



City of **MUNCIE**  
MUNCIE, INDIANA

R05-26-A-021

To: USEPA Brownfield Assessment Grant Application Reviewers  
From: Hon. Dan Ridenour, Mayor, City of Muncie, Indiana  
Date: January 26, 2026  
RE: City of Muncie, Indiana - FY 2026 EPA Brownfields Community-wide Assessment Grant Application Information Sheet

**(1) Applicant Identification:**

City of Muncie, Indiana  
Muncie City Hall  
300 N High Street  
Muncie, IN 47305

**(2) Website URL:** <https://www.muncie.in.gov>

**(3) Funding Requested**

- a. Assessment Grant Type: Community-wide.
- b. Federal Funds Requested \$500,000

**(4) Location:**

The geographic area covered under the application is the municipal boundary of the City of Muncie, IN.

**(5) Target Area and Priority Site Information**

**Target Areas (TA):** the application includes two target areas.  
TA – 1 is Census Tract 13 (1300) within the City of Muncie.  
TA – 2 is Census Tract 8 (0800) within the City of Muncie.

**Addresses of Priority Sites:**

**Site 1:** Former Broderick and Quinlan Steam Boiler Works property – 411 S. Windsor Street, Muncie, IN  
**Site 2:** Former Moore Manufacturing Company property, 200 Block of White River Parkway, Muncie, IN

**(6) Contacts**

a. Project Director\*

Name: Gretchen Cheesman, Director, Muncie Community Development Department  
Phone: 765-747-4825  
Email: [gcheesman@muncie.in.gov](mailto:gcheesman@muncie.in.gov)  
Address: Muncie City Hall, 300 N High Street, Muncie, IN 47305

b. Chief Executive/Highest-Ranking Elected Official\*

Name: Hon. Dan Ridenour, Mayor, City of Muncie  
Phone: 765-747-4853  
Email: [mayor@muncie.in.gov](mailto:mayor@muncie.in.gov)  
Address: Muncie City Hall, 300 N High Street, Muncie, IN 47305

\*Note - to provide responsive information in this section for two contacts we list Gretchen Cheesman as the Project Director so that we may also note Mayor Dan Ridenour as the Highest-Ranking Elected Official. As detailed in our grant application, Mayor Ridenour will serve as the grant Project Director and Ms. Cheesman will be the grant Technical Coordinator.

(7) **Population:** The total population of Muncie, Indiana is 65,194. The total population of the Target Areas is as follows:

- Target Area 1: 2,768 (City of Muncie Census Tract 13)
- Target Area 1: 4,068 (City of Muncie Census Tract 8)

**(8) Other Factors**

<b>Information on Other Factors</b>	<b>Page #</b>
Community population is 15,000 or less.	N/A
The applicant is, or will assist, a federally recognized Indian Tribe or United States Territory.	N/A
The priority site(s) is impacted by mine-scarred land.	N/A
The priority site(s) is adjacent to a body of water (i.e., the border of the priority site(s) is contiguous or partially contiguous to the body of water, or would be contiguous or partially contiguous with a body of water but for a street, road, or other public thoroughfare separating them).	N/A
The priority site(s) is in a federally designated flood plain.	4
The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy.	4
The reuse of the priority site(s) will incorporate energy efficiency measures.	N/A
The proposed project will improve local resilience to the impacts of extreme weather events and natural disasters.	N/A
At least 30% of the overall project budget will be spent on eligible reuse/area-wide planning activities, as described in Section 3.A.(2), for priority site(s) within the target area(s).	N/A
The target area(s) is impacted by a coal-fired power plant that has recently closed (2015 or later) or is closing.	N/A

**(9) Letter from the State or Tribal Environmental Authority**

A letter of acknowledgement from the Indiana Department of Environmental Management (IDEM) is provided in Attachment A.

