in 2026, Paypoint HR developed a proposed pay scale for the City. The proposed scale includes 47 pay ranges, including 7 ranges designated for Fire and 9 for Police, which have separate pay scales. While not all ranges are currently assigned to a position, the structure provides flexibility to accommodate future positions, organizational changes, and growth. Current positions fall within Ranges 2 through 25.

The proposed scale also allows 7 positions that are currently outside the City's established pay scale to be incorporated into the new structure, creating greater consistency in how positions are classified and compensated. Beyond the initial implementation, the study will provide the City with a framework for evaluating positions and making future compensation decisions. Paypoint HR will also provide training, tools, and documentation to assist City staff with ongoing administration, market comparisons, and maintenance of the pay structure.

Under the proposed implementation, no employee will experience a reduction in pay. Employees will be placed at the closest step on the new pay scale that is equal to or greater than their current rate of pay.

Implementation of the proposed pay scale would result in an estimated increase of $417,197 in annual wages, including the progression through steps. When factoring in the City's 2027 LAGERS retirement contribution rates, the total additional expense would be approximately $138,000. The proposed pay scale and associated costs will be incorporated into the 2027 budget for Council consideration.

Employee Communication and Implementation

If Council is agreeable to moving forward with the proposed pay scale, staff will begin communicating the changes to employees. The notification process will include:

- Providing written correspondence to all employees outlining the proposed changes and implementation process.
- Meeting with union representatives to review the proposed scale and discuss any applicable considerations.
- Meeting individually with employees, upon request, to review their placement on the new pay scale and address any questions.

The goal is to ensure employees understand the new pay structure, how their individual placement was determined, and what to expect during implementation.

MUNICIPAL CODE CHANGES

The focus this quarter on municipal codes changes will be on the proposed data center ordinance that was reviewed by the Planning and Zoning after the Commission hosted a public hearing to obtain community input on the ordinance.

Before reviewing this proposed ordinance, a couple of other ordinance changes that the City Council is asked to consider are as follows:

ONE – the City has been asked repeatedly why there is nothing being done about the old burned-out hotel south of the city limits on Business 63. The answer has always been, it is outside the city limits and the City has no authority. The City Manager began investigating what could be done were there any available options. Two potential solutions were found. The first was through action of the Missouri Highway Commission, who can affect change regarding licensed and unlicensed junk yards. It was learned pretty quickly that MoDOT does not regulate junkyards along business 63. The second solution was through RSMo 71.780 which extends authority of a city to declare a nuisance and to abate properties within ½ mile of the city limits. The old hotel is within this allowed area, but before any actions could be taken, the City Council would need to approve an amendment to Chapter 24. Nuisances. Sec. 24-3. Enforcement.

The specific section that would need to be modified is as follows:

(c) Declaration of violation as nuisance. It is hereby declared to be an ordinance violation as a nuisance for any owner of real property, lessee, occupant, or any agent, representative or employee of such owner having control of any occupied or unoccupied lot or parcel of land within the city **or within one-half (1/2) mile of the corporate city limits of the City of Kirksville**, to permit weeds, noxious weeds, indigenous (native) grasses (not including ornamental grasses), grass or obnoxious growths of vegetation to grow without control or fail to mow or otherwise cut down, mow or regularly control such growth in violation of subsection (a) of this section, or permit the accumulation of trash as prohibited in subsection (b) of this section. Violations of this subsection may be prosecuted in municipal court. Any person who violates this section shall, upon conviction, be punished as provided in section 1-8.

It would then be incumbent upon the City to follow the administrative warrant process and then abate the nuisance. The City could move slowly on the abatement process.

TWO – The City Council discussed interest in a City staff plan for the City to assume responsibility for private sewer mains that were located within City right-of-way. Current policy allows for acceptance of sewer mains from private individuals so long as these mains meet current City standards/specifications. In order for the City to move forward with accepting private sewer mains into its inventory that are located within the City right-of-way, the City's municipal code requires modification. In addition, to these sewer mains within the right-of-way, we have learned that there are a few private sewer mains located with public easements. Since they are in existing easements dedicated for public use, staff also suggests that these mains be included in this effort.

The current code includes language found in Chapter 40. Sec. 40-387 - Acceptance of private sewer mains. It is proposed that a Sec. 40-388 – Exceptions to Sec. 40-387 be added to the code.

The language would read as follows:

Sec. 40-387. – Exceptions.

The Public Works Director may vary the requirements for sewer main acceptance so long as the following conditions exist:

A private sewer main is located wholly within an existing city right-of-way; or
A private sewer main is located wholly within an existing public easement.

The next proposed ordinance changes are more extensive and have been developed based on significant research. The first change affects much of Chapters 34 – Subdivision. This Chapter of the City's Code was reviewed by Attorney Paul Rost, a few years ago and has sat due to turnover and changes in the City Planner position. The second is Chapter 44 – Zoning, more specifically regarding data centers. This change is more recent and one that has been developed as a result of external developments and public input. Following are staff reports and ordinance changes for both chapters provided by City Planner Diane Albrecht .

KIRKSVILLE CITY COUNCIL STUDY SESSION ATTACHMENT

DATE: October 19, 2026

SUBJECT: Chapter 34 Amendments – Subdivision Regulations

CITY DEPARTMENT: Community and Economic Development

PREPARED BY: Diane Albrecht, City Planner

City Council has requested that staff prepare revisions to the City's Municode, Chapter 34 – Subdivision Regulations. In late 2022, Staff consulted with Paul Rost, of Cunningham, Vogel, & Rost, who provided recommendations for these revisions. Mari E. Macomber, City Manager; Ashley Young, Community and Economic Development Director; and Adam Dorrell, Public Works Director and City Engineer, then contributed their recommendations over the course of 2023.

