



CITY OF NEW CASTLE
 City Building
 230 North Jefferson Street
 New Castle, Pennsylvania 16101-2220

January 28, 2026

Anthony Geiger
Geiger.Anthony@epa.gov
 Region 3, U.S. Environmental Protection Agency

Dear Mr. Geiger:

This is to serve as the cover letter to our application for funding from the U.S. Environmental Protection Agency's Brownfield's Cleanup Grant.

- 1) Applicant Identification: City of New Castle, PA.
 230 N. Jefferson St.
 New Castle, PA. 16101
- 2) Website URL: www.newcastlepa.org.
- 3) Funding Requested:
 - a. Grant Type: Single Site Cleanup
 - b. Federal Funds Requested: \$4,000,000
- 4) Location:

New Castle, PA.
 Lawrence County
 Pennsylvania
- 5) Property Information:

Former Shenango China Site
 606 McCleary Ave.
 New Castle, PA. 16101
- 6) Contacts
 - i) Project Director
 Chris Frye
 City Administrator, City of New Castle
cfrye@NewCastlePA.org
 724-656-3510
 230 N. Jefferson St.
 New Castle, PA. 16101
 - ii) Chief Executive/Highest Ranking Elected Official
 Mark Elisco
 Mayor, City of New Castle
 724-971-8934

230 N. Jefferson St.
New Castle, PA. 16101

7) Population

New Castle, PA. – 21,562

8) Other Factors Checklist.

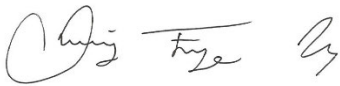
- Secured firm leveraging commitment ties directly to the project and will facilitate completion of the project/reuse; secured resource is identified on Page 3 of Narrative and substantiated in the attached documentation.
- The proposed site is adjacent to a body of water - the Shenango River-See Page 1 of Narrative.
- The proposed site is in a federally designated floodplain – See Page 1 of Narrative and DRAFT ABCA – Page 8&9..
- The reuse of the proposed cleanup site will incorporate energy efficiency measures – See Page 2-3 of Narrative.
- The proposed project will improve local resilience to the impacts of extreme weather events and natural disasters. See Page 2 of Narrative and DRAFT ABCA. Pages 4,6,7,8.

9) Releasing copies of applications.

This application contains no confidential business information.

Thank you for your consideration.

Sincerely,
City of New Castle



Chris Frye, Jr.
City Administrator



**APPROXIMATE
PROPERTY
BOUNDARY**



2700 Kirila Blvd.
Hermitage, PA 16148
(724) 342-1990

Source: Google Imagery 2026

See Scale in Figure

Aerial View

Former Shenango China
606 McCleary Avenue
New Castle, PA 16159
Lawrence County

PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION

Target Area and Brownfields 1.a. Overview of Brownfields & Description of Target Area.

The City of New Castle, located in Lawrence County, PA., sits 45 miles north of Pittsburgh and just east of Youngstown, OH. It is in the heart of the rust belt and has suffered the impacts of the decline of the steel industry throughout the region. Lawrence County is small, somewhat rural, with a population of 84,849. Our County seat and largest city is New Castle, also our manufacturing hub. New Castle has suffered a slow population decline from a peak in the 1950s of almost 50,000 to its current population of 21,562. From 2007 until December 2023, the City was officially declared a Distressed Community under PA ACT 47, a designation where the Commonwealth oversees the finances of a municipality in order to ensure fiscal solvency. Since 2013 alone, the County has lost six major employers (Ellwood City Community Hospital, Liberty Mutual customer service center, ESB Bank headquarters, PA Youth Detention Center, and two major retailers: Kmart and Sears) prompting a loss of nearly 1,100 jobs. See Section 2a for additional demographic data on New Castle and Lawrence County, further documenting its distressed status.

The City of New Castle (“City”) has new direction and leadership, with a mission to revitalize its manufacturing and employment hub. Manufacturing and construction are still key components of our local economy and account for over 19% of our direct jobs, compared to the State average of 13%. We have excellent transportation access via Interstates 376, 79, and 80. Mayor Mark Elisco and City Administrator Chris Frye have made redevelopment of the Shenango China site and other brownfield sites a top priority of their administration. With this Cleanup Grant, the City will cleanup the Shenango China Site and repurpose it for job creating uses.

1.b. Description of Proposed Brownfield Site. The Shenango China Site (“Site”) was utilized for the manufacture of china tableware products for commercial and institutional use from 1908 to 1992. The original facility was expanded over several decades. The Site consists of 35.5 acres with the following features: the former Shenango China complex of several different interconnected buildings totaling over 500,000 square feet, with the central portions of this complex destroyed by fires in 2011 and 2024; an outbuilding storage area; a PA. Hazardous Sites Cleanup Act Closure Area (china waste pile) of approximately 5 acres; a manufacturing building on the north end of the Site that is leased to Resco Products, Inc., which produces refractory brick and pre-cast shaped refractories; asphalt and gravel parking areas; and vegetated areas on the areas not covered by buildings. The Site is bounded on the east by the Shenango River and on the west by the railroad tracks. On the other side of the tracks, sits the distressed neighborhood identified by Census Tract 42073000400. *Portions of the site are in a federally designated floodplain, making it particularly vulnerable to flooding and stormwater runoff, which could mobilize contaminants like arsenic and lead into surface water or groundwater.*

Realties U.S.A. Inc. purchased the property on April 30, 1993 from Syracuse China Corporation. On July 29, 1998, the Commonwealth of Pennsylvania, Department of Environmental Protection (“PADEP”) entered into a Consent Order and Agreement for Settlement with Realities U.S.A. Inc in which Realities, among other things paid the PADEP for its share of past Response Costs for the capping of the Shenango China Site. In 2002, this china waste pile was further consolidated and capped by the PADEP. On March 26, 2009, the PADEP entered into a Consent Order and Agreement for Settlement with City, who at the time was planning to purchase the Site. A copy of this document is attached. Under this Consent Order, upon owning the Site, New Castle acknowledges, among other things its responsibility for redeveloping the Site and maintaining the Residual Waste Landfill. On January 28, 2026 the City of New Castle, after years of effort, acquired the Site from Realities, U.S.A., whose principal owner resides in Canada.