**(10) Releasing Copies of Applications**

Not applicable

**ATTACHMENT A – ACKNOWLEDGMENT LETTER FROM STATE ENVIRONMENTAL AUTHORITY**



# INDIANA DEPARTMENT OF ENVIRONMENTAL MANAGEMENT

100 N. Senate Avenue • Indianapolis, IN 46204  
(800) 451-6027 • (317) 232-8603 • Fax (317) 233-6647 • [www.idem.IN.gov](http://www.idem.IN.gov)

**Mike Braun**  
Governor

**Clint Woods**  
Commissioner

January 27, 2026

Honorable Dan Ridenour, Mayor  
City of Muncie  
300 North High Street  
Muncie, Indiana 47362

Re: IDEM Acknowledgement Letter  
U.S. E.P.A. Brownfields Grant Proposal  
Community Wide Assessment Grant  
City of Muncie  
Delaware County

Dear Mayor Ridenour:

This letter is provided in support of the City of Muncie (Muncie) proposal to the U.S. Environmental Protection Agency (U.S. EPA) for Brownfields Community Wide Assessment Grant funding. The Indiana Department of Environmental Management (IDEM) acknowledges that Muncie is requesting \$500,000 for hazardous substances and/or petroleum assessment.

IDEM understands that Muncie has demonstrated its commitment to redeveloping brownfields by taking advantage of financial and technical assistance offered through the Indiana Brownfields Program (Program) and that Muncie, based on the information it has provided with its request, believes it has the capability to perform the proposed grant-funded activities. The requested community wide assessment grant funding will help Muncie with community outreach, evaluating and prioritization of site inventory, conducting Phase I and Phase II Environmental Site Assessments, and developing site specific cleanup and reuse plans.

Muncie has identified the Muncie Census Tracts #18035001300 and #18035000800 as target areas of the assessment grant. Priority Sites include the former Broderick and Quinlan Steam Boiler Works located at 411 South Windsor Street in the first Census tract and the White River Plaza located in the 2000 block of White River Parkway in the second Census tract. Muncie lags behind Indiana and National averages for employment, housing affordability, and home ownership. The grant will help serve community needs by evaluating parcels for redevelopment for additional housing options and job creation.

Muncie has not yet selected specific sites to benefit from U.S. EPA brownfield grant funding. If Muncie is awarded the requested grant funding, the Program will work with U.S. EPA and Muncie to determine site eligibility once specific sites are identified.

Visit [on.IN.gov/survey](http://on.IN.gov/survey) or scan the QR code to provide feedback.

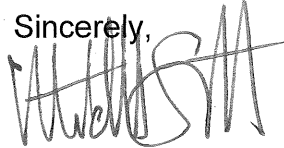
*We appreciate your input!*



IDEM has worked with Muncie on several projects and recognizes that Muncie is committed to working with the Program and/or the IDEM Voluntary Remediation Program for technical oversight of grant-funded site activities as applicable during the grant project period. The Program and IDEM are committed to continuing to support brownfield redevelopment within Muncie by providing technical and other assistance through the Program.

IDEM considers Muncie a good candidate to receive U.S. EPA assessment grant funding to continue its brownfields redevelopment efforts, which support Indiana's brownfields initiative. IDEM looks forward to continuing its partnership with Muncie and its constituent communities. For further assistance, please contact John Morris of the Indiana Brownfields Program directly at (317) 234-0235 and at [jmorris@ifa.in.gov](mailto:jmorris@ifa.in.gov).

Sincerely,

A handwritten signature in black ink, appearing to read 'Mitchell Smith', written over a horizontal line.