The proposed revisions being presented tonight are a composition of all contributors, as well as City staff. This draft, following review of those who contributed and Council's contributions this evening, as well as formatting corrections, will be presented to the Planning and Zoning Commission (P&Z) at the November 4, 2026, meeting for recommendation of approval, with any amendments, to Council.

As you can see, the proposed amendments are very extensive. In addition to edits made for consistency, clarity and specificity, duplicate sections were removed (sidewalks) and tighter language added to most all requirements. Of note, a section was created to address condominium plats.

Pending the recommendation of P&Z, a final version of the amendments will be brought in ordinance form to Council for approval. Before taking action, Council is required to conduct a public hearing.

Citizen Impact:

Fiscal Impact: There will be no direct to the City with these amendments.

Chapter 34 Subdivision Regulations

KIRKSVILLE CITY COUNCIL STUDY SESSION ATTACHMENT

DATE: October 19, 2026

SUBJECT: Chapter 44 Amendments – Data Centers

CITY DEPARTMENT: Codes and Planning

PREPARED BY: Diane Albrecht, City Planner

City Council has requested the Planning & Zoning Commission (P&Z) review and recommend zoning amendments regulating data centers. Council passed a Resolution at the July 27, 2026, City Council Meeting declaring Council's intent to work with the Commission to determine land use standards and zoning regulations. On August 12, 2026, P&Z held a Study Session to discuss and make recommendations to City staff. Based on these recommendations, as well as additional research and input from Council discussion, the City Attorney, Missouri Municipal Leagues, and utility providers, Staff drafted proposed revisions for the Commission's consideration on September 16th, following a Public Hearing.

During the September 16th Public Hearing and Meeting, over 50 citizens attended, with several speaking throughout the evening. One proponent was a local labor union representative, who stated local union workers would like to considered should development begin. Several others spoke in opposition to data centers, with many asking for a ban or moratorium. The Commission approved four amendments to the proposed regulations including two drafting errors, adding solid waste management plans, and the details of required reporting. The final recommendations, as approved by the Planning & Zoning Commission with a 7-0 vote (with two absences and zero abstentions) are being presented at tonight's Study Session. Please note, under "Community Outreach" on page eight of the

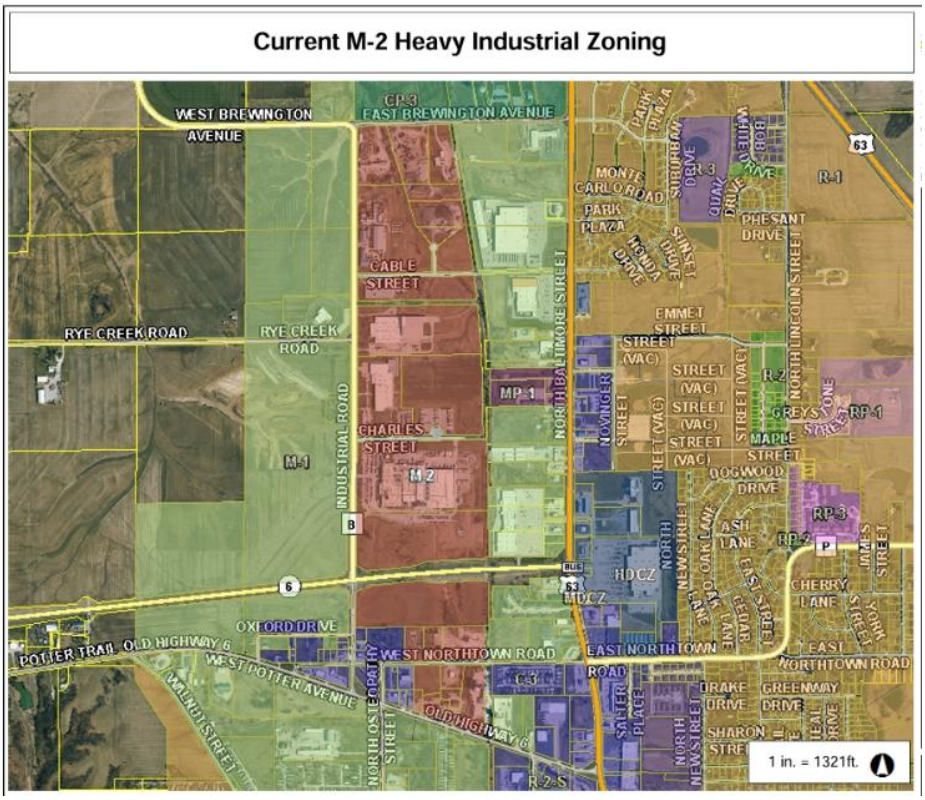
proposed ordinance and edit has been made since this meeting for statutory compliance. The edit appears in red and concerns protests, pursuant to RSMo. 89.060.

To recap prior discussion, data centers are not currently listed on the City's Permitted Use Table. This lack of definition means the use is currently unregulated, and property can be developed "by-right", regulated only by any restrictions already in place. Allowing by-right data center development, as opposed to the project coming to the legislative body, is not something Council feels is in the best interests of the community. While no developers have approached the City, this zoning amendment proactively establishes a framework, ensuring future development aligns with the Comprehensive Plan and protects the interests of Kirksville residents. As has been emphasized, the City has no authority over any development that might occur in the County, which has no county-wide zoning or building regulations.

City and County residents have expressed concerns focused on water consumption, electrical grid impacts, environmental impact, and potential health risks. Several residents requested a complete ban or a development moratorium. The Missouri Municipal League (MML) advises against a complete ban on data centers, as a total prohibition introduces legal vulnerability for the City. Another suggestion has been to establish a moratorium. A moratorium would not negate the rules currently in place that allow data centers and opens the City to potential liability as well. At least two cases are active in Missouri regarding moratoriums against data centers – Springfield and Benton County.