Revitalization of the Target Area 1.c. Reuse Strategy & Alignment with Revitalization Plans.

Lawrence County's Comprehensive Plan as well as a Countywide economic action plan, **Forward Lawrence** specifically highlight brownfield redevelopment as a high priority for the County and identifies New Castle and the highway entrances to New Castle as growth corridors. They further prioritize the urban core of New Castle for reinvestment, as this takes advantage of existing grids and infrastructure, minimizes sprawl and preserves farmland in our rural areas. The **Forward Lawrence Plan** also outlines the many strategic advantages of Lawrence County for industrial development including: access to three Interstates, rail access, a one-hour drive to an international airport, and a skilled labor force. It further documents the need for quality modern industrial/flex space and office space, and identifies targeted industries including distribution, fulfillment centers, metalwork, plastics, building materials, agribusiness, and experiential entrepreneurship such as the craft work and food processing by the local Amish community.

As mentioned above, the Mayor and City Administrator have specifically made the redevelopment of this Site a priority of their administration. Under the prior owner, the property become a nuisance and neighborhood hazard. Still, the owner would not sell. The City threatened legal action, and in 2025 took action by filing criminal complaints, which finally spurred the owner to let the City acquire it.

1.d. Outcomes and Benefits of Reuse Strategy.

Brownfield redevelopment was a central principle in both the County Comprehensive Plan and Forward Lawrence. The cleanup and reuse of this Site will achieve the goals underlined above as detailed below:

Reinvest in the Urban Core of New Castle. The Site borders Route 224 which is one of the highway connections from Interstate 376 into downtown New Castle. The Site has been underutilized and a blighting influence on the neighborhood and the City for decades. Develop Quality Modern Industrial/flex space and Office Space. In addition to its access to Interstate 376, the Site is the largest underutilized industrial site in the City. The demolition, cleanup and redevelopment of this Site will both retain 50 jobs at the Resco Products facility, and generate over \$50 million of new investment, creating a minimum of 50 new jobs. Redevelopment of this Site will also generate \$850,000 of new state and local real estate and income taxes annually. Re-use of Existing Infrastructure: Redevelopment of this Site will resuscitate an existing industrial property with public and private infrastructure in place, avoiding the creation of further sprawl, more impervious surfaces, and destruction of land. *Moreover, a reinforced 2-foot cap on Site with vegetative cover or pavement would withstand erosion and prevent contaminant migration during heavy precipitation events making the City more resilient to extreme weather events.*

We will also encourage redevelopment of this property to high energy efficient standards. This includes using R-20 insulation on exterior walls and up to R-30 for the ceiling and using double or triple pane windows with a low E-factor to further conserve energy. We also encourage energy efficient HVAC systems and where possible, include solar installations to reduce the impact on the electrical grid.

Strategy for Leveraging Resources 1.e. Resources Needed for Site Characterization.

The Site has undergone exhaustive environmental characterization dating back several decades and leading to remediation activities and the Consent Orders described above. In addition, Lawrence County used the proceeds of an U.S. EPA Community Wide Assessment Grant ("CWAG") to conduct additional testing leading to submission of Baseline Remedial Investigation Reports to the PADEP in 2020.

None the less, based on discussion with PADEP, we understand that additional characterization is required, and we do have available resources. The Lawrence County Economic Development Corporation (“LCEDC”) is our strategic partner in this project, and in 2024, LCEDC received a CWAG award. Because of the PADEP State Consent Order on this Site, under Section 104(k) of the CERCLA, a Property Specific Determination was required in order to deploy CWAG funding on this Site. On, October 8, 2025, U.S. EPA made a favorable Property Specific Determination in a letter from David Cambell to the Executive Director of LCEDC. *Consequently, the CWAG provided to LCEDC is available for additional site characterization. As of December 3, 2025, there was an outstanding balance of \$382,485.*

1.f. Resources Needed for Site Remediation.

We have completed initial cost estimates to remediate the Site and we are pleased that our requested Grant amount of \$4 million is sufficient to complete all planned remediation. Nonetheless, because of the size and complexity of the Site and cleanup, we also must plan for the unexpected. The City is exploring State programs that could be available for any further site remediation, as outlined below:

- PA. Local Share Account – a grant up to \$1 million for remediation or other project costs.
- Redevelopment Assistance Capital Program – a grant up to \$5 million requiring a 50% match for site preparation, including remediation, and building construction.
- PA. Industrial Site Reuse Program (“ISRP”) – a loan for remediation requiring match, but program is currently unfunded.

1.g. Resources Needed for Site Reuse.

Over the last decade LCEDC has raised over \$40 million in federal and state resources to leverage an additional \$60 million of private investment. The City working with LCEDC will pursue many Federal, State and private resources to redevelop the site including those listed above and those outlined below:

- Federal New Market Tax Credits — 20-24% credit. New Castle in an eligible area.
- U.S. Appalachian Regional Commission – POWER Grants. Lawrence County is an eligible area.
- U.S. Department of Housing and Urban Development – funding through the Community Development Block Grant Program received by New Castle.
- State Enterprise Zone Tax Credits. New Castle is an eligible area.
- Pennsylvania Industrial Development Authority(“PIDA”) low interest loans.
- Keystone Communities Funding through the PA. Department of Community and Economic Dev.

1.h. Use of Existing Infrastructure. The Shenango China site is an “in-fill” urban site, and serviced by existing water, sewer, electric, and gas, along with public roads. Redevelopment of this Site avoids costly public infrastructure of a greenfield project. The Site will require new laterals connecting to the existing systems, and the State provides a PENNVEST 1% loan program for these infrastructure connections. *The redevelopment of this Site will not destroy any greenspace, will not destroy trees or habitat and create jobs while improving the resilience of our local economy and climate by investing in the urban core.* These sites are also walkable from the residential community in New Castle, and this will reduce the dependance on a car to get to work.