Mitchell Smith  
Technical Staff Coordinator  
Indiana Brownfields Program

*MS/JTM*

cc: *(via electronic transmission)*

Calvin Kelly, CHA  
John Morris, Indiana Brownfields Program

## C. Narrative Criteria

### (1) PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION

**1.a. Overview of Brownfield Challenges and Description of Target Areas:** The City of Muncie, Indiana is geographically positioned in the central part of the state, approximately 50 miles northeast of Indianapolis. Muncie's municipal boundary encompasses approximately 27.40 square miles and is both the largest municipality in Delaware County, Indiana and the county seat. The City of Muncie is home to approximately 65,194 people. Muncie has a rich industrial and manufacturing history that dates to the early 1880s; this history is a foundational element for many of the city's current-day brownfields. Large scale natural gas reserves from the Trenton Gas Field, discovered in the early 1880s, drove most of the early industrial and manufacturing investment in Muncie. This included the relocated operations of the glass manufacturer, the Ball Brothers Glass Manufacturing Company, in 1888, along with many other heavy industrial and manufacturing users requiring cheap power supplies. Recognizable company names that comprised Muncie iron, steel, and metalworking mill operations during this period included Kitselman Steel and Wire Company, Republic Iron and Steel Company, the Midland Steel Company, and the Indiana Bridge Company.

These investments had a ripple effect on all sectors of the local and regional economy. As jobs were created, housing stock was needed, and parallel community and social investments followed to support the rapidly expanded population. In the 10 years between 1890 and 1900, the population of Muncie quadrupled to almost 21,000 residents. Despite the exhaustion of gas supply from the Trenton Gas Field by 1910, Muncie's economy grew even more reliant on industry and manufacturing. Multiple railroads invested in lines servicing Muncie's production of goods, which spurred further manufacturing investment in new and different output – ultimately including the automotive, aviation, and electronics sectors. Recognizable company names operating in Muncie between 1910 and the end of the 20th century included Warner Gear (later part of BorgWarner), Delco Remy, General Motors, the Ontario Corporation, and Westinghouse Electric. Where Muncie's manufacturing base served as the primary threads of the city's economic and social fabric, the gradual decline in manufacturing starting in the 1970s forced a reimagining of the city's future. Although Muncie has managed to slowly adapt to the realities of “de-industrialization” through growth in service industries and healthcare, remnants of legacy manufacturing and industry are widespread in the city, manifesting as vacant and underutilized industrial properties, residual contamination, and public health risks.

The city prioritized two Target Areas (TAs) for grant-funded brownfield revitalization to address legacy environmental contamination and the resulting implications for redevelopment and economic opportunities.

**TA-1: City of Muncie Census Tract 13 (Blaine / Southeast Neighborhoods)** TA-1 includes Census Tract 13, covering an approximate 1.3 square mile area to the southeast of historic downtown Muncie. The White River cuts diagonally northwest to southeast through the approximate northern third TA-1, and almost all the residential development in the TA is bordered to the north by the west bank of White River. Indiana State Highway 32 and S. Burlington Drive are the primary travel arteries serving the TA and an active Norfolk Southern rail line parallels the north boundary of the TA. The 62-mile-long Cardinal Greenway, the State's longest rail-trail, runs in a north south orientation through the eastern third of the TA. The Blaine and Southeast Neighborhoods of Muncie are located within TA-1, representing 2,768 residents. These neighborhoods are historically typical of early 20<sup>th</sup>-century development, where a manufacturing workforce lived near their place of employment. The City selected TA-1 because it encompasses multiple legacy industrial and manufacturing operations dating to the early 1900s that have impacted adjacent neighborhoods. TA-1 was also selected, in part, due to recent successful brownfields redevelopment examples such as the Kitselman Gateway Trailhead Project (see 4.e) at the far northern extent of TA-1 on the other side of the White River. These redevelopment successes make TA-1 a strategic choice for additional grant focus, thereby leveraging recent brownfields investment and positive redevelopment momentum.

