



City Council Study Session

April 13, 2026
6:00 PM,
20201 E. Jackson Drive
First Floor, Oregon and Santa Fe Conference Room
Independence, MO 64057

To view a Council meeting agenda, visit <https://independencemo.portal.civicclerk.com/> and select 'Most Recent Council Agenda'.

COUNCIL SPONSORED ITEMS

1. 26-718 A resolution declaring the City of Independence to have environmental health standards consistent with Jackson County (*Sponsored by Councilmember McCandless*)

CITIZEN REQUESTS

1. Citizen Requests - Per Council Rules, Sec. 6.4 only "Council Sponsored Items" are eligible

PRESENTATIONS

1. Risk Management Update
2. Historic Sites Master Plan
3. IPL Governance

INFORMATION ONLY

1. **Please Note:** In accordance with RSMo. 610.021, the City Council may convene in a

Closed Executive Session during or after the meeting, on matters of litigation, legal action, and/or attorney client communications, as permitted by Sec. 610.021(1), on matters of personnel, as permitted by Sec. 610.021(3) and personnel records, as permitted by 610.021(13), on matters of contracts, as permitted by 610.021(12), on matters of real estate, as permitted by 610.021(2) and/or matters of labor negotiations, as permitted by 610.021(9).

City of Independence

AGENDA ITEM COVER SHEET

Agenda Title:

26-718 A resolution declaring the City of Independence to have environmental health standards consistent with Jackson County (*Sponsored by Councilmember McCandless*)

Recommendations:**Background:****Emergency Justification:****Fiscal Impact:****Council Action:**

**Department /
Contact**

Council and Board /

REVIEWERS

Jeremy Cover
Lisa Reynolds
Susanne Holland

ATTACHMENTS:

1. Environmental Health Standards Res

BILL NO. _____

RESOLUTION NO. _____

A RESOLUTION DECLARING THE CITY OF INDEPENDENCE TO HAVE
ENVIRONMENTAL HEALTH STANDARDS CONSISTENT WITH JACKSON COUNTY

WHEREAS, the City of Independence is responsible for environmental health functions, including health inspections and regulations, which are designed to safeguard the health of the public; and

WHEREAS, there are also county, national, and state standards for health inspections and requirements; and,

WHEREAS, Independence strives to make it easy to open businesses within the city limits of Independence;

WHEREAS, businesses that operate in Independence should have consistent rules with the State of Missouri and Jackson County;

NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF INDEPENDENCE, MISSOURI, AS FOLLOWS:

SECTION 1. The City of Independence will have environmental health standards that are consistent with those of Jackson County and will be updated in accordance with the schedule of updates as promulgated by Jackson County.

PASSED THIS ____ DAY OF NOVEMBER, 2025, BY THE CITY COUNCIL OF THE CITY OF INDEPENDENCE, MISSOURI.

Presiding Officer of the City Council
of the City of Independence, Missouri

ATTEST:

City Clerk

APPROVED AS TO FORM AND LEGALITY:

City Counselor

REVIEWED BY:

Interim City Manager

Risk Management Update

Presenters:

Melissa Cabrera – Director of Finance

James Charlesworth – Risk Manager

Nicole Thompson – Safety & Compliance Program Administrator



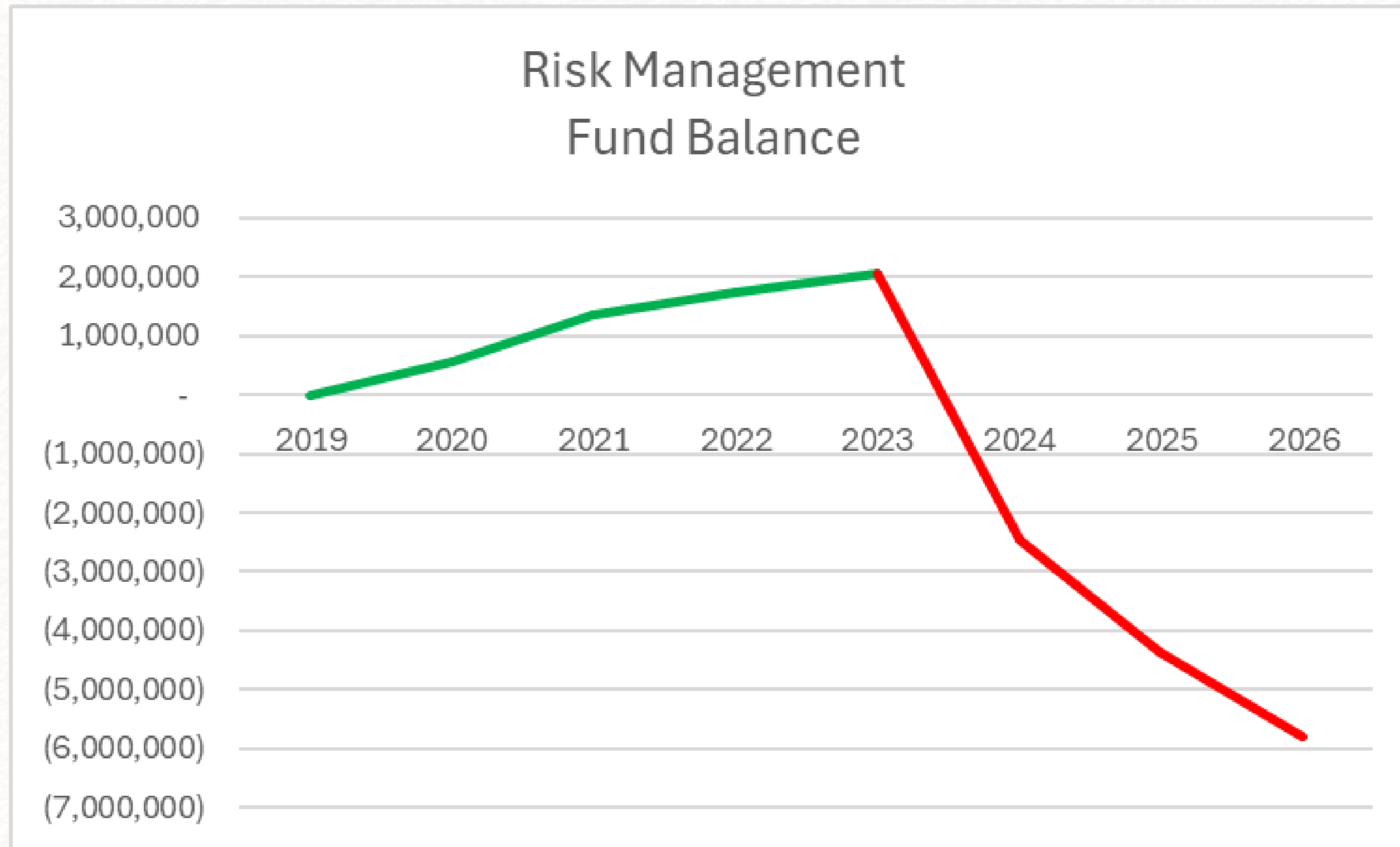
OVERVIEW

1. Financial Overview
2. Claims Experience & Cost Drivers
3. Root Causes
4. Financial Outlook & Risk Exposure
5. Path to Stabilization & Sustainability

1. Financial Overview

Risk Management Fund

- **Purpose**
 - Funds liability and property risks
 - Stabilizes costs across departments
 - Supports self-insurance strategy
- **Revenue Sources**
 - Department Allocations
 - Investment earnings
- **Coverage Sources**
 - General liability
 - Auto liability
 - Property
 - Law enforcement
 - Excess/umbrella