2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT

2.a. Community Need for Funding –

	New Castle	Lawrence County	PA	US
Population 2022 *	21,532	84,849	12,972,008	333,287,557

Population Change 2010-2020 *	-7.5%	-6.9%	2.4%	7.4%
Unemployment Rate **	6.3%	4.8%	4.0%	4.6%
Poverty Rate *	26.2%	8.5%	11.8%	11.5%
Median Household Income *	\$36,595	\$53,106	\$67,587	\$69,021
* Data are from the U.S.Census Factfinder available at www.factfinder 2.census.gov/				
**Data from the PA. Ctr. Workforce Info. at www.dli.state.pa.us/ New Castle data from Justice 40 Initiative.				

As indicated above, both the City of New Castle as well as all of Lawrence County experienced a declining population over the last ten years. In addition, New Castle suffers from a poverty rate that is 2.5 times the state and national average and median family income that is half the national average. Social conditions in the Census Tract surrounding the site are even more dire with 52% below the poverty level and unemployment rates of 16% according to Census Data. Neither the City nor its residents have resources to remediate and redevelop this Site. The City’s entire capital improvements budget for 2026 is only \$1million. All of these factors, in turn, impact real estate values and the tax base of New Castle, further hampering its ability to generate the needed resources.

2.b. Health or Welfare of Sensitive Populations. In the City, over 19,000 of its 21,500 residents are in census tracts identified as severely or deeply distressed, according to Federal New Market Tax Credit maps published by Novogradac. This includes the Census Tract (42073000400) where this Site is located. Over 40% of these residents in these census tracts are either young (18 or less) or elderly (65 and over), and particularly sensitive to environmental factors such as exposure to contamination from asbestos, lead, and heavy metals found on this Site. Residents in close proximity to this Site are exposed to these substances by ingestion or by simply breathing, and as indicated below are experiencing increased occurrences of asthma, heart disease, cancers, and premature births among other symptoms. The EPA Cleanup Grant will help us eliminate these hazardous substances by demolishing and removing the existing structure and capping the soil where needed. In addition, The Shenango River borders this Site. Consequently, migration of these hazardous substances can also move downstream. By removing hazardous wastes from this Site, we also protect downstream residents in New Castle and beyond from possible water and groundwater contamination. The Shenango River is actively in recreational use by canoers, kayakers, fishermen, and others.

2.c. Greater Than Normal Incidence of Disease and Adverse Health Conditions.

Based on the most recent PA. Department of Health Data

(<https://www.health.pa.gov/topics/HealthStatistics/VitalStatistics/CountyHealthProfiles/Pages/county-health-profiles.aspx>), residents of Lawrence County:

- had higher rates of preterm births compared to the State average (11 per 1,000 versus 9)
- had higher rates of heart disease (209 per 100,000 compared to 174 for the State)
- had higher rates of respiratory disease (38 per 100,000 compared to 32 for the State)
- had higher rates of diabetes (28 per 100,000 compared to 22 for the State)
- had higher rates of pneumonia (18 per 100,000 compared to 12 for the State)
- had higher rates of male lung cancer (76 per 100,000 compared to 63 for the State)
- had higher rates of male bladder cancer (44 per 100,000 compared to 36 for the State)
- had higher rates of hospitalizations for heart attack and heart disease.

Within the City of New Castle, according to previously published data from the EPA EJScreen, residents:

- experience low life expectancy in the 90-100 percentile
- suffer asthma in the 90-100 percentile
- suffer heart disease in the 95-100 percentile

- suffer disabilities in the 95-100 percentile
- suffer rates of cancer in the 90-95 percentile.

The known asbestos and lead on the Site can contribute to many of these higher rates of disease, particularly lung and heart disease. Again, with this Cleanup Grant, we will remove asbestos and lead and eliminate any pathways of exposure and redevelop the Site for job creating uses. This will contribute to both the health and income of residents of New Castle. Residents who find jobs created by Site redevelopment will no longer face the stress of poverty, which contributes to the above health conditions.

2.d. Economically Impoverished/Disproportionately Impacted Populations. As mentioned, the Site is in a distressed low-income community. Data from the Novogradac website featuring New Market Tax Credit maps, shows our New Castle neighborhoods are in the:

- 95-100 percentile for toxic air releases
- 80-90 percentile for particulate matter
- 90-95 percentile for lead paint
- 90-95 percentile for wastewater discharge
- 80-90 percentile for hazardous waste and proximity to underground storage tanks.

With our Cleanup of the Ste, we will directly remove exposure to heavy metals and asbestos through remediation. We will communicate with the neighborhood through both City Council representatives and public meetings. By redeveloping this Site, we will create jobs and economic opportunity and eliminate the blighting influences of this property. Throughout this process, we recognize the importance of input and ownership from people living in the neighborhoods directly affected by these brownfields. As discussed, residents will become an integral part of the redevelopment through outreach and community forums.

Community Engagement **2.e. Project Involvement 2.f. Project Roles.**

Name	Point of Contact	Role/Involvement
Industrial Users	Various	Various companies have indicated an interest in locating at Site, pending resolution of env. issues.
PA Dept of Env. Protection – NW Office	Kammy Halterman, Program Manager 814.332.6648 khalterman@pa.gov	Recommend supplemental testing, approval of Cleanup Plan, environmental covenants, and eventual Act 2 Liability Release.
LCEDC	Diane Richardson, Assistant Director. 724.656.3510 richardson@lawrencecounty.com	Deploy CWAG for any additional site characterization, assist City with reuse planning and attracting industrial users.
Lawrence County Red. Authority	Amy McKinney 724-656-2193	Assist in leveraging State financing and attracting industrial users.
New Visions of Lawrence County	Angie Urban, Director 724-510-1410 [REDACTED]	CDC that will assist with engagement, community meetings.
Downtown Business Association	Pat Amabile, President 724.856.3347 info@shippingdepotplus.com	Association that will assist with engagement, meetings, progress reports w/ N. Castle businesses.
Private citizens	No formal organization, but 10+ local residents attended public meeting	Attend public meetings and provide comments from point of view of impacted local residents.