**TA-2: City of Muncie Census Tract 8 (Westside Neighborhood)** Census Tract 8 in the City of Muncie is TA-2, covering an approximate 1.6 square mile area to the west of historic downtown Muncie. The Westside Neighborhood in Muncie is located within TA-2, representing approximately 4,068 residents that call TA-2 “Home”. White River Boulevard and the adjacent White River border the entirety of TA-2 to the south. Indiana State Highway 32 is the primary travel artery that runs through the northern half of TA-2 and the same active Norfolk Southern rail line located in TA-1 bisects TA-2 diagonally from northwest to

southeast. The city has chosen TA-2 with similar intent as described for TA-1. Legacy (circa early 1900s) manufacturing operations were present in the southern portion of the TA, and historical workforce housing exists in close proximity to the north of these current day brownfields TA-2 was also chosen based on its immediate proximity to the White River and the associated City recreation and greenspace amenities that exist along the river. The linear White River Park Greenway and Westside Park are anchor properties that will enhance redevelopment opportunities and interest in TA-2, particularly for residential and mixed-use purposes. These recreational assets also contribute to positive outcomes that the grant seeks in response to health-related needs experienced by TA-2 residents.

**1.b. Description of the Priority Brownfield Site(s):** In addition to the City's manufacturing and industrial brownfields, there are multiple examples of other types of brownfields located in Muncie. These other types include former gas stations, machine shops, auto repair facilities, dry cleaners, scrap yards, and petroleum terminals, among others. Wherever they exist in Muncie, impacts from these sites go beyond shallow soil, groundwater, and vapor contamination at specific locations. They also impact adjacent neighbors and neighborhoods along migration pathways and negatively affect natural resources like deeper drinking water supply and natural resource assets. Even their former structures pose a health risk to adjacent homes and businesses due to asbestos containing building materials, along with fire and structural risks. The City's two (2) Priority Sites (PS), identified through consistent and unsolicited public feedback to City Hall, offer prime examples of these various negative impacts.

**PS-1: Former Broderick and Quinlan Boiler Steam Boiler Works Facility** - The former Broderick and Quinlan Boilerworks facility (Boilerworks) is located within TA-1 at 411 S. Windsor Street. This 8.52-acre property has been vacant for decades. The property houses a large central structure and multiple smaller administrative buildings and shops, totaling more than 125,000 square feet under roof, idle and deteriorating, most of which was put into service in 1925. The Boilerworks operation produced industrial and mid-size steam boilers and is believed to have been more expansive in size at its peak, with a footprint that stretched further west from the main location to include suppliers and subsidiary manufacturing concerns. The property was potentially rail-served by the north adjacent rail line although a service spur is no longer present.

Although several brownfields in TA-1 have undergone some level of environmental assessment and/or remedial closure, the Boilerworks property remains an enigma, environmentally-speaking. Despite its role as a catalyst and then mainstay of heavy manufacturing, the property is not found within state or federal databases indicating prior releases or even environmental permitting. The environmental condition of the Boilerworks is thus a complete data gap; after decades of operations, contamination could include lead and other heavy metals, solvents including chlorinated VOCs, and petroleum products. Asbestos and lead paint are of concern in process piping and building materials. These potential concerns have limited outside development interest in the privately-owned site, although the owner and City economic development personnel have collaborated over the years on site selection inquiries concerning the site. Due to these significant environmental data gaps, PS-1 has not been the subject of any formal reuse planning although initial redevelopment strategies recognize suitability for manufacturing or industrial operations, commercial warehousing, or sustainable energy production. Assessment activities made possible by the grant will be crucial to understand current impacts and exposure pathways, and to inform any reuse planning including remedial cleanup cost estimates and preparation of an Analysis of Brownfields Cleanup Alternatives (ABCA).