The proposed revision established that data centers will be permitted only in the M-2 Heavy Industrial zone, which is not adjacent to residential areas, while also requiring a Special Use Permit outlining setbacks, buffers, screening, and environmental impact concerns, among other requirements. Staff has reviewed concerns expressed by citizens, the Commission, and City Council, and has addressed these in the proposed revision to Chapter 44 – Zoning. Also of note, Section 44-143 of the City's Municipal Code states "M-2, Heavy Industrial land uses shall be permitted only by approval of the City Council, after report from the county health department, fire department, and the planning and zoning commission," setting precedence for more stringent regulations.

Zoning regulations "shall be made in accordance with a comprehensive plan" per RSMo. Section 89.040. The Current Land Use and Future Land Use Maps within the City's *THINK Kirksville 2040 Comprehensive Plan* indicate this type of use would be appropriate for the M-2 zoned districts, being compatible with neighboring land use supporting the overall small-town feel of Kirksville. Thoughtfully crafted legislation concerning the regulation of data centers can protect the community's resources, health and well-being, while adding to the City's revenue and infrastructure, which aligns with Chapters 3, 5 and 6 of the Comprehensive Plan. Following is the zoning map of the M-2 Heavy Industrial Zone in burgundy. Of note: there are a very few undeveloped small parcels, excluding land owned by the City, one tract of which is committed to development of facilities for the Kirksville Fire Department.



The City Council has been very clear of the intention to remain completely transparent throughout this process. Following tonight's Study Session, the proposed amendments will be brought back to Council at the October 26th meeting.

Ordinance Provisions

Chapter 44. Sec. 44-1. - Definitions shall be amended as follows:

Data center or data warehousing facility means a secure facility whose primary service is data processing or data storage, and is used to house computer systems and associated components, such as central processing units, graphical processing units, neural networks, quantum bits, quantum processors, memory, data routing, data storage, server farm, bitcoin mining, crypto processing, virtual private networks, virtual servers, artificial intelligence training or processing, image processing, cloud computing, email servicing, a telecom hotel, telehouse co-location, or any other term applicable to facilities which are used for such purposes shall be deemed to be a data center.

Data Center Accessory Use: Ancillary uses or structures secondary and incidental to a Data Center use, including but not limited to: administrative, logistical, fiber optic, storage, and security buildings or structures; sources of electrical power such as generators used to provide temporary power when the main source of power is interrupted; electrical substations; utility lines, domestic and non-contact cooling water and wastewater treatment facilities; water holding facilities; pump stations; water towers; environmental controls (air conditioning or cooling towers,

fire suppression, and related equipment), and security features, provided such Data Center Accessory Uses/structures are located on the same tract or assemblage of adjacent parcels developed as a unified development with a Data Center. The use shall not include energy generation systems used or intended to supply power to the Data Center during normal operations.

Decibel (dB) means a decibel (dB) is ten (10) times the common logarithm of the ratio of two power terms expressed in the same units of power. This is a mathematical tool used to measure sound and vibration.

Manufactured Engineered Non-Residential Unit (MENU) means an engineered structure, non-residential in use designed for data centers. MENUs must meet the same Special Use Permit requirements as data centers.

Maximum Power Demand: The facility's highest level of connected electricity load for critical IT and building systems and equipment, as set by a single contract with an electric service provider.

Noise Disturbance means any sound which: (a.) Endangers or injures the safety or health of humans or animals; or (b.) Annoys or disturbs a reasonable person of normal sensitivities; or (c.) Endangers or injures persons or real property.

Public Impact Agreement: A binding contract for the purpose of protecting the health, safety, and welfare of the residents of the City.

Renewable Energy: Energy derived from wind, solar, geothermal, or other non-depleting sources of renewable energy.

Server room: An accessory facility with less than 1 megawatt in Maximum Power Demand that supports routine functions of the primary use. Server rooms are not subject to the requirements of this Article.

Sound Pressure Level (SPL) means the sound pressure levels stated in dB units referenced to 20 micropascals, with a C frequency weighting and measured as Leq (equivalent continuous sound level) over a 15-minute measurement period (reference ANSI S1.4/IEC 61672 and IEC 801-22-16). This refers to the strength of the soundwave.

Section 3. Chapter 44. ARTICLE IV. – PERMITTED USES shall be amended as follows:

1. Sec. 44-126. - Permitted Use Table shall be amended as follows:

USES	DISTRICTS																		Additional Conditions
	R-1	R-2	R-2-S	R-3	R-3-S	R-4	R-4-S	RP-5	OP-1	C-1	CBD	C-3	M-1	M-2	CMD-SQ	CMD-G	CMD-C	CND-MF	CND-SF	
INDUSTRIAL, RESEARCH, AND TECHNOLOGY USES																				
Data center or data warehousing facility < 250,000 sf														S						Sec. 44-145

2. **Sec. 44-145. – Data Centers**
    a. **Data centers and Manufactured Engineered Non-Residential Units (MENUs) may be permitted in the Heavy Industrial (M-2) zoning district only with a Special Use Permit. Sec. 44-461**
    b. **Special Use Permit (SUP). The special use permit shall be issued in the name of the property owner, and is nontransferable.**
    c. **Height. The maximum building height, including rooftop accoutrements, shall not exceed 75 feet.**
    d. **Setback. Minimum depth for front, side and rear yards shall be 50 feet. All other provisions of Sec. 44-219 apply.**
    e. **Size. Data center facilities over 250,000 square feet are not permitted.**
3. **Secs. ~~44-145~~ 44-146--44-169. - Reserved.**

Section 4. ARTICLE XIII. – SPECIAL USE PERMITS. shall be amended as follows:

1. 44-459. – Exceptions by special use permits
   (f) (24) – Data Centers

2. **Sec. 44-461 – Exceptions by special use permits for data centers**
   In addition to all other provisions of the zoning code of the City of Kirksville, the following restrictions and conditions shall be followed when granting a special use permit to data centers.
    a. **Site Plan. The developer shall submit a site plan, prepared and sealed by a professional engineer licensed by the State of Missouri, with the application for a Special Use Permit.**
        i. **Minimum distance from residential.**
            1) **Data warehousing facilities shall be located a minimum of 500 feet from any residential district or residential use.**
            2) **Data mechanical equipment shall be placed at a minimum of 500 feet from any residential district or residential use.**
    b. **Architectural and Site Design Standards.**
        i. **Data warehousing facilities shall include a main entrance that is differentiated from the remainder of the building façade by a change in building material, pattern, texture, or adjacent material.**
        ii. **The entrance feature must either project or recess from the adjoining building plane.**
        iii. **Data warehousing facilities shall include architectural elevations of each building face on the plan.**
        iv. **Security, Fencing, and Screening**
            1) **Every data center site shall be enclosed by security fencing and controlled access measures sufficient to protect critical infrastructure and prevent unauthorized entry.**
            2) **All perimeter fencing shall be at least eight (8) feet in height and shall be constructed of durable commercial-grade materials.**
            3) **The applicant shall submit a security plan describing proposed access controls, gates, surveillance, emergency access provisions, and coordination with public safety officials. The City may treat portions of the security plan as confidential to the extent permitted by law.**

4) **The City may require landscaping, screening, berms, walls, decorative fencing materials, opacity treatments, or similar measures to reduce adverse visual impacts from fencing, equipment yards, generators, substations, and related facilities.**

c. **Environmental Performance Standards.**

i. **Energy Efficiency. The Data Center shall minimize the impact on energy consumption and the electric grid. The applicant shall demonstrate through an energy consumption and electric grid impact study demonstrating compliance with the requirements of this section.**

1) **The application for a Special Use Permit for a data warehousing facility shall include written verification from the power provider that the applicant has calculated the maximum potential electrical consumption of the proposed use and has verified that the utility supply equipment and related electrical infrastructure are sufficiently sized and can safely accommodate the proposed use during the power provider's peak consumption hours. Known impacts on electric rates or availability for other uses directly attributable to the data center project shall be noted.**

2) **Any alternative energy generation system designed or used to supply power directly to a data center during normal operations shall not be considered part of the data center use. Such systems shall be considered a separate use and shall be approved according to the zoning regulations applicable to such use.**

ii. **Water Resource Protection. The Data Center shall minimize the impact on water consumption, wastewater, and stormwater. The applicant shall submit a water usage and conservation plan detailing all water uses and identifying anticipated daily and peak water demand.**

1) **Only closed-loop cooling systems, or comparably water-efficient systems, shall be allowed.**

2) **Applicant shall submit a letter of intent from the municipal water supplier indicating sufficient supply is available.**

3) **Applicant shall submit a letter of approval from the municipal utility provider and the Missouri Department of Natural Resources (DNR) regarding management of waste, wastewater, and stormwater for the project.**

4) **Data centers are prohibited from obtaining water from on-site wells or any surface water source.**

iii. **Air Quality and Emissions. The data center shall minimize the impact on air quality and emissions. The applicant shall submit an air quality impact report with the application for Special Use Permit.**

1) **Emergency generators shall be Tier IV-certified at minimum and comply with all applicable federal and state air quality standards.**

2) **Routine generator testing shall be limited in frequency and duration to the minimum required for safe operation. Generator testing is limited to between 7:00 a.m. and 5:00 p.m.**

3) **The City may require additional emissions mitigation measures where necessary to protect nearby areas.**

iv. **Noise and vibration. The data center shall minimize the noise impact to surrounding areas. The applicant shall submit a Sound and Vibration**

Study, supported by a supervised and wet-stamped report prepared by a qualified Missouri-licensed professional engineer at the following phases:

1) **Preliminary Study to be submitted with the Special Use Permit Application**
2) **Interim Study to be submitted during the building permit approval process based upon the building plans. Any sound reducing materials or systems recommended by this interim sound study shall be incorporated into the construction plans for the use.**
3) **Completion Study to be conducted and submitted prior to issuance of the Certificate of Occupancy.**
4) **As-built Study to be conducted and submitted six months after issuance of the Certificate of Occupancy.**
5) **Acoustic screening or sound attenuation measures shall be required to not exceed 55 decibels at the property line.**
6) **Audible noise caused by data centers, not including existing ambient noise, shall not exceed fifty-five (55) dB continuously during daytime hours or a nighttime continuous sound level of forty (40) dB.**
7) **Ambient noise levels shall be measured at the potentially affected property line or right-of-way line. Ambient noise level measurement techniques shall employ all practical means of reducing the effect of generated noise. If audible noise contains a steady pure tone, such as a whine, screech, or hum, the standards for audible noise set forth shall be reduced by five (5) dB.**
8) **Emergency Power. The maximum decibel levels specified in this section shall not apply during a power outage. However, the required sound studies shall evaluate and report the anticipated decibel levels when all emergency power generation equipment, including backup generators, is operating.**

v. **Heat and Microclimate Impacts.**
   1) **Applicants shall demonstrate measures to mitigate excessive heat generation, including heat recovery, vegetative buffering, or other design solutions.**

vi. **Lighting. A photometric plan that shows all exterior lighting, including any security lighting, shall be submitted to the City with the application for a Special Use Permit for a data warehousing facility.**
   1) **All exterior lighting must be aimed downward and inward to direct light towards the interior of the property.**
   2) **All lighting restrictions established for each individual facility, will be required to be in place prior to operation of the facility being approved by the City**

d. **Infrastructure Impact Analysis. Applicant shall submit documentation demonstrating that adequate electric, water, sewer, solid waste disposal and transportation infrastructure capacity exists or will be provided without adverse impact to existing users.**
   i. **Applicant shall bear the cost of any required analysis and subsequent upgrades or modifications to infrastructure both on and off site.**
   ii. **Prior to issuance of any building permit, the applicant shall enter into one or more written agreements with the City, in form approved by the City**