2.g. Incorporating Community Input. In the preparation of this application, the City held a special public meeting on January 20, 2026 to solicit input from the public. The public ad for this meeting ran in the local newspaper the New Castle News on January 12, 2026. We also held a special public meeting with City Council on December 4th to discuss the Cleanup Grant and also receive final approval to acquire the Site. At the public meeting, there was universal support for the application. Since the City now owns the property, there was a concern at the public meeting on what happens if this Grant is not approved. The City reaffirmed its commitment to continue to reapply for this Cleanup Grant and/or other State funding, and urged patience as a project such as this takes several years to see an end result. It has now been blighted and underutilized for over thirty years.

As we proceed with the cleanup, we will continue soliciting community input from partners (listed above) and from the public at large, particularly local residents. We will also update the Mayor, City Council, and the Board of LCEDC on our progress, so they can provide formal (such as a newsletter) and informal updates to their constituents. We will provide Quarterly updates to City Council which are open to the public. At the public meetings, we provide a sign-in sheet and all attendees provide contact information. All public comments are recorded as part of the meeting minutes. The City will respond to all comments both in person at the meeting, as well as provide a written response. For the written response, we will organize conference calls or meetings with our consulting team to coordinate the response to the commentator. Importantly, we will address and incorporate these comments into our final Cleanup Plan and Reuse Plan for the Site.

We will also continue press releases and other communication with the local media, including the New Castle News. Throughout this process, we will also diligently update our web site with project announcements and progress. Should a pandemic again occur, we will meet remotely via Microsoft Teams or other means or in the alternative meet outside weather permitting.

3. TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS

3. a. Proposed Cleanup Plan.

The nature of the threat to public health is individual exposure to contaminated soil/groundwater (arsenic, lead, manganese, strontium, antimony), asbestos containing materials (“ACM”) and solid wastes by those entering the Site. ACM in the buildings are in poor condition that could cause the release of asbestos fibers to the air. Under current conditions, risk pathways include: direct contact, ingestion, and inhalation of hazardous materials by site visitors, trespassers, workers, or neighbors. During activities, contaminated media pose exposure risks through inhalation, dermal contact, or migration to the Shenango River. Asbestos is a significant concern because fibers can remain airborne and be inhaled. Exposure could also occur through ecological pathways affecting aquatic life.

The City will deploy the Cleanup Grant to remove hazardous materials from the site, abate all ACM, demolish buildings, and eliminate all pathways of exposure to remaining contaminants. We will remediate contaminated soil/groundwater via capping, institutional controls, and any necessary treatment. A portion of the construction materials from demolition (e.g., brick, concrete, block) will be crushed and used on site as clean fill—after appropriate testing and confirmation under PADEP’s Management of Fill Policy. This capping will reduce import costs and promoting sustainability. It is anticipated an institutional control (environmental covenant) will be placed on the site that will prohibit the use of site groundwater. The soil cap and institutional controls will eliminate any pathways of exposure from the contamination in the soil. The subject site is currently supplied by municipal water.

The Cleanup Grant will also enable the Site to receive Liability Protection utilizing the PADEP Land Recycling Program. The rigorous testing standards under this Program will further ensure the subject Site will be protective of human health and the environment. It will also provide assurance to the City and future owners/tenants, enabling us to continue further investment and redevelopment of the Site.

3.b. Project Implementation.

Once awarded the Cleanup Grant, the City will proceed diligently to complete the Workplan and gain EPA approval. We will then proceed to procure our consulting team which will consist of a Qualified Program Manager (QPM), a Qualified Environmental Engineer (QEE), and a Qualified Reuse Planner (QRP) (See Section 3f & 4c for more details on their roles and the procurement process).

The QEE will work diligently with both the EPA and PADEP respectively to gain approval of the Quality Assurance Project Plan (QAPrP) and the Cleanup Plan under the voluntary Act 2 Liability Release Program of Pennsylvania’s Land Recycling Act. As part of the preparation of this application, we have begun the process of enrolling this Site into the Act 2 Program. At the same time, we will engage the QRP to develop a Reuse Plan that maximizes the Site capacity accounting for building pad locations, parking areas, access roads, infrastructure connections, etc. We will then coordinate the Reuse Plan with the Cleanup Plan, regarding issues such as soil caps, stormwater retention, and protection of the Shenango River.

Once we receive approval of our QAPrP and Cleanup Plans, our QEE will prepare bid specifications for the cleanup, and we will proceed to publicly advertise for bids and hold a pre-bid meeting to respond to any questions. With input from our QEE and QPM, we will then select the lowest cost responsible bidder. To efficiently manage cleanup and Act 2 Liability Release, the City will authorize the QEE to directly contract with the Qualified Cleanup Contractor (QCC). The QEE will oversee the QCC’s work and progress, inspect the site and approve all submitted invoices, and further assure quality by documenting and certifying final results. The City anticipates at this time that, as part of the specifications for the project, the contractor will be tasked with obtaining all the necessary regulatory approvals for the remediation. The QEE will also complete required reporting to the PADEP for the Act 2 Liability Release. The QPM will coordinate all reporting to the U.S. EPA, including final redevelopment outcomes such as jobs and investment.

3.c. Anticipated Schedule 3.d. Task/Activity Lead.