**PS-2: Former Moore Manufacturing Company / White River Plaza** – The city's PS-2 is located in TA-2 and is also a legacy manufacturing concern that dates its origins in Muncie back to 1918. Situated in the 2000 block of White River Boulevard, PS 2 is a 3.74-acre site in a high-visibility location along the City's scenic thoroughfare bordering the White River (note: PS-2 lies within a federally designated floodplain (Zone X, levee-protected)). The Moore Manufacturing Company was the longest tenured business to operate at PS-2, establishing operations in 1909. The approximate 51, 394 sq ft site building was constructed in 1918 and still stands today. Historical accounts indicate that Moore Manufacturing made iron and brass furnishings and metal innersprings until the business was sold in 1961, after which the site was converted into the White River Plaza retail center. The site building was converted into a multi-tenant strip mall concept in early 1980s. This commercial use continues today but with limited success. The site suffers from visible lack of investment and utilization. Prospective new ownership intends to reposition the site for mixed-use redevelopment, including

opportunities to address targeted housing needs. Before investment can occur, grant funded environmental assessment is needed to understand environmental impacts of legacy manufacturing at PS-2. Contamination could include lead and other heavy metals, solvents including chlorinated VOCs, and petroleum products. Asbestos and lead paint are of similar concern in building piping and other building materials. An evaluation of cleanup needs will then allow for intentional reuse planning and redevelopment dialogue with the Westside Neighborhood and the developer who intends to purchase the property.

Assessing these properties through the CWA grant will remove long-standing environmental uncertainties, enable community-informed decisions, and catalyze investments that align with local and regional economic and community redevelopment strategies. Without EPA assistance, environmental uncertainty will continue to delay redevelopment of more than just the Priority Sites described herein, and greater Muncie community will lose critical opportunities for transformation and achievement of highly needed outcomes.

**1.c. Identifying Additional Sites:** In addition to Priority Sites within the Target Areas, the City will identify additional brownfield properties through coordination with neighborhood leaders, interdepartmental planning, Redevelopment Commission initiatives, engagement with the Greater Muncie Chamber of Commerce, and collaboration with county and regional economic development partners. Throughout the CWA grant and beyond, the City will revisit its inventory and add sites identified through outreach to property owners. New sites will be screened using consistent criteria—contamination potential, redevelopment feasibility, community benefit, and local support—and evaluated for EPA eligibility and readiness before committing funds. This process ensures a steady pipeline of qualified sites, enabling Muncie to prioritize those offering the greatest community and economic benefit.

**1.d. Revitalization of the Target Areas, Reuse Strategy and Alignment with Revitalization Plans:** The following reuse strategies for Muncie’s priority sites represent city, county, and regional priorities that are community-driven, advancing local land use and economic and community development outcomes.

**PS-1: Former Broderick and Quinlan Steam Boiler Works Facility** Early reuse concepts for PS-1 include redevelopment for light manufacturing or warehousing to support job creation, or alternative reuse for sustainable solar energy production to enhance local hazard resilience. These concepts will be refined based on environmental assessment data generated through this grant, with anticipated environmental conditions associated with the site’s long-term industrial use already considered in developing initial reuse scenarios. Redevelopment of PS-1 aligns with the Comprehensive Plan for the Delaware–Muncie Region (Jan, 2022) goals to improve quality of place and expand opportunities for upward mobility by eliminating or rehabilitating a blighted industrial property and reactivating the site for employment-generating uses. Light manufacturing or warehousing reuse further aligns with the Plan’s goals to strengthen local economic conditions by returning underutilized land to productive use. The PS-1 reuse strategy also aligns with the East Central Indiana Regional Planning District’s Comprehensive Economic Development Strategy (CEDSD, 2025) goals to support industry clusters and develop the regional workforce by creating space for targeted industrial uses and facilitating coordination with regional workforce training and skill-development initiatives.

**PS-2: Former Moore Manufacturing Company / White River Plaza** - Early reuse concepts for PS-2 include mixed-use redevelopment incorporating a targeted housing component or redevelopment focused exclusively on targeted housing. These concepts will be refined based on environmental assessment data generated through this grant, with likely contamination types and extent considered based on historical site use. The site’s location adjacent to the White River and associated greenway and recreational amenities is a primary factor shaping redevelopment concepts. Redevelopment of PS-2 aligns with the Comprehensive Plan for the Delaware–Muncie Region (Jan, 2022) goals to improve quality of place and strengthen housing conditions and options by addressing blight-adjacent conditions, stabilizing surrounding neighborhoods, and increasing the supply of housing. Incorporation of mixed-use or targeted housing also aligns with the Plan’s goals to expand opportunities for upward mobility, particularly when affordability components are included and supported through federally funded HOME resources. The PS-2 reuse strategies are also consistent with the City’s 2025–2029 Consolidated Plan, which identifies priority objectives to increase housing affordability and access to safe housing, support workforce development, leverage private investment, and eliminate blight.