Attorney, providing for payment, reimbursement, escrow, bonding, letter of credit, or such other financial assurances as the City deems necessary to secure required infrastructure improvements, repairs, and restoration.

e. Emergency Management Plan. Applicant shall submit an emergency management plan for review and approval. This plan must clearly detail all fuel and battery storage.

f. Reporting. Transparent Operation Requirements to ensure the facility continues to meet all special use provisions. All reports shall be considered Public Record.

i. The following reports shall be prepared by an independent, certified professional and submitted no less than annually to the City of Kirksville Community and Economic Development Department for review by the City Engineer or other certified professional

1) Annual energy consumption report
2) Annual water use report
3) Annual lighting report
4) Annual noise testing report
5) Annual generator testing report
6) Annual biometric data protection compliance certificate report
7) Annual continuous vibration monitoring report
8) Annual air quality report

ii. The City reserves the right to request reports more frequently than annually.

g. Ownership Change, Material Changes and Expansion. Any changes of ownership, material changes, or expansion will require application for a new Special Use Permit.

h. Inspections and Access. As a condition of approval, the owner and operator shall permit the City and its consultants reasonable access, upon reasonable notice and in accordance with law, for inspection of site improvements, verification of compliance, and performance of any monitoring or testing authorized by the City of Kirksville Municipal Code or by the Special Use Permit.

i. Decommissioning Plan. The applicant shall submit a comprehensive Decommissioning Plan for review and approval.

i. The plan shall be prepared by a licensed professional engineer at the applicant's expense and must include:

1) Detailed schedule for dismantling and removal
2) Mitigation plan of the safe evacuation, containment, and disposal of all hazardous materials.
3) Detail site restoration plan including concrete removal, soil remediation, regrading, and re-vegetation using native Missouri plantings.
4) Cost estimate.

ii. Prior to issuance of the special use permit, a financial guarantee in the form of a performance bond, irrevocable letter of credit, or escrow account in favor of the City of Kirksville shall be posted equal to 125% of the total estimated decommissioning cost. This amount shall be updated every three (3) years.

iii. A data center facility shall be deemed abandoned if it fails to operate or actively process/store data for a continuous period of six (6) consecutive months. Upon determination of abandonment by City officials,

decommissioning must commence within sixty (60) days and restoration work must be fully complete with twelve (12) months.

iv. If the Operator fails to remove the facility within the required period, the City of Kirksville may draw upon the posted financial assurance to complete the decommissioning, and any excess costs shall constitute a lien against the property.

j. Violations, Fines, and Permit Revocation. Any data center found to be out of compliance with this Ordinance, its Special Use Permit, or its Development Agreement shall be notified in writing. The operator has fourteen (14) calendar days from the date of the violation notice to correct the violation.

i. Daily fine after the 14-day cure period, with each day constituting a separate violation, shall be the maximum allowed by Missouri Statute.

ii. Special Use Permit suspension or revocation: Thirty (30) calendar days after the violation notice, if uncorrected, the special use permit will be suspended or revoked and a Cease-and-Desist order issued. All operations must cease except work necessary to restore compliance. The Special Use Permit will not be reinstated or reissued until a compliance inspection confirms all conditions are met. Continued operation after special use permit revocation or suspension incurs daily fines in the maximum amount allowed by Missouri Statute.

iii. Probationary period: A facility returned to compliance and issued a reinstated or new special use permit shall operate under a 180-day

iv. probationary period. Any violation during probation results in immediate special use permit revocation and imposition of the maximum fines under Item ii. above.

k. Tax Incentives, Abatements, Ownership

i. Applications must disclose all parties with ownership and/or ownership interest.

ii. No data center is eligible for any City-led tax incentive.

iii. No data center is eligible for property tax abatement, rate freezing, or any other reduction from the full assessed property tax calculated under standard County formulas, that is owed to the City of Kirksville.

iv. No data center may be included in any special taxing district, including Transportation Development Districts (TDD), Neighborhood Improvement Districts (NID), or Community Improvement Districts (CID).

l. Community Outreach Requirements for Data Centers. Prior to submitting an application for a Data Center, the applicant shall:

i. Conduct at least one public meeting to present the proposed project and receive public comment. Said meeting shall be held after 5:00 pm to accommodate citizens who work standard office hours.

ii. Provide notice of the meeting at least fifteen (15) days prior to the date of the meeting to:

1) Property owners within the notification area established by the City;

2) Adjacent neighborhood organizations, if any;

3) Relevant public agencies; and

4) Other parties as required by the City.

iii. Provide a summary of public comments received and any proposed responses or mitigation measures.

iv. **Allow a public comment period of at least thirty (30) days following the meeting before submitting an application.**
v. **In the event that ~~a majority~~ thirty percent or more of fee holders of interest of property within 185 feet of the property requesting a special use permit for a data center, sign a verified petition against the request for said special use permit, the Planning & Zoning Commission and City Council shall be required to approve the request by a two-thirds majority of all the members present at the respective meeting of said Commission and Council.**

m. **The City of Kirksville reserves the right to hire independent professionals that specialize in the disciplines needed to review the studies, plans, and other information required by this section. If the City deems it necessary to hire an independent professional, the applicant shall submit a deposit of 125% of the review estimate that will be used to pay for the professionals' services. Any funds remaining after completion shall be returned to the developer. No interest shall be paid.**
n. **As a condition of approval, the City Council may require the applicant to enter into a Public Impact Agreement addressing mitigation measures, infrastructure improvements, utility impacts, emergency services coordination, and other public welfare concerns.**

PROPOSED 2027 SOLE SOURCE LIST

The City Council approved its first comprehensive Sole Source Vendor List in 2024. This list represents those vendors that are used by various City departments to provide goods or services. City Council Policy #31 Purchasing provides a comprehensive requirement and process for sole source purchases.