Key Project Activities	Schedule	Responsibility
TASK1–PROG. MAN. & REPORT		
Completion of Work Plan	Pre-Award	City
Ad & Selection of Consultants	Month 1 – 2	City
Prepare and approve QAPrP	Month 3 -4	QEE
EPA Reporting – Quarterly/ACRES	Ongoing	City & QPM & QEE
EPA Close-Out Report	Month 23 - 24	City & QEE & QPM
TASK2–COM. PARTICIP//REUSE	Ongoing	City & LCEDC
Updates – City Council & Public	Quarterly	City & QPM & QEEs
Reuse Planning	Ongoing	City & LCEDC & QPM & QRP
TASK 3 – CLEAN-UP ACTIVITY		
PADEP Approval– Cleanup	Month 5 – 6	City & QEE & PADEP
RFP & Select Env. Contractor	Month 7 -9	City & QEE
Mobilize/Implement	Months 10– 24	QCC

Close-out /Act 2 Reporting	Months 25- 36	QCC & QEE & City & PADEP
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3.e. Outputs.

The primary Output is remediating the Site, so that no pathways or exposure to hazardous materials exist and the Site receives an Act 2 Liability Release from the PADEP. As this is accomplished, we can then tour with prospective users and/or investors and proceed with new development.. After cleanup is completed, as property owner, we are then in position to track project Outcomes, including leveraged public and private investment, jobs created, tax revenue generated.

While remediation of the Site is the overarching Output, we also have several “in process” Outputs including: approval of the Workplan, the selection of consultants (QPM, QEE, QRP), approval of our QAPrP by EPA, the selection of the Clean-Up Alternative and PADEP approval, the selection of the QCC, quarterly community updates at public meetings, completion of the cleanup, Final Reports to the PADEP, Act 2 Liability Release, and Quarterly reporting and Close Out Reports to the EPA.

3.f. Cost Estimates.

Budget Table. We submit a Brownfield Cleanup Grant budget as follows:

Cleanup Grant	Task 1	Task 2	Task 3	TOTAL
Budget	Program	Com. Participation & Reuse Planning	Abatement & Clean Up	
Categories	Management			
Personnel	\$63,360	\$34,560		\$97,920
Fringe	\$22,176	\$12,096		\$34,272
Travel	\$5,900			\$5,900
Equipment	\$0			\$0
Supplies	\$0			\$0
Contractual	\$66,908	\$145,000	\$3,650,000	\$3,861,908
Other				\$0
TOTAL DIRECT COSTS	\$158,344	\$191,656	\$3,650,000	\$4,000,000
				\$0
Total Federal Funding				\$4,000,000
TOTAL BUDGET	\$158,344	\$191,656	\$3,650,000	\$4,000,000

Task 1. Program Management and Reporting. Our City Administrator (“CA”) will have manage the Cleanup Grant, and we have budgeted \$34,560 (16 hours/month * 36 months * \$60/hr) plus a fringe benefit rate of 35%. He will be assisted by our Chief Financial Officer, who will manage all fiscal duties, and we have budgeted \$28,800 (16 hours/month * 36 months * \$50/hour) plus fringes. Because the CM has many other duties, we will retain a QPM to assist, and we have budgeted \$66,908. Over the life of the Grant, the QPM will assist with all Quarterly reporting, ACRES updates, managing the QEE and QRP, and tracking the budget. We have also budgeted \$5,900 to attend the 2027 and 2029 EPA Brownfield Conferences. This includes registration (\$200), travel (\$800), lodging (\$1,500), food (\$450) for each Conference.

Task 2. Community Participation & Reuse Planning. Our CA will spearhead the community participation with the public and the media, and he will also guide reuse planning with the QRP and potential owners/users of the Site. We have again budgeted \$34,560 plus fringes. Our CA will again be assisted by our QPM, and we have budgeted \$50,000. We have also budgeted \$95,000 to develop a Reuse Plan for the site that will include an updated market study. The Site Plan will maximize site utilization including access roads, grading, buildings, and infrastructure connections that will aid in our final Cleanup Plan. Combining this Reuse Plan with our final Cleanup Plan will enhance the cost effectiveness of both Plans.

Task 3. Abatement and Completion. The cleanup estimate of \$3.65 million consists of the following – erosion and sediment control - \$50,000; universal waste disposal - \$65,000; friable asbestos abatement - \$125,000 (Note: much of the asbestos is either mixed into the debris of the building or dangerous to access such as the roof tile. This budgeted amount is to remove the friable asbestos in the pipe and drum insulation and duct wrap); above ground structure dismantling – 1,400,000; floor slab and foundation removal - \$750,000; capping of heavily impacted areas – 3 acres -\$150,000; china waste and solid waste removal - \$180,000; oversight, post-remediation sampling, PADEP Act 2 requirements - \$300,000; water and river sampling - \$150,000; and contingency - \$380,000. These estimates were based on the remediation estimates from two remediation contractors

3.g. Measuring Environmental Progress and Results. The City and QPM and QEE will routinely track the progress with this Cleanup Grant. This will be done through on-site visits, digital photographs, regular meetings with our consulting team, and maintaining a scheduling spreadsheet. During those meetings, we will review contractor invoices in comparison to work performed. We will also address any lack of progress by establishing team assignments and deadlines and holding team members accountable at the next regular meeting. We will then report progress to U.S. EPA through both Quarterly Reports and ACRES Updates. At the end of the Grant, we will assemble the data into a Close-Out Report. We will continue to track Outcomes after the Close-Out report, and report progress on investment and job creation to the U.S.EPA.

4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE

4.a. Organizational Structure and b. Description of Key Staff.

The City is led by Mayor Mark Elisco, who has a distinguished background of service having served three terms on City Council. As Mayor, Mr. Elisco is President of City Council. Mayor Elisco was elected in 2023 on a platform that included controlling key parcels in the City where absentee landlords have left decaying properties. The prime candidate is the Shenango China Site. Mayor Elisco's vision includes revitalizing New Castle by controlling these key sites, and he has the will and passion to accomplish it. City Council is comprised of six other members in addition to Mayor Elisco. These six members are also supportive of the acquisition and redevelopment of the Site, and have attended the City Council briefing and/or the public meeting.