**1.e. Outcomes and Benefits of Reuse Strategy:** By concentrating resources on PSs within the TAs, Muncie will catalyze implementation of actionable redevelopment strategies that advance adopted local and regional

planning goals and neighborhood priorities. Currently, redevelopment options and associated community benefits are constrained by environmental uncertainty and funding limitations associated with brownfield conditions. EPA-funded assessment activities will remove these barriers by defining environmental conditions and providing the technical foundation needed to advance safe, feasible, hazard-resilient, and sustainable reuse. Assessment and cleanup planning will enable redevelopment that supports affordable housing, economic opportunity, and improved access to recreational amenities.

In TA-1, successful implementation of the PS-1 reuse strategy will eliminate blight through rehabilitation or demolition of a large, obsolete industrial facility in an area with depressed housing values. Reactivation of the site for manufacturing or warehousing would create jobs and personal income, stabilize surrounding neighborhoods, and support increased residential property values due to proximity to new employment opportunities. If assessment and cleanup planning indicate that industrial reuse is not economically viable, redevelopment of the site for small-scale solar energy production would enhance local disaster resilience and provide indirect community benefits depending on project structure. In all scenarios, assessment of PS-1 will generate critical environmental data that can inform future planning and health-related actions to support positive long-term outcomes for residents of the Blaine–Southeast Neighborhood.

In TA-2, successful implementation of the PS-2 reuse strategy will help address long-standing demand for affordable or other targeted housing opportunities. White River Plaza is approaching disrepair and risks becoming fully blighted without reinvestment. Redevelopment of the site as mixed-use or residential housing, along with associated site improvements, will reduce its negative influence on surrounding property values and support neighborhood stabilization. Investment in reuse implementation will generate short-term construction employment and long-term jobs associated with retail or service uses that complement residential development. Incorporation of housing near adjacent recreational amenities will provide direct quality-of-life and health benefits for residents. Regardless of the residential model pursued, redevelopment of PS-2 will support vulnerable populations and, as in TA-1, produce environmental data that can be shared with local stakeholders to guide informed, community-responsive decision-making.

**1.f. Resources Needed for Site Reuse:** Assessment, engagement and clean-up planning work under this CWA grant will strengthen Muncie’s and local landowner/developer capacity to pursue and secure the cleanup and reuse funding sources like the following. Eligibility noted within table.

Funding Source	Description/Purpose/Eligibility	Likelihood*/ Expected Funding
Indiana State Revolving Fund	Supports local Brownfields cleanup as companion financing to local sewer infrastructure capital improvements. Purpose = Remediation & Reuse. Eligibility: PS-1 & PS-2, pursuant to local government sponsor.	Moderate/\$ varies for cleanup based on size/scope of sewer project.
Indiana Brownfields Revolving Loan Fund	Supports additional assessment and/or remediation and/or demolition at eligible brownfield properties. City pledges repayment pursuant to Development Agreement. Purpose = Assessment /Remediation/Demolition. Eligibility: PS- 1, 2	High/\$1,000,000 + ea., federal sourced, availability fluctuates
USEPA Cleanup Grants	Competitive federal grants for site-specific remediation following assessment. Purpose = Remediation. Eligibility: PS-1 (upon property transfer to local control or development non-profit) and PS-2 (upon property transfer to local control or development non-profit).	Moderate/\$500,000 ea.
Muncie Community Development Block Grant (CDBG)	Blight removal/demolition, and demolition related abatement. Purpose = Reuse. Eligibility: PS- 1	Moderate/\$ varies annually
Muncie HOME Investment Partnership Program (HOME)	Supports development meeting affordability criteria. Purpose = Reuse. Eligibility: PS-2	Moderate/\$ varies annually

\*Ratings considered eligibility, alignment with program priorities, anticipated competitiveness, and funding availability. Assigned ratings reflect strong site eligibility and alignment with program priorities, however, uncertainty in future funding availability resulted in rating selections of “moderate” for most sources and eligible entities.