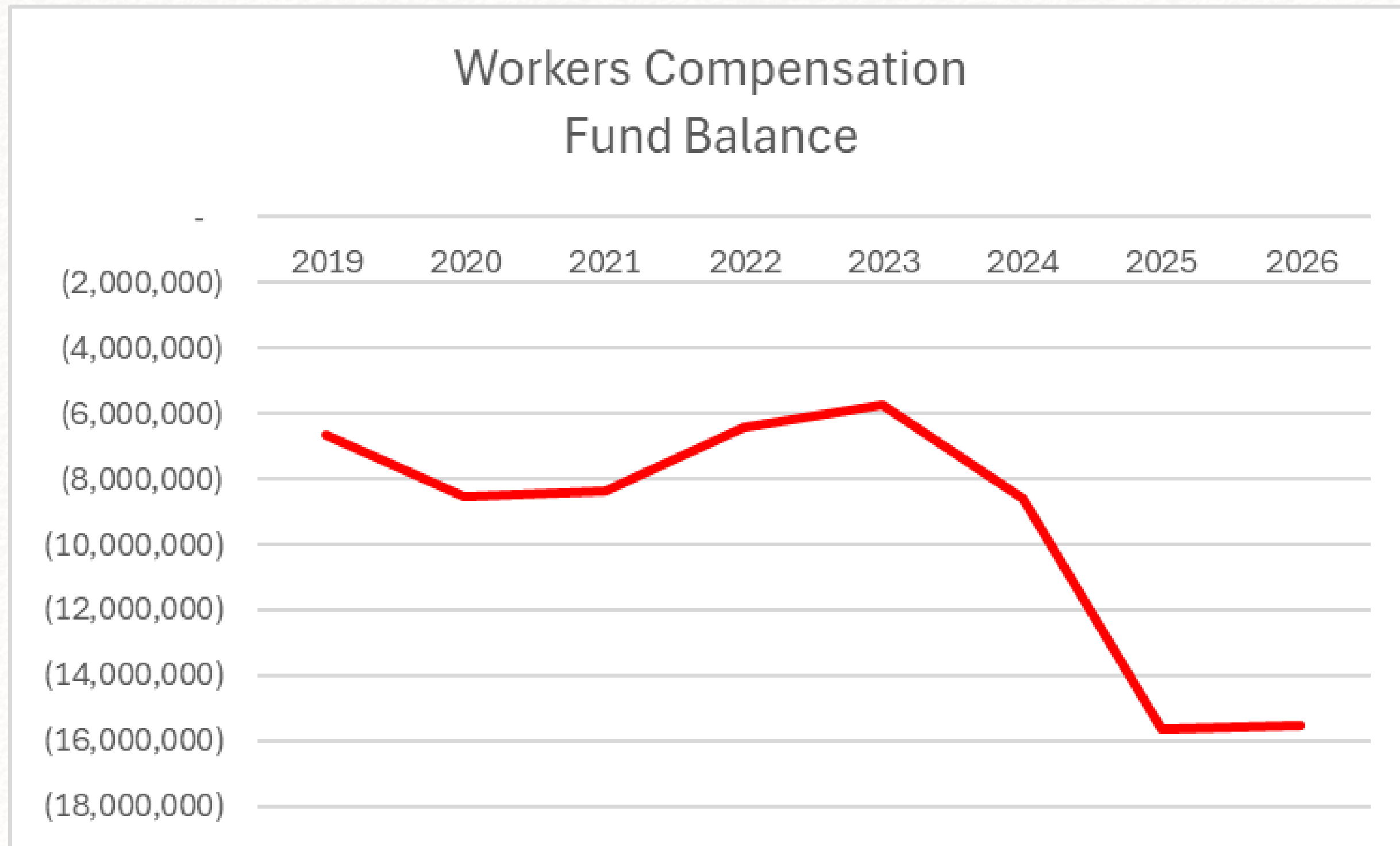


1 . Financial Overview

1. Financial Overview

Workers Compensation Fund

- **Purpose**
 - Covers employee work-related injuries and illnesses
 - Pays medical and wage replacement costs
 - Supports safe return-to-work programs
- **Coverage Sources**
 - Medical Treatment
 - Lost Wages
 - Disability benefits
 - Legal and claim Administration
- **Revenue Sources**
 - Department Allocations
 - Investment earnings



1 . Financial Overview

1. Financial Overview

Proposed Budget

1. Finance Staff meets with Charlesworth in February to start budget projections
2. Charlesworth estimates next year expenditures for premiums and outstanding liabilities
3. Cost allocation is determined using claims trends
4. Budget staff enter cost allocations in departmental budgets

BUDGET - LIABILITY

Liability Program Funding Source - 3473	2026-2027 Preliminary Budget
Liability Premium	\$ 1,010,625
Liability TPA	\$ 50,000
Risk Management Consultant	\$ 87,500
Internal Safety Loss Control	\$ 12,000
Cyber Liability Premium	\$ 50,081
Crime Policy Premium	\$ 27,500
Position Bonds	\$ 1,400
Drone Liability	\$ 3,526
Volunteer Insurance - Primary	\$ 1,000
MOPERM Claims Legacy Funding	\$ 20,000
States Risk Retentions (terminal)	\$ 25,000
Obsidian Specialty Retentions	\$ 2,909,790
Total	\$ 4,198,422

70% Confidence		
	Outstanding Liab.	
Probability Est.	\$	6,386,357.04
31%	\$	1,987,111.60

90% Confidence		
	Outstanding Liab.	
Probability Est.	\$	6,386,357.04
46%	\$	2,909,790.23

BUDGET - PROPERTY

Property Program Funding Source - 3473	2026-2027 Preliminary Budget
Utility Property Insurance Premium	\$ 935,132
City Property Insurance Premium	\$ 766,653
Auto Physical Damage	\$ 288,865
Equipment Policy	Included
Engineering Fee	\$ 20,000
Insurance Broker Fee	\$ 80,000
Total	\$ 2,090,650

BUDGET - WORKERS COMPENSATION

Workers' Compensation Program Funding Source - 3471 Funding Source - 3411 (\$12,000)	2026-2027 Preliminary Budget
Excess WC Insurance Premium	\$ 498,003
WC Kansas	\$ 750
WC TPA	\$ 115,763
Risk Management Consultant	\$ 105,000
Internal Safety Loss Control	\$ 12,000
Second Injury Fund Payments	\$ 120,000
Nurse Case Management	\$ 170,221
Outside Legal Counsel	\$ 262,165
Missouri State Bond	\$ 34,800
Go-Forward Losses	\$ 3,710,234
Legacy Claims	\$ 126,221
Safety Committee	\$ 6,000
Total	\$ 5,161,156

70% Confidence		
Average	\$	3,710,234

90% Confidence		
Trend	\$	5,150,000

BUDGET - TOTAL

Risk Management Program Totals	2026-2027 Preliminary Budget
	\$ 11,450,227

Budget Amount Does Not Address Any Fund Deficit

1. Financial Overview

Claims Trends

Claims trends look at how claims are behaving over time, not just what happened in a single year.