A sole source is a vendor is one that is capable of providing a particular good or service where no other is able to do so. Vendors on the Sole Source Vendor List are approved by the City Council and are retained there until such time as the City Council votes to remove the vendor. New vendors must also be approved by the City Council.

Following is a list of proposed vendor changes with justification for the change. New vendors are shown in **bold green text**, while deletions are shown in ~~red strikethrough~~.

The City Council will be asked to approve this updated list. As a reminder for the City Council and others. City Policy also requires that a comprehensive review of this list be completed by the City Council every three years. Therefore, this list should be reviewed in May 2027.

VENDOR	SOLE SOURCE JUSTIFICATION	DEPARTMENT
Kirksville Daily Express	Local Newspaper - required notices and ads	Administration
Wilbert Memorials	Only Area Engraver Available to Engrave on Veterans Wall	Administration
Capital Sand	Regional Vendor for Clean/Dry Sand	Airport
Schweiss Bi-fold Doors and Highfold Doors	Replacement Parts for Overhead Doors - Parts are Patented	Airport
~~Action Cycles~~	~~Local Supplier of Hustler Mower Parts~~	~~Central Garage~~
Altorfer	Regional Supplier of Catepillar and Weiler Parts and ~~Warranty Work~~ Labor	Central Garage
Armor Equipment	Regional Sewer Equipment of America Vendor	Central Garage
Altec Manufacturing	**Regional dealer and manufacturer of our aerial/bucket trucks and equipment**	**Central Garage**
Bobcat of Columbia	**Regional Bobcat vendor**	**Central Garage**
Cashion Fire	Regional Sutphen Maintenance Vendor	Central Garage
CFS Inspections	Regional Inspection Service	Central Garage
Crafco	Regional Crafco Dealer for Parts	Central Garage
Crown Power	Regional Kubota Dealer for Maintenance/Warranty	Central Garage
Cummins Sales & Service	Regional Vendor able to Provide Repairs on Cummins Engines	Central Garage
Fair Manufacturing	**Regional Snowcrete vendor**	**Central Garage**
FireMaster	Regional Ferrara Maintenance Vendor	Central Garage
Good Guys Glass	**Only local auto glass vendor**	**Central Garage**
G.W. Van Keppel	**Regional Broce Road Broom Vendor**	**Central Garage**
Henderson Products	**Regional vendor and builder of snow plow beds**	**Central Garage**
Hydro-Kinetics	Regional Gorman-Rupp Pump Vendor for Parts	Central Garage
Key Equipment	Regional Elgin Vendor for Parts and Service	Central Garage
Kirksville Motor Company	Local Chevy Dealer for Warranty Work	Central Garage
Knapheide	**Regional dealer of VMAC air compresors**	**Central Garage**
Land Pro	**Regional cendor/dealer of Hustler equipment**	**Central Garage**
Lovegreen Ford	Local Ford Dealer for Warranty Work	Central Garage
Luby Equipment	Regional Case, Indeco, Takeuchi and Erskine Vendor	Central Garage
Martin Equipment	**Regional John Deere Construction Equipment Vendor**	**Central Garage**
~~Old Highway 63 Garage~~	~~Local Grasshopper Dealer for Repair Parts and Labor~~	~~Central Garage~~
Outback Welding	Only Local Welding and Fabrication Shop	Central Garage
Rome's Spring Service	Only Area Spring Repair Shop	Central Garage
Rush Truck	**Regional dealer of International parts and labor**	**Central Garage**
Vermeer Sales & Service	Regional Vac-Tron Vendor for Parts and Service	Central Garage
~~Wireless USA~~	~~Regional Vendor for Police Car Electronics~~	~~Central Garage~~
ESRI	**Only regional vendor for ArcGIS access**	**Community & Economic Dev.**
Hawkins Harrison Insurance	**Only local vendor for Board overage for CIDs**	**Community & Economic Dev.**
Seiler Geosptial	Regional Trimble Reseller, Aids Staff in Inputting Information into our GPS	Community & Economic Dev.
Survey and Mapping (S.A.M.)	**Only regional vendor for GIS maintenance and technical support**	**Community & Economic Dev.**
Command 1	Radio Infrastructure	E911/Fire Department
Hawkins Harrison Insurance	Local Vendor for Board Coverage	E911/MREIC
Ameren/Liberty/Tri-County Electric/Sparklight	Though Non-exclusive No Other Utility Providers	Finance
Midwest Meter	Regional Vendor for Badger Meters and Supplies	Finance
Paymenttech	Required Tyler Tech Vendor for Credit Card Expenses	Finance
Art Dept	Navy Uniform Shirts	Fire Department
AWOG	Patented Helmet Reflectors	Fire Department
Bucheits	Local Stihl Dealer for Parts and Repair	Fire Department
Elliott Date Systems	Software and Materials to Print EMD Badges	Fire Department
Evaluators	Missouri Approved Vendor	Fire Department
Janina Snell	Local Vendor able to Work on Bunker Gear	Fire Department
Johns MidAmerica	Regional Vendor for TNT Rescue Equipment	Fire Department
Jones & Bartlett	Missouri Approved - EMS Manuals	Fire Department
Leons Uniform	Class A Uniforms	Fire Department
NE Hydro	Only Local Vendor SCBA Hydro Testing Service	Fire Department
P&R DIST	Local Vendor that Supplies Fire Truck Bulk Apparatus Cleaning Supplies	Fire Department
Safe Kids World	Only Certified Vendor for Carseat Training	Fire Department
Stitching Post	Only Local Vendor willing to Sew on Uniform Patches - Jacekts and Pullovers	Fire Department
Taylor Tins	Only Tin Fabricated Helmet Fronts	Fire Department
Wireless USA	Regional Vendor for Radio Repairs	Fire Department
Feld Fire	Only Regional Vendor able to maintain SCBA Equipment	Fire Department/Public Works
Adair County Health Department	Local Vaccine Provider	Human Resources
Federal Motor Carrier Safety Administration	Commercial Driver Drug/Alcohol Clearinghouse	Human Resources
Job Posting Sources - MML/Indeed/Newspaper	job opening posting	Human Resources
ICMA d/b/a Mission Square	457 retirement plan	Human Resources
MD Saves	**Healthcare commerce company - for fire personnel chest x-rays**	**Human Resources**
Missouri State Highway Patrol	Criminal Background Checks	Human Resources
Tomo Drug Testing	Regional Drug Screens and Random Testing	Human Resources
A.T. Still University	Only Local Occupational Physician Services/Physicals/CPR Cards/Drug Screening	Human Resources/Fire Department
CNA Surety	Fidelity Bond	MREIC
Lawson Construction	**Only vendor with experience in plumbing, assembly/repair, and computer controls for Splash Pad**	**Parks**
Peter's Heating and Cooling	Only Regional Vendor for Heating/Cooling System in Aquatic Center	Parks
Pleva	Only Vendor for Pool Heater Parts	Parks
Shane's Drains	Only Local Vendor with Cameras/Emergency Reponse to Troubleshoot AC Water Lines	Parks
Tech Electronics	Provide the Fire Monitoring Contract	Parks
Galls	Uniforms - to Ensure Same Style/Color	Police
Sparks Cleaners	Uniform Cleaning - only dry cleaner in town	Police
Arrowhead Forensics	Evidence processing and packaging supplies	Police
Mid South Radar	Annual radar testing and certification	Police
Carahsoft	Software/Hardware Provider for ICAC Grants	Police
911 Custom	Provides the Police Package for Patrol Cars	Police
Armor Express	Body Armor required per bullet proof vest grant	Police
800 Stencil (Rae Products)	**Only vendor to make custom special stencils**	**Public Works**
Agri-Systems (A.S. Inc)	**Original manufaacturer of the power washers and only qualified service provider within a reasonable distance**	**Public Works**
Aladdin Glass	**Only local vendor that will exchange or refill nitrogen cylinders used by WTP for lab testing**	**Public Works**
Asphalt Drum Mixers (ADM)	Asphalt Plant Vendor that Provides Parts and Training on Plant Equipment	Public Works
Central Stone	Only Regional Vendor	Public Works