The City Administrator has the executive duty to manage this vision and the budget adopted by City Council. The City Administrator is a full-time salaried position. Chris Frye, Jr. was appointed City Administrator in 2023. Prior to that appointment, Chris was previously Mayor of New Castle from 2020-2023, where he successfully led the City's exit from PA. Act 47 Fiscal Distressed Status. Both as Mayor and now as City Administrator, Chris has secured and/or managed Federal and State grants of over \$12 million. He has also reduced City debt service by \$4 million during his tenure. Chris has a Master of Social Work and Administration from the University of Pittsburgh.

The City's Chief Financial Officer, Stephanie DiCarlo, will manage fiscal duties with this Cleanup Grant. Stephanie is responsible for all financial operations of the City including financial reporting, accounting, and payroll functions, and she has served in the capacity for eighteen years. Stephanie has a Master of Business Administration from Clarion University.

4.c. Acquiring Additional Resources. With this Cleanup Grant, the City will publicly advertise for a QEE, a QPM, and a QRP, rank responses based on the criteria in the public ad, and select the professionals with the highest score. Because of the importance of this project, we will act very quickly to advertise for consultants, review qualifications, and make final selections. The QPM will assist the City in fulfilling the reporting requirements under the Cleanup Grant. This includes overseeing the QEE and QRP, tracking the budgets, quarterly reporting, and close-out reports. As part of the selection, the City will fulfill all Federal bidding and minority/women business reporting requirements. Our project team (CM, QEP, QPM) will meet monthly to monitor all project activity, review project costs relative to budgets, and pursue leveraged resources.

Past Performance & Accomplishments 4.e . Has Not Received EPA Grants but has Received Other Federal Agreements. (1) Purpose and Accomplishments. Most recent Federal grants: **Appalachian Regional Commission** awarded May 2, 2025 - \$50,000. Appalachian Regional Commission – the grant was to strengthen local capacity for community revitalization by hiring an Executive Director for the newly organized Community Development Corporation and develop a façade improvement program. Using funding from American Rescue Plan Act, the CDC implemented a façade improvement program that assisted ten local businesses by enhancing storefronts and curb appeal.

Department of Justice awarded November 2, 2023 - \$248, 214. This City used this DOJ De-Escalation Grant to provide officer training and preparedness through a VirTRA V300 simulation system. Through the training provided by this system, the New Castle Police Department completed over 200 hours of combined simulator and firearm training directly supporting officer safety, community safety, and the principals of de-escalation.

Department of Justice awarded November 2, 2023 - \$1,128,822. The City used the COPS Hiring Grant to successfully retain six police officers, preventing reductions in police service during a period of significant budgetary constraints. This investment maintained consistent patrol coverage, supported community policing efforts, and enhanced safety in schools.

Department of Homeland Security awarded August 9, 2023 - \$933,860. The City used this Staffing for Adequate Fire and Emergency Response (SAFER) Grant to hire four full-time firefighters, again ensuring public safety during a time of significant budgetary constraints. These firefighters also completed advanced training in Emergency Medical Technician and Hazardous Materials Operation, which is particularly helpful during the most recent fire at the Shenango China Site in 2024.

(2) Compliance with Grant Requirements. The City completed the above grant activities and accomplishments in compliance with work plans, terms and conditions, expenditures, and reporting requirements, generating the above outcomes. The City has met all program compliance requirements for these Federal grants. We provide timely interim reports and close-out reports, and as evidence, our grant commitments continue to grow. With this Cleanup Grant, we are prepared to deliver the outputs and outcomes outlined above and revitalize the urban core and industrial base of New Castle. Thank you for your consideration. This Cleanup Grant is critical to the future of our City.

THRESHOLD RESPONSE CRITERIA – City of New Castle, PA.

1. Documentation of Applicant Eligibility if other than city, state, or tribe

The applicant, City of New Castle in Pennsylvania, is a municipality and as such is eligible organization.

2. Information on Previously Awarded Cleanup Grants.

The City of New Castle has not previously been awarded a Cleanup Grant.

3. Existing Multipurpose Grant Funds

The City of New Castle has no current Multipurpose Grant Funds.

4. Ownership.

The City of New Castle owns the site by fee simple title by Deed dated January 28, 2026. See Attachment.

5. Basic Site Information

- a) Name: Former Shenango China Site
- b) Address: 606 McCleary Ave.
New Castle, PA. 16101

6. Status of History and Contamination at the Site.

- a) Site is contaminated by hazardous substances.
- b) Operational history and current uses. The Shenango China Site (“Site”) was utilized for the manufacture of china tableware products for commercial and institutional use from about 1908 to 1992. The original facility was expanded over several decades. The Site consists 35.5 acres with the following features:
 - the former Shenango China complex of several different interconnected buildings totaling over 500,000 square feet, with the central portions of this complex impacted by fires in 2011 and 2024.
 - an outbuilding storage area,
 - a HSCA Closure Area (china waste pile) of approximately 5 acres,
 - a separate manufacturing building on the north end of the Site that is leased to Resco Products, Inc., which produces refractory brick and pre-cast shaped refractories,
 - and asphalt and gravel parking areas and vegetated areas on the areas not covered by buildings.

The Site is bounded on the east by the Shenango River and on the west by railroad track. On the other side of the tracks, sits the distressed neighborhood identified by Census Tract 42073000400.

Realties U.S.A. Inc. purchased the property on April 30, 1993 from Syracuse China Corporation. In the 1990’s, waste china was disposed of in the northern portion of the Site in a “china waste” pile. On July 29, 1998, the Commonwealth of Pennsylvania, Department of Environmental Protection (“PADEP”) entered into a Consent Order and Agreement for Settlement with Realities U.S.A. Inc., in which Realities, among other things paid the PADEP for its share of past Response Costs for the Shenango China Site. In 2002, this china waste pile was further consolidated and

capped by the PADEP. On March 26, 2009, the Commonwealth of PADEP entered into a Consent Order and Agreement for Settlement with City of New Castle, who at the time was planning to purchase the Site. A copy of this document is attached. Under this Consent Order, upon owning the Site, New Castle acknowledges, among other things its responsibility for redeveloping the Site and maintaining the Residual Waste Landfill. On January 28, 2026 the City of New Castle, after years of negotiations with an absentee owner who resides in Canada, acquired the Site from Realities, U.S.A. The owner was continually uncooperative until the City recently filed criminal complaints against both Realities and the individual who is the sole shareholder.

c & d) Environmental concerns, if known and how the site became contaminated.