Claims trends typically ask three core questions:

1. Are we having more claims or fewer?
2. Are claims becoming more expensive?
3. Are claims taking longer to resolve?

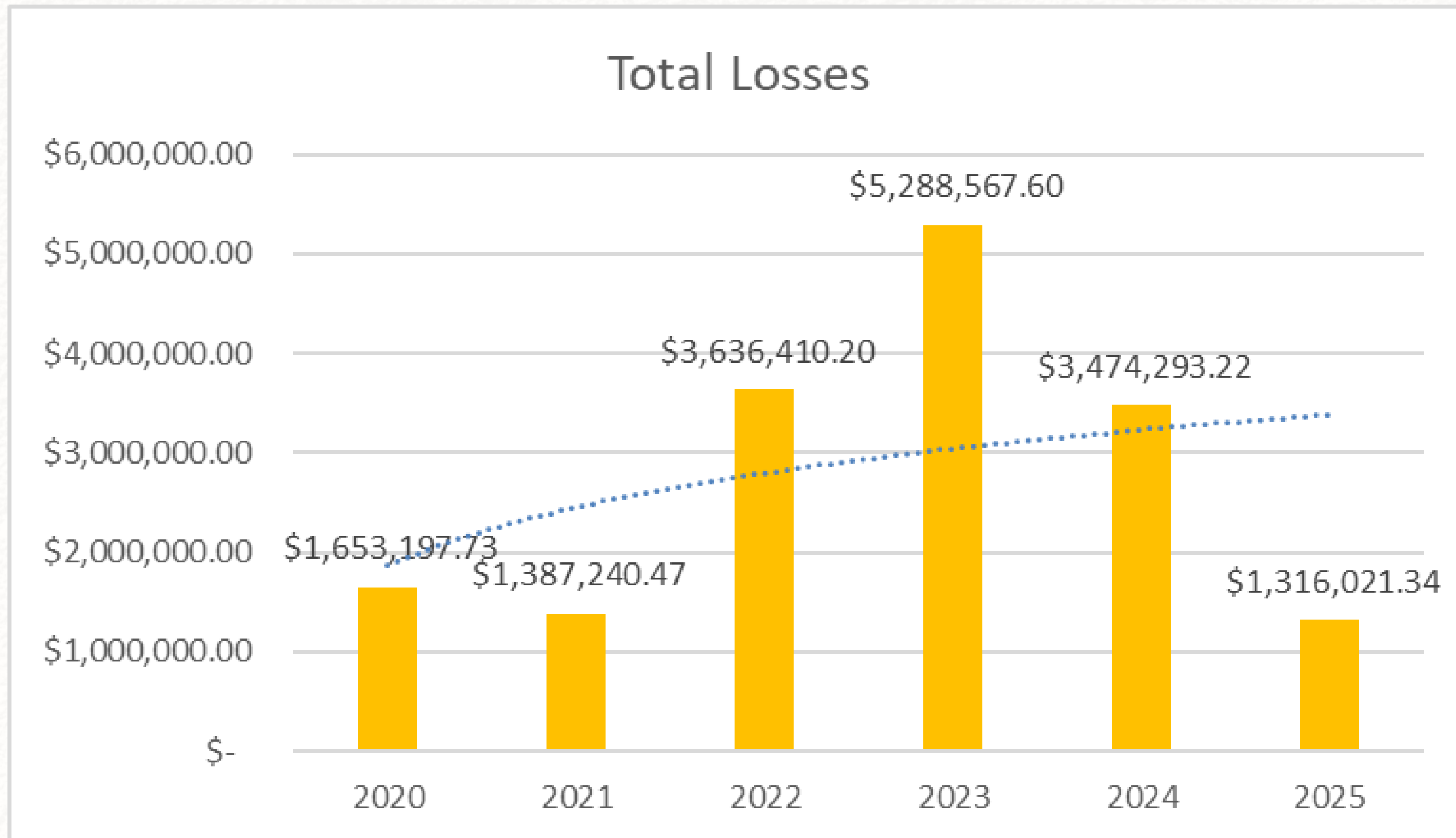
Claims trends help to:

1. Identify problem areas (specific depts. or operations)
2. Predict future costs
3. Measure safety effectiveness
4. Control insurance and reserve costs

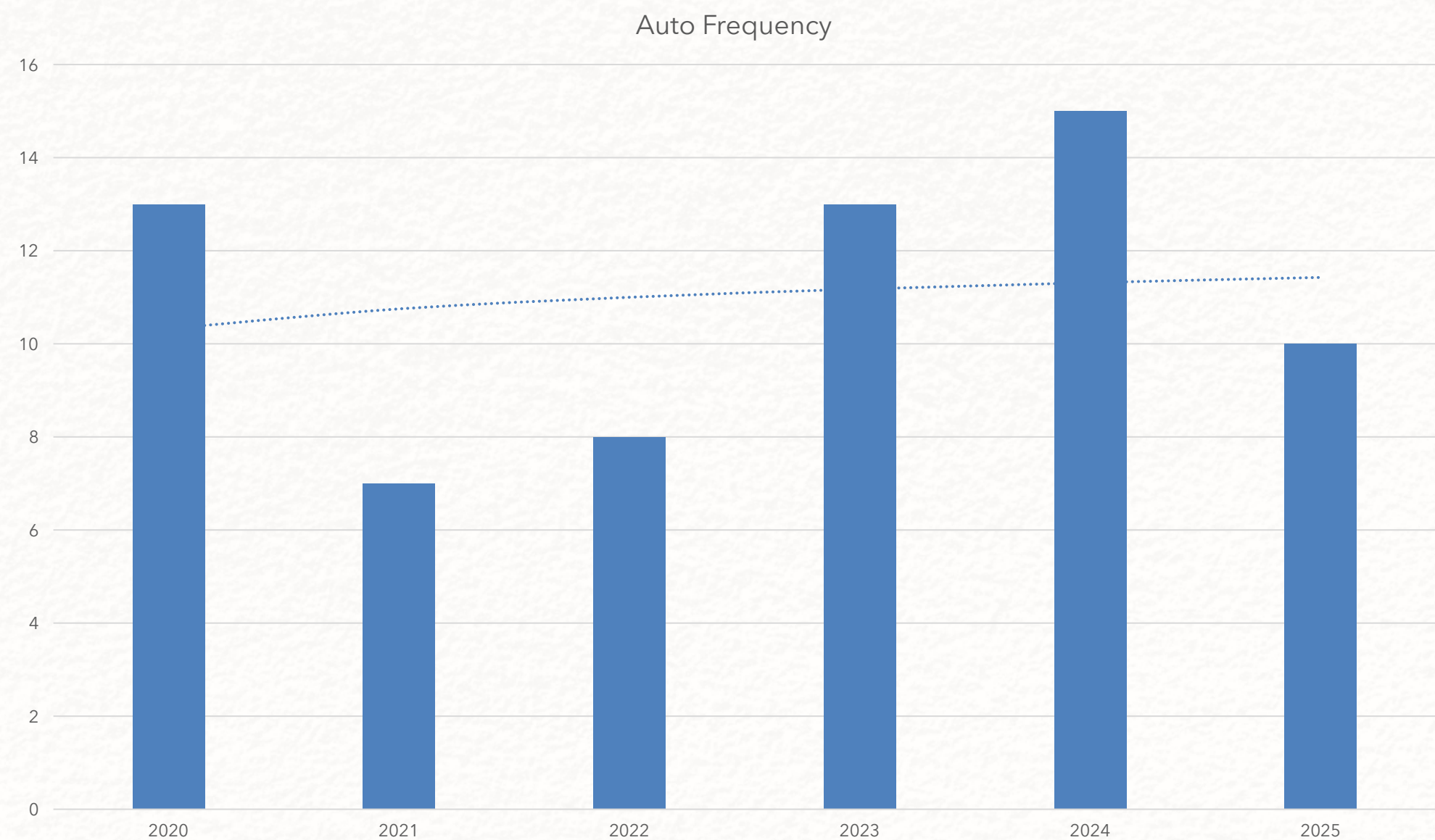
2. Claims Experience & Cost Drivers

- Claims Frequency (How Often Claims Occur)
Number of incidents (vehicle accidents, injuries, liability claims)
- Claims Severity
Size of settlements or judgments, medical costs, and litigation outcomes
- Workers Comp Duration
Length of time employees remain on claims
- High-Risk Operations
Police, Fire/EMS, Utilities and other Public Works exposures
- Litigation & Legal Exposure
Attorney involvement and claim settlements
- Workforce Size