Culligan	Only Regional Vendor	Public Works
Engineering Surveys & Services	Approved MoDNR Vendor within Reasonable Travel Distance	Public Works
Eurofin Analytical	Approved MoDNR SUVA Testing	Public Works
Hach	Only Authorized Vendor to Calibrate Testing Equipment	Public Works
Heritage Environmental	Only Certified Vendor Serving Area for HHW Disposal Service	Public Works
Hydro-Kinetics	Only Regional Vendor to Provide Ross Altitude Valves, Fairbanks Pumps, Dezurik Valves, and Actuators for WTP	Public Works
Idexx	Global Supplier for E-Coli Testing Supplies	Public Works
Knox Co Stone	Only Regional Vendor	Public Works
KOR-It	Only Core Drill Trailer Fabricator	Public Works
KV Concrete	Only Local Vendor	Public Works
Lawson Construction	Only Local Vendor able to Provide Boring and Jetting Services	Public Works
L & B Electronics	**Only regional vendor to program existing handheld radios**	**Public Works**
MO One Call	Required Vendor of State of Missouri	Public Works
Mobotrex	Regional Vendor for Brand Specific Lights	Public Works
Pace Analytical	Only Approved MoDNR Vendor for Lab Testing Weed Control	Public Works
RE Pedrotti	**WWTP Scada & only vendor found to provide flow, mag & sonic meter calibrtions for both plants**	**Public Works**
Sensaphone	**Vendor used for auto dialers installed**	**Public Works**
Signature Remodeling & Overhead	**Only regional vendor for overhead door repairs and replacement**	**Public Works**
Simply Bright Ideas	Only Vendor Found that sells Concrete Street Light Poles to Match Existing	Public Works
Smith Fertilizer & Grain	Only Regional Vendor for Beet Juice	Public Works
Topcon	Survey Equipment Software Vendor	Public Works
Cogent (Vandevanter) Engineering	Only Regional Vendor for Flygt pumps, and Industrial Equipment Needs and parts (VFDs, Equipment, Valves, and Pumps)	Public Works
Engineer Supply	Only Vendor Offering Replacement Parts for the Schonstedt Metal Locators	Public Works
Enviro-Line and Phonetics (Sensaphone)	These Two Vendors Provide Dialers and Cellular Service for SCADA Systems at the WWTP	Public Works
Magnum Systems	Manufacturer of Silo Systems Installed on the Chemical Silos at the WTP for Carbon and Lime	Public Works
FLSMIDTH, Inc.	Provider of the Grit Cyclone Repair Parts and Molds (Patent) in the Headworks Building at the WWTP	Public Works
MicroComm	Provider of the Monitoring System for the WTP	Public Works
Advertising Vendors	**Media Marketing Vendors with Specific Market Areas and Types of Media**	**Tourism**

REPORTS

RISK MANAGEMENT

KIRKSVILLE CITY COUNCIL STUDY SESSION ATTACHMENT

DATE: October 19, 2026

SUBJECT: Risk Management 2026 Update

CITY DEPARTMENT: Administration

PREPARED BY: Rodney Sadler, Deputy City Manager

Risk management is an important component of the City's overall administrative and financial operations. The City's approach includes maintaining appropriate property, liability, and workers compensation coverage, reviewing and discussing claims and loss trends, providing employee safety and supervisory training, and evaluating contracts and agreements to reduce unnecessary legal and financial exposure. This report discusses the City's current risk management, and discusses areas of continued focus for both 2026 and beyond.