As mentioned above, for over eighty years, the site manufactured china dinnerware products and disposed of excess materials on site. Consequently, the site soils and groundwater were contaminated with materials used in production, including metals such as lead and arsenic.

In addition to the china waste pile, previous investigations performed at this site including those completed with a previous EPA Community Wide Assessment Grant awarded to Lawrence County indicated Antimony, Arsenic, Cobalt, Lead, and Mercury were detected in soils at concentrations exceeding Pennsylvania Department of Environmental Protection (“PADEP”) MSC’s for these constituents in soil. Antimony, Lead, and Vanadium were detected in groundwater monitoring wells previously located at the site at concentrations exceeding PADEP Medium Specific Concentrations for these constituents in groundwater.

In addition, inspections detected asbestos throughout the building complex. The buildings in the complex were all constructed prior to the 1970’s, and asbestos containing materials were used in the building materials. Asbestos was detected in the ceiling panels, window glazing, heating ductwork and other areas throughout the complex.

7. Brownfields Site Definition,

The property is a “brownfield” as defined CERCLA because it is “a real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of hazardous substances, pollutants, or contaminants”

- a) The site is not listed or proposed for listing on the National Priorities List.
- b) The site is subject to unilateral administrative orders, court orders, administrative orders on consent, or judicial consent decrees issued to or entered by parties under CERCLA. (see Item #11 below)
- c) Not subject to the jurisdiction, custody, or control of the U.S. government.

Consequently, the Site requires a Property Specific Determination.

8. Environmental Assessment Required for Cleanup Grant Applications

A Phase I Environmental Assessment was completed by CES on January 21, 2026. That Phase I performed the All Appropriate Inquiries in conformance with the standards and practices set forth in 40 CFR Part 312.

A Baseline Environmental Report (August 2020 by R.A.R. Engineering Group), Solid Waste/Asbestos/Universal Waste Inventory (June 2020), and Summary of Findings (July 2020)

were conducted. A Phase II ESA addendum was completed in summer 2023 by Moody and Associates. These identified soil/groundwater contamination, asbestos-containing materials (ACM), universal wastes, and solid wastes.

9. Site Characterization

The City has had extensive discussion with the PADEP and has requested from PADEP the letter required under these Cleanup Grant guidelines. PADEP is cooperating to produce this letter and it will be forwarded to the EPA shortly. The letter will affirm:

- i) It is for the FY26 Cleanup Grant application
 - a. PADEP has oversight for the Site
 - b. The Site is eligible to be overseen by the PADEP
 - c. Additional assessment is needed.
- ii) This site characterization will be completed by June 15, 2026.

As mentioned, proceeds from the LCEDC Community Wide Assessment Grant are available to complete this additional site characterization.

10. Enforcement or Other Actions

On March 26, 2009, the Commonwealth of PADEP entered into a Consent Order and Agreement for Settlement with City of New Castle, who at the time was planning to purchase the Site. A copy of this document is attached. Under this Consent Order, upon owning the Site, New Castle acknowledges its responsibility for redeveloping the Site and maintaining the Residual Waste Landfill. In addition, before it begins construction or any other disturbance, the City will submit a Redevelopment and Post-construction Maintenance Work Plan and obtain PADEP's written approval of that Plan.

11. Site Requiring a Property-Specific Determination

Because of this PADEP Consent Order, under Section 104(k) of the CERCLA, a Property Specific Determination is required. The Lawrence County Economic Development Corporation (LCEDC) recently requested a Property Specific Determination for this Site, in order to deploy its U.S. EPA Community Wide Assessment Grant ("CWAG") funding for additional characterization and cleanup planning. The U.S.EPA approved the Property Specific Determination in a letter dated October 8, 2025 from David Campbell, Director of the Land, Chemicals, and Redevelopment Division to the LCEDC. That letter is attached.

Accordingly, the City of New Castle now requests that this Property Specific Determination now applies to the EPA Cleanup Grant, and on a separate attachment labelled "Property Specific Determination Request" states it's support for the request.

12. Threshold Criteria Related to CERCLA/Petroleum Liability.

- a) Property Ownership Eligibility – Hazardous Substances Sites.
- iii) LANDOWNER PROTECTIONS FROM CERCLA LIABILITY
 - 1) **Bona Fide Prospective Purchaser Liability Protection**
 - a) Information on Property Acquisition.

- (i) On January 28, 2026, the City of New Castle (City) acquired fee simple title to the former Shenango China Site via acquisition from the former owner, Realities, USA., Inc. The City has no familial, contractual, corporate or financial affiliation with prior owners or operators.

- b) Pre-Purchase Inquiry
 - (i) Types of Assessments Performed.

Prior to completing acquisition, the City in cooperation with the Lawrence County Economic Development Corporation had a Phase I update completed on January 21, 2026. LCEDC used the proceeds of its awarded EPA Community Wide Assessment Grant – Grant Number BF 96354601 to secure this Phase I Update. The City has a working partnership with LCEDC to advance the reuse of the subject site. Using the proceeds of a previous Community Wide Assessment Grant to Lawrence County (which was managed by LCEDC), the LCEDC funded the previously mentioned Baseline Environmental Report and Supplemental Phase II. LCEDC also secured the Asbestos Containing Materials Survey using industry standard sampling protocols and following the U.S. EPA’s National Emission Standards for Hazardous Air Pollutants-recommended procedure 40 CFR Chapter I (1-1-87 Edition) protocols.
 - (ii) The Phase I Environmental Site Assessment was performed by an Environmental Professional (as defined in 40 CFR Section 312.10) and the required declaration by the environmental professional is included in a written report.
 - (iii) The City conducted the appropriate Phase I update within 180 days prior to acquiring the subject Site.