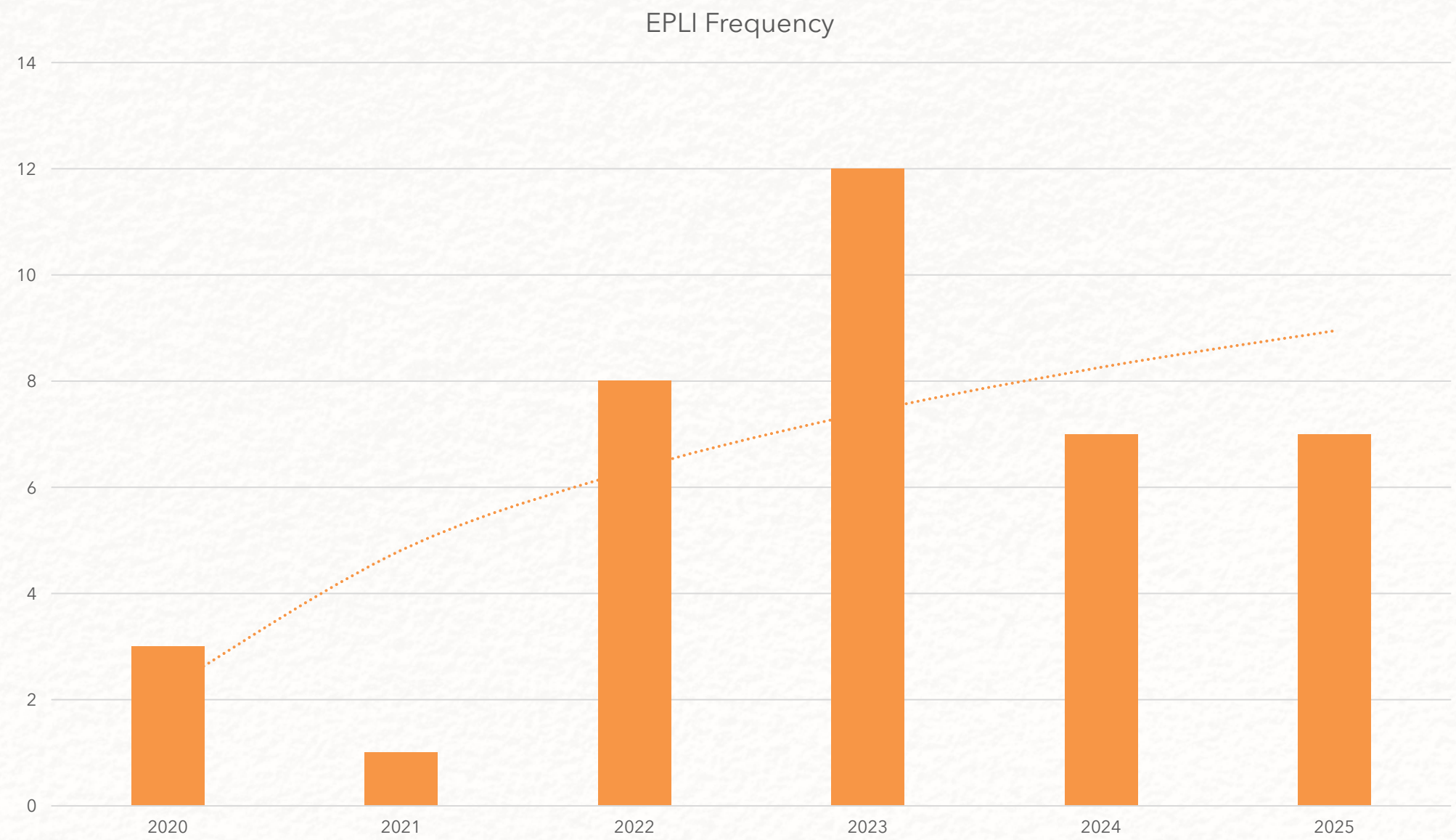
City Loss History (Liability Only)