Midwest Public Risk Coverages and City Claims Review

The City of Kirksville utilizes Midwest Public Risk (MPR) as its provider for property and liability insurance and workers' compensation coverage. MPR is a not-for-profit public entity risk pool servicing local governments, school districts, and other special districts in Missouri

and Kansas. Rather than operating as a traditional insurance company, MPR self-funds and administers collective coverage programs for over 180 public entities. In addition to providing the City with insurance coverage and claims administration, MPR serves as a resource for loss prevention, employee safety, training, and other risk management activities.

An important part of the City's risk management process is the periodic review of claims. MPR provides monthly reporting for property, liability claims, and workers compensation claims. The information includes information about the current status of open claims, including future potential financial implications, as well as the final implication of all closed claims. Reviewing this information allows staff to identify trends or recurring issues, and better identify areas were changes to procedures, additional training, equipment improvements, or other preventative measures may reduce future losses.

In 2026, the overall number of property and liability claims have been minimal with most associated with damages incurred to City vehicles. MPR currently insures 277 different vehicles and pieces of equipment separately from City facilities. City departments and divisions utilize many different vehicles daily to provide residents with a variety of municipal services. Occasionally, claims are required due to damage sustained from use during operation by a City employee, or from a resident or visitor's vehicle damaging a City vehicle or piece of equipment. There is also occasionally other property claims associated with damage caused by others to City property in the right-of-way. These includes light poles, traffic signals, signs, fire hydrants, etc.

Liability claims are most often associated with water or sewer in business or residential basements. The Utilities Maintenance Division completes annual inspections of all City sewer lines to ensure that they remain flowing freely. The presence of water in a business or residence most often occurs during period of heavy rain when the property does not have a backflow preventor installed on their private sewer connection. Section 40-388 (l) of the municipal code requires that, "all new sewer connections shall have a backflow preventer installed. If existing sewer lines are excavated for repair, a backflow preventer shall be installed prior to placing the line back into service." In most instances, the City cannot be held liable for water or sewer damage provided that the infrastructure receives regular maintenance and that the City was not aware of any issues with the infrastructure connecting to the property. Staff will continue to encourage residents to install backflow preventors to properties that do not have one.

Workers' compensation is also an important component of the City's overall risk management program, providing appropriate benefits to employees while also protecting the City from the financial impact associated with workplace injuries. Staff regularly reviews workers' compensation activity to evaluate the number, type, severity, and overall cost of claims. This review is intended to identify broader trends and areas where additional safety measures, employee training, equipment, or changes in operating procedures may help reduce workplace injuries.

Contract and Agreement Review Training

City departments routinely enter into contracts and agreements for professional services, engineering and architectural services, equipment rentals, software and technology, construction activities, and other goods and services. Contract language can create

significant financial and legal exposure if terms are not carefully reviewed before an agreement is executed. A training session was recently held with City Department Heads at the third quarter risk management meeting to establish a more consistent approach to contract review and provide staff with a practical checklist for identifying provisions that may require additional administrative or legal review. This training was done in association with the City Council Action taken at the City Council Meeting on July 27, 2026 to amend the City Council Purchasing Policy to allow Department Heads to approve contracts less than $5,000.

The training emphasized reviewing more than the price and basic scope of work. Staff discussed the importance of clearly identifying the parties involved, contract term, scope, deliverables, project milestones, payment requirements, and responsibility for additional services or costs. The review also covered contract termination provisions, indemnification and hold-harmless language, allocation of liability, insurance requirements based on project size and scope, governing law, records and data, intellectual property, subcontractor requirements, and procedures for amendments, change orders, or work change directives.

Particular attention was given to provisions that could improperly expand the City's liability. The City cannot agree to indemnify or hold harmless another party in a manner inconsistent with Missouri law and should not waive governmental or sovereign immunity. Additionally, staff are required to confirm that contractors maintain appropriate insurance coverage, including general liability, automobile liability, workers' compensation, professional errors and omissions, and cyber liability, when applicable.

The training also reinforced those amendments, change orders, and work change directives should be documented in writing and that staff authority to approve additional expenditures must remain consistent with City purchasing policies. The overall goal of contract and agreement review is to identify potential concerns before agreements are signed and to determine when additional review by Administration, the City Attorney, or other appropriate staff is necessary.

Ongoing Risk Management Efforts

Risk management is most effective when it is incorporated into normal City operations rather than addressed only after a claim occurs. Staff will continue to work with MPR, Department Heads, supervisors, and employees to review claims and loss trends, provide safety and supervisory training, maintain appropriate coverage, improve contract review practices, and address recurring operational risks as they are identified.
The City's MPR representative Derek Miller completed an annual site visit with City staff in July to discuss renewal terms, review safety training programs and offerings, as well as complete a walkthrough of multiple city facilities. City hall, the police department, fire department, and aquatic center were included in the walkthrough, and no significant risk management concerns were identified for correction.

In addition to the recently implemented contract and agreement review that will be reviewed annually, staff have also started to use time at each quarterly staff meeting to review incidents that may not have met the threshold to file a claim with MPR, but did result in cost for the City. Examples of these include broken windshields or rock chips, incidents of vandalism in the parks, flat tires or other small vehicle damage, and smaller incidents of property damage. While these incidents are not factored into the insurance claims pool and future renewals

rates for the City or other members of MPR's risk pool, they do often represent a cost to the City, and strategies for decreasing these occurrences are discussed.

City staff strive to maintain a proactive risk management program that protects employees, residents, City property, and public resources while allowing departments to effectively provide municipal services. Utilizing training resources and advisories provided by MPR, as well as meeting formally quarterly, and additionally as needed to review incidents has provided the City with opportunities to learn from past incidents and claims to reduce future liabilities.

NEWSLETTER REVIEW