- c) Timing and/or Contribution Toward Hazardous Substances

The City of New Castle neither caused nor contributed to any release of hazardous substances at the subject site. The City has not at any time arranged for the disposal of hazardous substances at the site or transported hazardous substances to the site.

- d) Post-Acquisition Uses.

Since acquisition, the complex has been vacant, with the exception of Resco Products in operation on the north end of the Site.

- e) Continuing Obligations

The City will stop any releases of hazardous substances, prevent any threatened future release and prevent or limit exposure to any previously released hazardous substance.

The City will comply with any land use restrictions and not impede the effectiveness or integrity of any institutional controls; assist and cooperate with those performing the cleanup and provide access to the property; comply with all

information requests and administrative subpoenas that have or may be issued in connection with the property; and provide all legally required notices.

13. Cleanup Authority and Oversight Structure

a) Describe how you will oversee the cleanup of the site.

The Site is regulated under Pennsylvania’s Land Recycling and Environmental Remediation Standards Act (Act 2), using Special Industrial Area (SIA) provisions and Statewide Health Standards (SHS). Asbestos is regulated by AHERA, TSCA, CAA, EPA NESHAP 40 CFR, OSHA 29 CFR 1926.1101, PA DEP Solid Waste Management Act, PA Code Chapters 299/288, and local health departments (5-day notification, certifications). Waste management follows PA Solid Waste Management Act. Use of demolition materials as clean fill is governed by PADEP’s Management of Fill Policy (Document No. 258-2182-773), requiring testing to meet Clean Fill Concentration Limits.

Additionally, cleanup alternatives must consider resilience to climate change under EPA’s Brownfields ABCA and Extreme Weather Guidance, ensuring remedies remain protective amid projected increases in flooding and storms. This aligns with Pennsylvania’s 2021 Climate Impacts Assessment, which emphasizes adaptive measures for flood-prone industrial sites, and PADEP’s Technical Guidance Manual for Act 2, which supports engineering controls like reinforced capping to mitigate erosion or contaminant migration risks from extreme weather.

As a means of coordinating the proper management of the cleanup and Act 2 Liability Release, the City will engage the services of a qualified environmental consultant to oversee all the aspects of the project. The consultant will be tasked with 1) preparing bidding specifications for qualified waste and ACMs removal contractors, 2) aiding the City making the contractor selection, 3) observing the contractor’s work and progress, and 4) issuing a documentation report at the end of the project. The City anticipates at this time that, as part of the specifications for the project, the contractor will be tasked with obtaining all the necessary regulatory approvals for the remediation. Retaining the qualified environmental consultant will be the first activity of the remediation so that the consultant can advise the City throughout the entire project.

b) Access to adjacent or neighboring properties.

Not applicable. There is no access required to surrounding properties. All remediation and abatement activities will be conducted according to County, State, Federal regulations, so that residents of surrounding properties will be protected from any exposure.

14. Community Notification

a) Draft Analysis of Brownfield Cleanup Alternatives

A draft ABCA was prepared for the Shenango China Site, See Attachment. The ABCA evaluated the threat to public health, applicable regulations and cleanup standards, cleanup alternatives including effectiveness, ability to implement, and cost. The DRAFT ABCA was made available to the public as part of the community notification.

b) Community Notification Ad

An ad was placed in the local newspaper, New Castle News on January 12, 2026. The ad provided notice of the public meeting on this Cleanup Grant application and the availability of the DRAFT application, including the DRAFT ABCA. See Attached.

c) Public Meeting

A public meeting was held on January 20, 2026 at 4:00 p.m. to discuss this Cleanup Grant proposal and the remediation activities to be conducted on the Site.

d) Submission of Community Notification Documents

Attached are the following:

- copy of the ACBA,
- community notification ad,
- comments received and response to those comments,
- summary of the meeting, and
- meeting sign-in sheet.

15. Contractors and Named Subrecipients.

The City has not already selected a contractor, nor will the City award a subrecipient should it receive an award of a U.S. EPA Cleanup Grant.



2/10/2026

Mr. Chris Frye, Jr.
City of New Castle
230 N. Jefferson St.
New Castle, PA 16101
cfrye@NewCastlePA.org

**RE: US EPA Brownfields Cleanup Proposal | State Letter of Acknowledgement
Shenango China Cleanup Project
New Castle, Pennsylvania (Lawrence County)**

Dear Mr. Frye:

Pennsylvania Department of Environmental Protection (PA DEP) acknowledges that the City of New Castle plans to conduct the cleanup of the former Shenango China site, totaling approximately 30 acres, in the City of New Castle, and is applying for a FY26 US Environmental Protection Agency (US EPA) Brownfields Cleanup Grant in the amount of \$4,000,000.

The City of New Castle has developed an application requesting site-specific federal Brownfields Cleanup funding for the Shenango China site.

Pennsylvania Department of Environmental Protection affirms that in regards to the Shenango China Cleanup Project:

- i. New Castle has requested PADEP oversight for the site;
- ii. The site is eligible to be overseen by a PADEP program or office; and
- iii. Additional assessment is needed to sufficiently characterize the site for the remediation work to begin, and the City of New Castle will have it completed by June 15, 2026.

PA DEP is pleased to support City of New Castle's efforts to redevelop brownfield properties in the community. The proposed cleanup activities are consistent with the objectives of Pennsylvania's Land Recycling Program to address environmental impairments and return underutilized properties to productive use, improving our environment, safeguarding our residents, and helping to boost Pennsylvania's economy.

If you have any questions, please contact John Gross by email at johngross@pa.gov or by telephone at 717-783-7502.

Sincerely,

A handwritten signature in black ink, appearing to read "Michael Maddigan".

Michael Maddigan
Land Recycling Program Manager
Bureau Environmental Cleanup and Brownfields