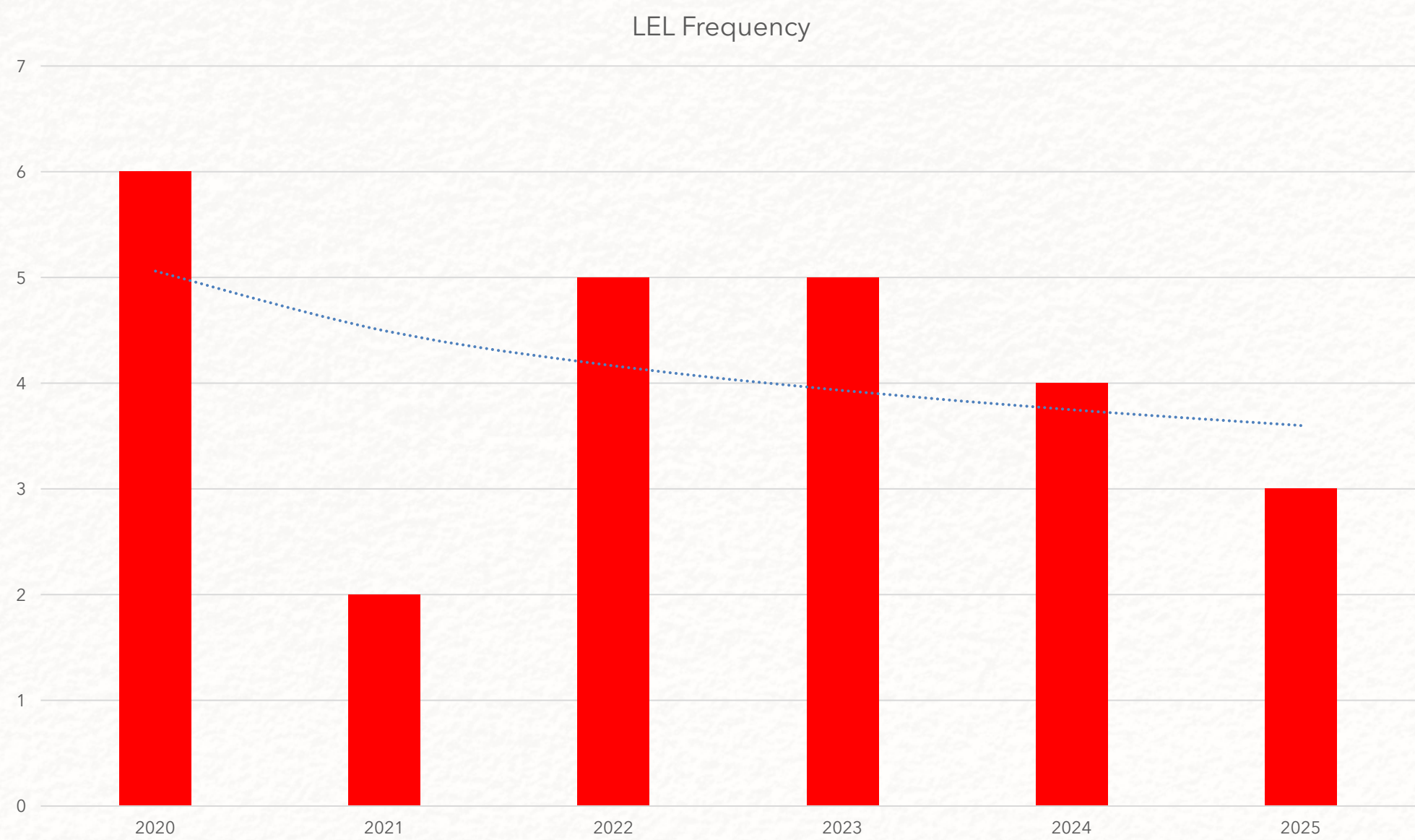
LIABILITY TRENDS



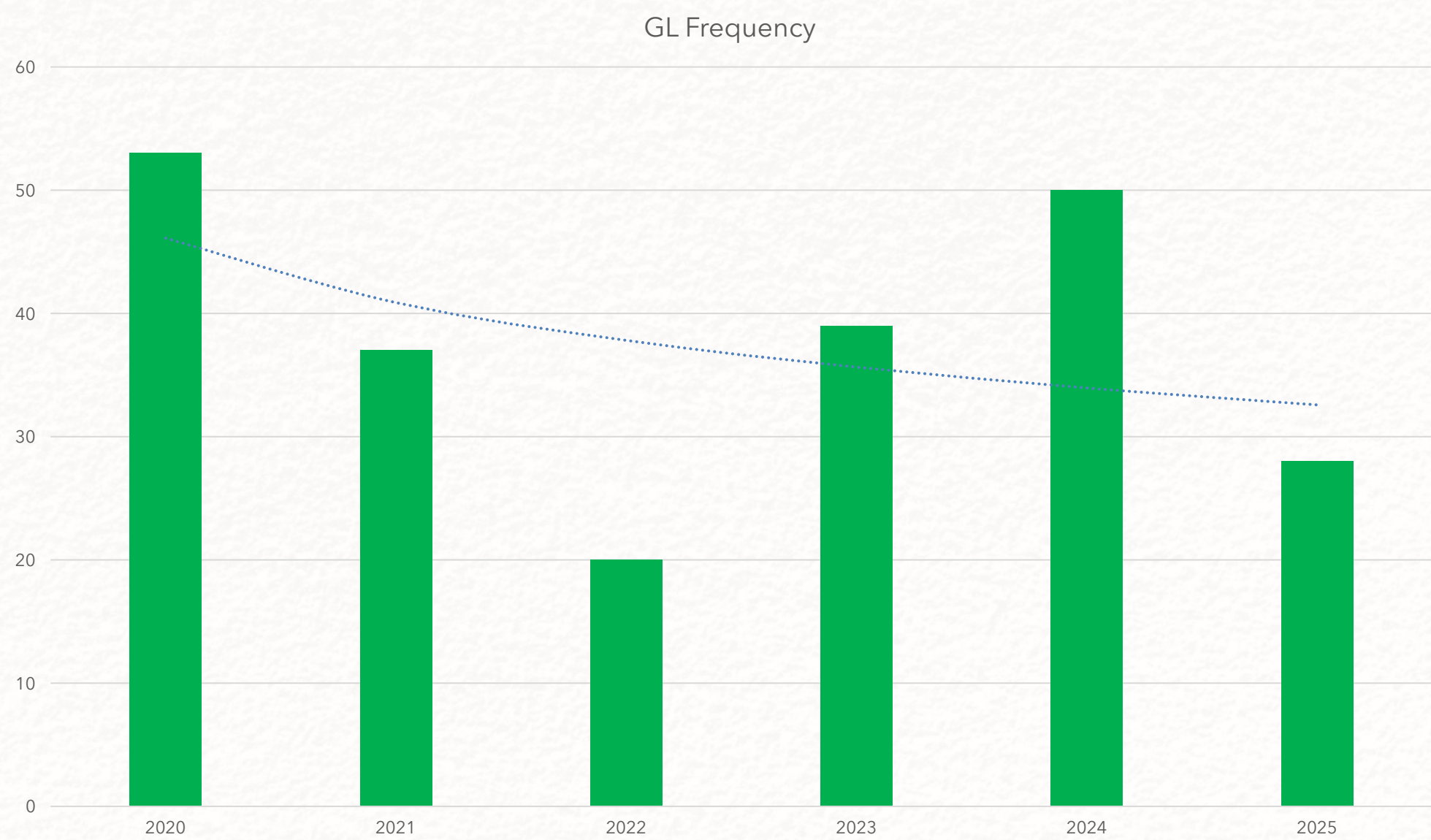
LIABILITY TRENDS



LIABILITY TRENDS

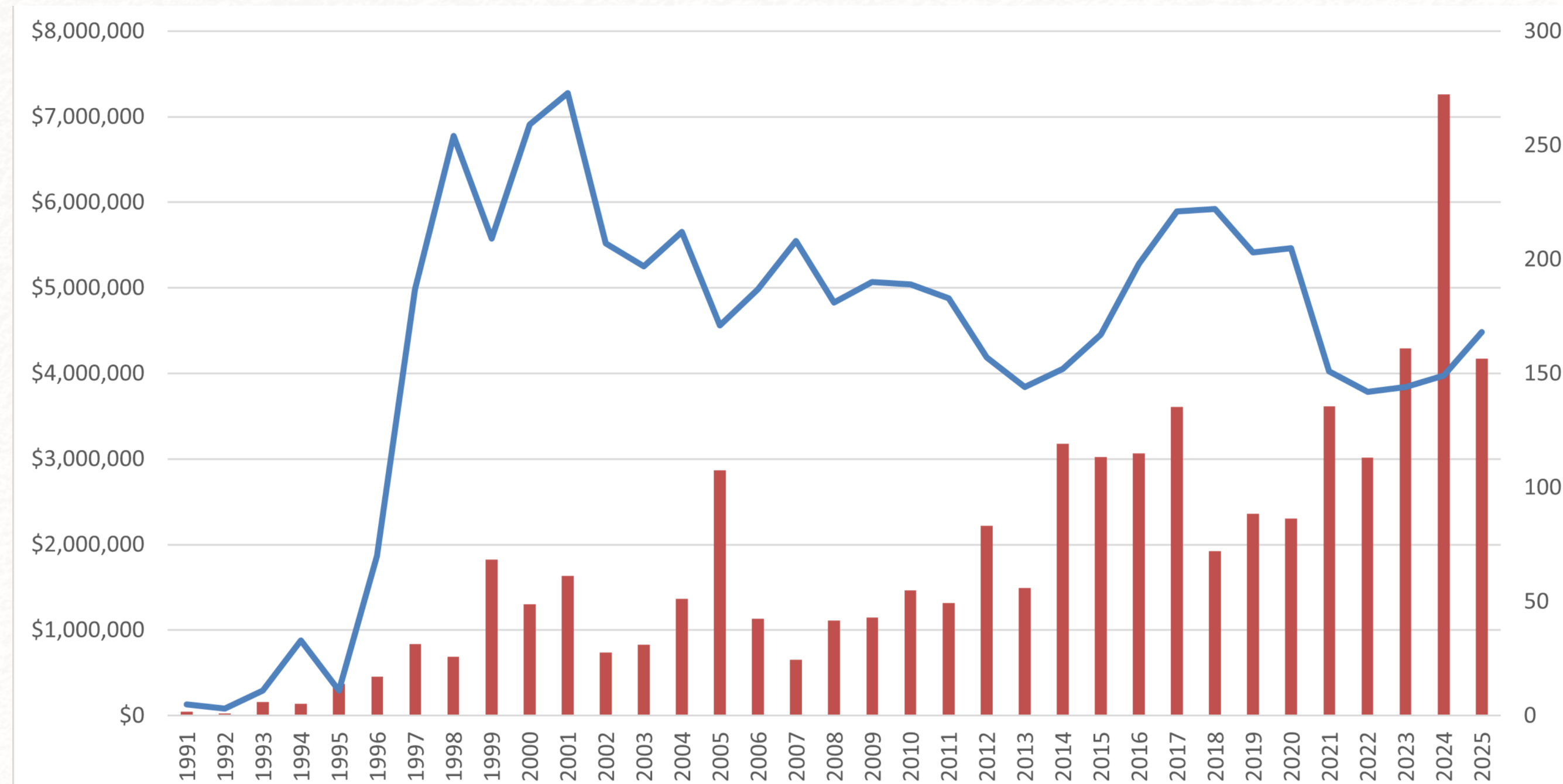


LIABILITY TRENDS



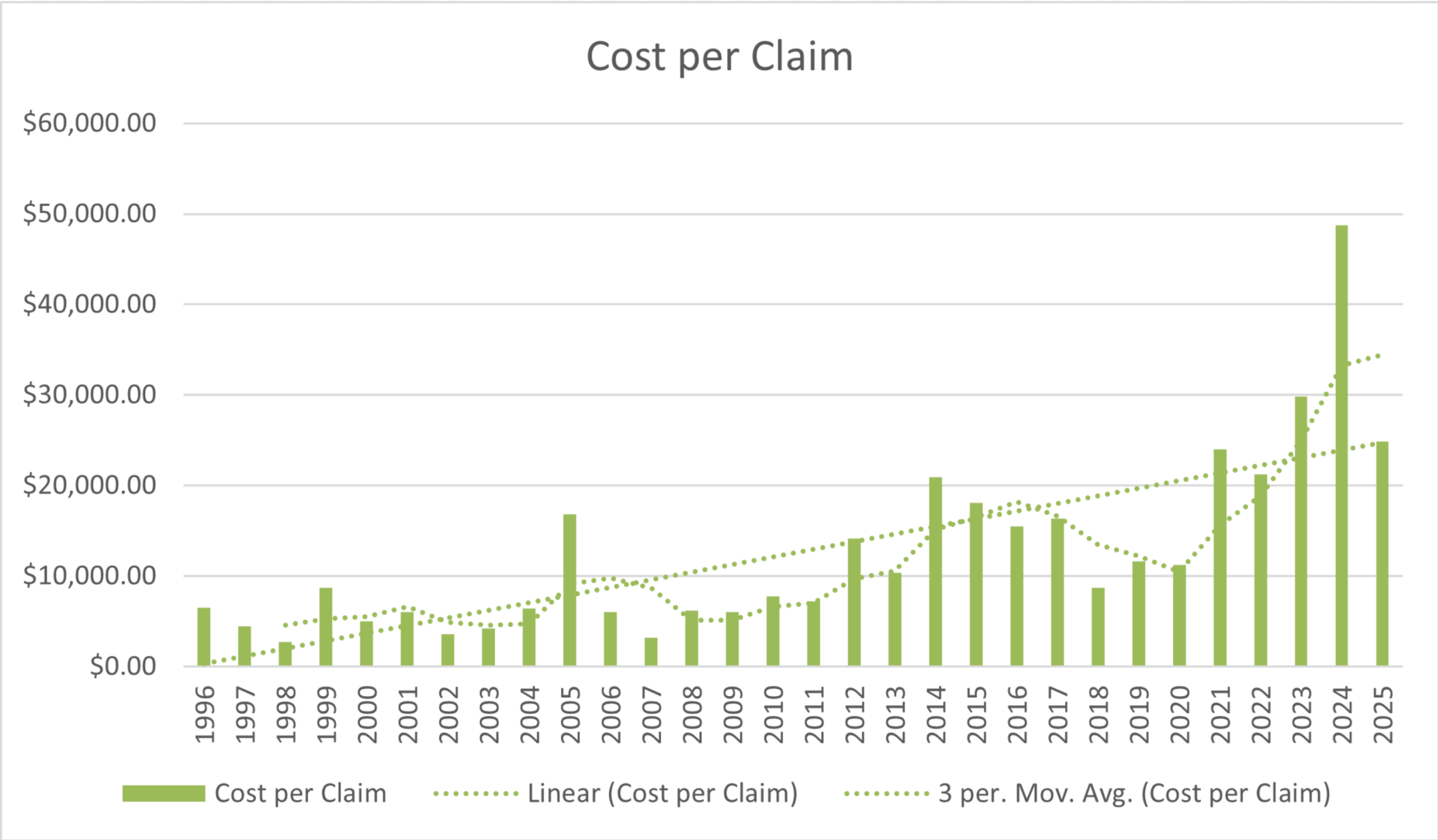
Claims Experience & Cost Drivers

City of Independence has historically seen a high number of workers' compensation claims and rising overall costs.



Claims Experience & Cost Drivers

The most notable trend is a rising cost per claim. This indicates an increase in severity of incidents.



Claims Experience & Cost Drivers

Recently, the city has seen a continual increase in its calculated experience modification rate.



An EMR of 1.00 indicates industry average risk.

3. Root Causes

- Nature of public service
- Budget pressures
- Statutory changes
- Overall claims
- Policy development
- Staffing changes

Root Causes & System Gaps

The root cause of workers' compensation claims is

- absence of a safety and health management system to control hazards, the drivers of injuries and illnesses.



4. Financial Outlook & Risk Exposure

Risk of maintaining the status quo

- Escalating claim costs
- Worsening negative fund balance
- Higher long-term liabilities
- Missed risk mitigation opportunities
- Reduced financial flexibility
- Cultural normalization of loss

5. Path to Stabilization

Fund Balance Components

1. Outstanding Liabilities
 1. Recommend 50% to 100% including IBNR and Development
2. Insurance Costs
3. Service Fees
4. Employee Cost Allocation – if applicable
5. Estimated Claims
 1. 5-Year Trended
6. Year-End Balance (Reserve)
 1. Goal Amount (Component of Retentions/Deductibles)
 2. Minimum 75% of Goal – Requires Budget Adjustment Strategy
 3. Maximum (125% of Goal – Excess Funds Transferred)

5. Path to Stabilization

Deductible-Style Cost Share

- How It Works
 - Each department pays a fixed amount per claim
 - The central risk fund pays anything above that amount
- Design Decisions
 - Set based on department size or claim history
 - Option: tiered deductibles
- Annual Caps
- Timing of Charges

5. Path to Stabilization

Coinsurance Model

- How It Works
 - Departments pay a percentage of total claim costs
 - Risk fund pays the remainder
- Example Structure
 - Department pays 20% of all claim costs
 - Risk fund pays 80%
- Design Decisions
 - Coinsurance percentage
 - Minimums & Maximums

5. Path to Stabilization

Hybrid Structure

- How It Works
 - Combines the best of both approaches
 - Drives behavior on small claims (frequency)
 - Medium claims (management)
 - Protects departments from catastrophic losses
- Example Structure
 - First \$XX,XXX per claim = 100% department responsibility
 - Next layer = shared (XX%)
 - Above \$XX = Risk fund responsibility

5. Path to Stabilization

Other key considerations

- Department "Premium" + Cost Share
 - Maintain annual contributions
 - Layer cost-share on top
- Budgeting & Transparency
 - Provide departments with:
 - Annual loss reports
 - Open claim reserves
 - Forecasted cost-share exposure
- Governance & Policy
 - Adopt formal policy defining:
 - Cost-share structure
 - Caps & thresholds
 - Exceptions
 - Review Annually

5. Path to Stabilization

Risk control and safety initiatives

Risk control and safety initiatives

Risk control and safety initiatives reduce the City's overall exposure by preventing incidents before they occur and minimizing the severity of those that do.

Governance and accountability

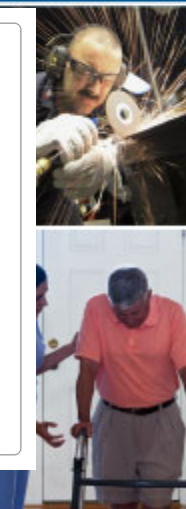
Governance and accountability ensure that risk and claims are managed consistently, transparently and in alignment with City policy and financial oversight.

Policy Development

Policies ensure legal compliance, support fiscal stability and promote safer operations across departments and operations.

Specific Actionable Items

1. Complete a comprehensive loss control audit.
2. Establish an Enterprise Risk Management Program supported by city leadership.
3. Develop policies and programs to control safety and health hazards.



Recommended Practices for **Safety** and **Health** Programs



ANSI/ASSP Z10.0-2019



Historic Sites Master Plan

City of Independence, MO

City Council Work Session

April 13, 2026

Purpose of Today's Work Session

- Present Historic Site existing conditions
- Discuss governance options

Why Historic Sites Matter

- Community identity and civic pride
- Heritage tourism and local economic impact
- Stewardship of irreplaceable public assets
- Rising cost of deferred maintenance

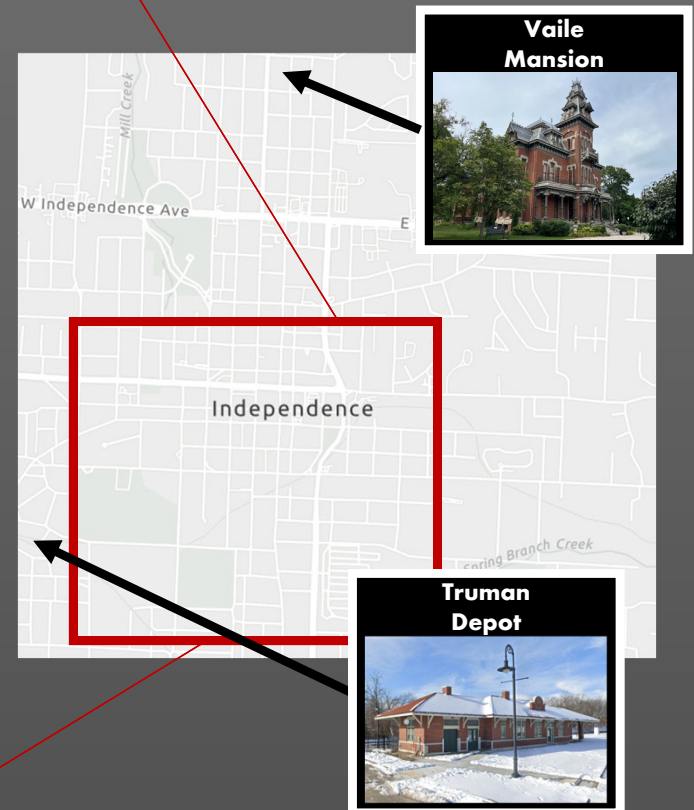
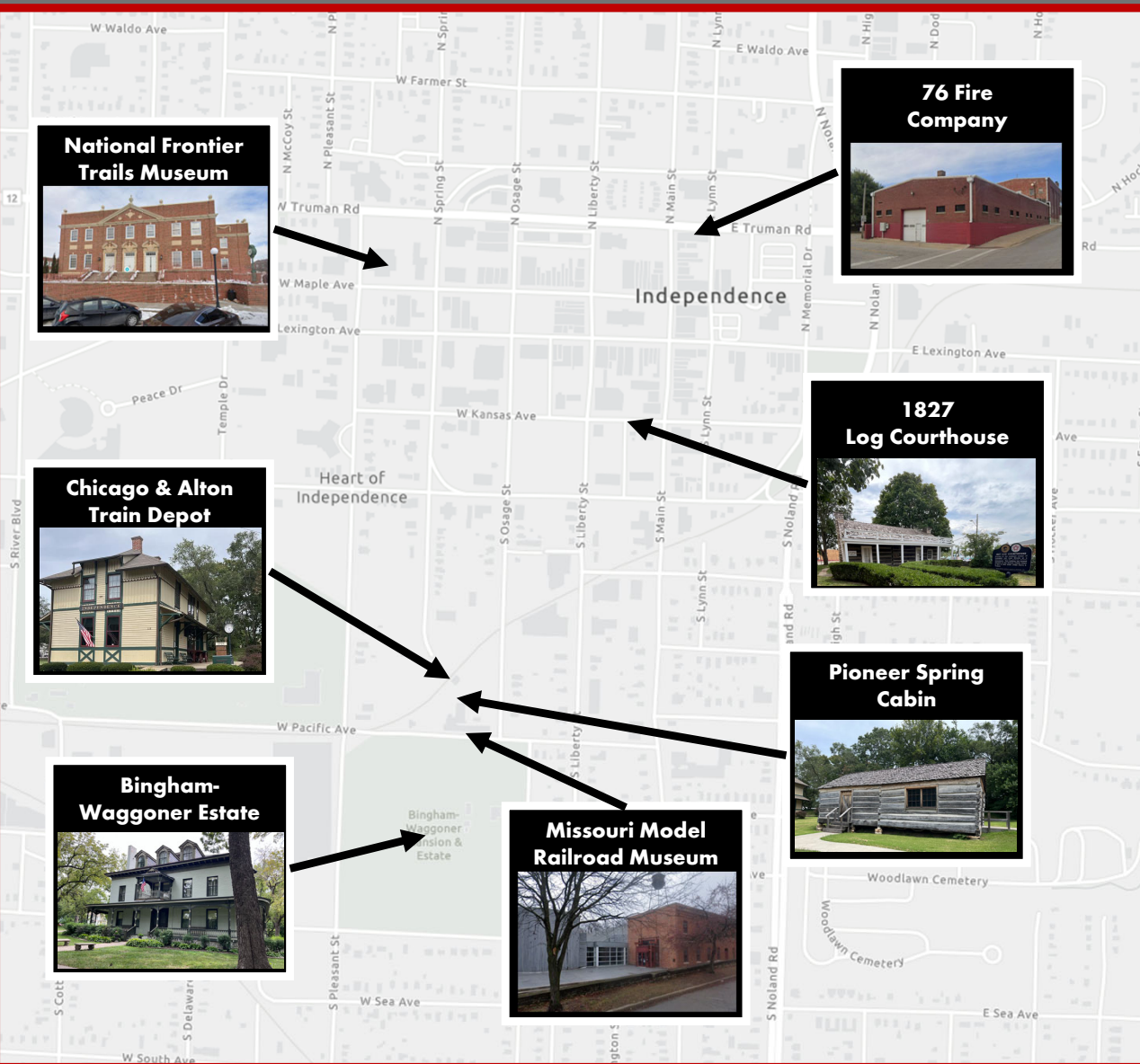
Historic Site Portfolio

- Nine City-owned historic assets
- Different operating models deployed across this portfolio
- Visitation and utilization levels vary
- No unified management framework

Existing Conditions: Individual Historic Sites

- The following slides summarize each City-owned historic site's current operations, use, and key issues

Historic Site Locations



Bingham-Waggoner Estate



- 19-acre historic estate near downtown
- Operated by Bingham-Waggoner Historical Society
- City-owned; City is responsible for maintenance and capital improvements
- BWHS is responsible for operations pursuant to an agreement with the City.

Vaile Mansion

- Victorian mansion built in 1881
- >10,000 visitors annually
- Operated by Vaile Society
- Strong volunteer engagement
- Increasing restoration needs and associated costs
- Operated by Vaile Society pursuant to an agreement with the City.



Historic Fire House No. 1

- Downtown historic fire station
- NPS Visitor Center (leases main floor)
- 76 Fire Company (leases lower level)
- City-owned; City pays for utilities and maintenance.



Chicago & Alton Railroad Depot



- Restored two-story railroad depot
- Operated by Friends of the C&A Depot
- Free, volunteer-led tours
- City pays utilities and maintenance

Missouri Model Railroad Museum

- Located in the Waggoner-Gates Building
- Volunteer-operated museum
- MMRM charges for admission and special events
- Regional visitor draw
- Houses the Merrill J Mattes Research Library



Oregon-California Trails Association (OCTA)

- Leases City-owned building
- Supports NFTM programming and fundraising
- Provides advertising and financial contributions
- Close relationship to trail-related sites
- Archives housed in the *Merrill J. Mattes Research Library*

National Frontier Trails Museum



- City-operated museum
- Focus on westward expansion and trails
- Free admission
- Staffed by City with volunteer support
- Flagship tourism asset

Truman Depot

- Active Amtrak station
- Visit Independence leases this building and offices here



1827 Log Courthouse

- Original Jackson County courthouse
- City-maintained
- No regular operations or staff
- Limited public use at the moment



Pioneer Spring Cabin

- Historic log cabin
- City-owned and maintained
- Located between the Chicago & Alton Railroad Depot and the Model Railroad Museum
- No active programming
- Currently used for storage



Existing Conditions

- Wide variation in use and staffing
- Uneven volunteer capacity
- Growing maintenance and capital improvement responsibility for the City
- Current operating methods are not sustainable

Recommended Governance Framework

The City has limited resources, and many priorities compete for its limited resources. Future considerations for the ongoing sustainability of these historic sites include:

1. Transitioning them to private ownership,
2. Establishing a non-profit conservancy to manage the sites; or
3. Keeping the properties under City ownership:

Private Ownership

Opportunities:

- Relieve the City of the costs associated with maintenance and staffing;
- Enable volunteer groups to solicit contractors for maintenance or improvements outside of the City's procurement process;
- Encourages fundraising; and
- Potentially create more commercial opportunities for the sites.

Challenges:

- Capital improvement expenses; and
- Depth of donor pool in the area.

Private Ownership Case Study

Campbell House Museum

- The Campbell House Museum lies in Downtown St. Louis, preserving the home and Victorian lifestyle of the Campbell family. The home was built in 1851 and was home to the Campbell family until the death of the last surviving child in 1938. By 1941, a local group called the William Clark Society dedicated themselves to preserving this portal to the middle Victorian period and purchased much of the contents of the home through auction.



Conservancy

A “Conservancy” is an organization dedicated to the stewardship of historic places or districts that have significant historic value. These organizations may operate as non-profits or public-private partnerships established to ensure preservation and public access.

Opportunities:

- Relieve the City of the costs associated with maintenance and staffing;
- Enable volunteer groups to solicit contractors for maintenance or improvements outside of the City’s procurement process;
- Encourages fundraising; and
- Potentially create more commercial opportunities for the sites.

Challenges:

- Capital improvement expenses; and
- Depth of donor pool in the area.

Conservancy Case Study

Lafayette Park

Lafayette Park, just south of Downtown St. Louis, is owned by the City of St. Louis and receives regular maintenance like any other City park. The park receives funding from the City general fund for expenses such as grounds maintenance, facilities maintenance, tree care, utilities, and miscellaneous support services.



City-Ownership

City ownership of the portfolio of historic sites has been the operational program for decades. Of the nine historic sites investigated as part of this study, six of them have operating agreements with groups that effectively run each site on behalf of the City. Each of these agreements are unique to the property and most are on a continuous basis until one party wishes to leave, however some have a limited number of renewals. The remaining three properties are maintained solely by the City and do not have any programming or bring in any revenue.

Opportunities:

- The portfolio of historic sites are an important part of the City's tourism economy.

Challenges:

- Deferred maintenance and capital improvement needs are expensive. The City could ask voters to consider a bond issuance, the proceeds of which could address capital improvement needs. Should the City take that action, the City would be required to maintain ownership until the bonds are fully repaid, which could be as long as 20 years.

Recommendations

Establish a Conservancy to own or manage these five Historic Sites:

- Historic Fire Station No. 1
- Chicago and Alton Railroad Depot
- Pioneer Spring Cabin
- Model Railroad Museum and OCTA Buildings
- Truman Depot

Recommendations

Key aspects that would lead to successful conservancy operation include:

- Hiring a full-time employee for each of the sites;
- Hiring a conservancy manager that can offer a dedicated and unified effort toward the success of these sites;
- Development of a detailed business plan to refine revenue strategies, staffing assumptions, and capital priorities;
- Early capital campaign of \$5 - \$6 million for this five-property, multi-site heritage portfolio; and
- Pursuit of a combined endowment strategy, with either site-specific subaccounts or pooled investment management

A challenge associated with the City's continued ownership of the historic sites is the fact that City ownership may make capital improvements more expensive and time-consuming. City ownership means a conservancy would need to conform with the City's procurement processes and prevailing wage ordinances when hiring contractors to build improvements.

Recommendations

Private Ownership:

- Vaile Mansion
- Bingham-Waggoner Estate

Recommendations

The Vaile and the Bingham-Waggoner could continue to be protected through deed restrictions or preservation easements ensuring that, though the City is no longer in control, preservation and public enjoyment remain top priorities. Key aspects that would lead to a successful transfer of ownership include:

- A preservation-minded buyer with the capability to raise the capital required for restoration and long-term maintenance for each property.
- Strict covenants or easements ensuring public access.
- Establishment of a token sale structure such as a \$1 purchase price.
- Restatement of the preservation requirements in the deed of sale.
- Encouragement of long-term endowment management.

Investing in the Sites

Each site has capital improvement needs.

Improvements to the Vaile and Bingham-Waggoner could cost \$12M to \$15M+

Considerations:

1. Update capital improvement/repair needs assessment for Bingham-Waggoner and the Vaile. Cost may be \$8,000 per property.
2. G.O. Bond to fund improvements, which carries with it a requirement that the City owns properties until bonds are repaid.
3. A one-time investment from City funds (e.g., from revenue generated by data center) to improve buildings before transfer.

Recommendations

City Ownership:

- National Frontier Trails Museum
- The National Frontier Trails Museum is recommended to be retained by the City. The City currently staffs and operates the museum within the Truman Memorial Building and maintains the Merrill J. Mattes Research Library in the same building with the Missouri Model Railroad Museum.
- The National Frontier Trails Museum is an important cultural center that completes the story of the history of the Independence area for visitors as they learn about pioneers venturing westward and the life of the 33rd President of the United States of America, Harry S Truman.

Recommendations

A related recommendation is that the City should also consider the creation of a new, stand-alone building for the National Frontier Trails Museum that could also house the Merrill J. Mattes Research Library. The City should pursue a feasibility study to help them understand the costs associated with development as well as ongoing operating expenses and revenues associated with this museum in a new, stand-alone building.

Next Steps for Council

- Provide feedback on overall direction
- Identify concerns or priorities
- Authorize further feasibility analysis
- No formal decisions required today

Council Discussion

- Questions
- Feedback
- Policy direction