**1.g. Use of Existing Infrastructure: PS-1:** The Boilerworks property reuse for light manufacturing / commercial warehousing or solar energy production will be adequately served by existing municipal transportation, water, sewer, stormwater, power and communication systems. **PS-2:** The initial reuse strategies for this site – mixed use commercial retail / service provider and targeted housing, or focused targeted housing

(only) will be adequately served by existing municipal transportation, water, sewer, stormwater, power and communication systems.

## **(2) COMMUNITY NEED AND COMMUNITY ENGAGEMENT**

**2.a. The Community's Need for Funding:** Low-income levels and state-level tax policies significantly limit discretionary funding within the Muncie's municipal budget. As a result, funds are focused on providing basic municipal services and no funds are available for much needed environmental assessment and redevelopment planning. Muncie's median household income is \$43,395 compared to the state median of \$70,051 and the national median of \$83,730. Muncie's poverty rate of 29.6% is twice the state and national rates. (*U.S. Census Bureau, ACS 2019–2023*). Recent City Council discussions show a projected \$1.4 million budget shortfall in the next fiscal cycle on a roughly \$30 million general fund budget, limiting any kind of discretionary funding for assessment or redevelopment initiatives (WTHR, Aug. 2025). This projected shortfall, a direct result of Indiana Senate Bill 1, passed in 2025, enacted tax revenue changes that will further slow the growth of tax revenues for the city putting an increasing pressure to address growing costs and declining income. The projected shortfall in 2027 increases to over \$2.0 million and will continue to increase without a legislative fix to the 2025 “solution” to property tax reform.

A Community-Wide Brownfields Assessment Grant will directly address this documented inability to draw on local resources. Grant-funded assessment activities will reduce environmental uncertainty, support informed cleanup and reuse planning, and enable realistic redevelopment pathways in neighborhoods where market forces alone have failed to produce reinvestment. These outcomes will directly support public health protection, housing stability, neighborhood revitalization, and long-term community resilience.

**2.b Health or Welfare of Sensitive Populations:** In addition to low-income populations (see 2.a. and 2.d.), sensitive populations in Muncie include children, older adults and uninsured residents. Citywide demographic data show that 15.7% of residents are under age 18 and 14.2% are age 65 or older (*U.S. Census Bureau, ACS 2019–2023 5-Year Estimates, Muncie City, IN*). In 2023, approximately 8.22% of Muncie residents lacked health insurance, a rate somewhat higher than the Indiana statewide uninsured rate of 7.5%, and roughly equivalent to the national rate of about 8.2% (Data USA). These populations are more likely to live or work near legacy commercial and industrial sites and face greater barriers to reducing or avoiding environmental exposure.

The south and northeast portions of Muncie (i.e. TA-1 and TA-2) are characterized by aging and underutilized buildings, elevated vacancy, and long-term disinvestment (*TogetherDM Action Framework and Strategic Roadmap, 2024*). The high concentrations of older residential and mixed-use buildings, many constructed during periods when lead-based paint and asbestos-containing materials were commonly used (*Muncie Housing Study, August 2022*). These conditions increase risks related to physical hazards, illegal dumping, and neighborhood instability, disproportionately affecting the sensitive populations who live nearby.

Redevelopment strategies for PS-1 and PS-2 that advance affordable housing and light manufacturing or warehousing uses would help address the needs of sensitive populations by reducing environmental uncertainty at legacy commercial and industrial sites and supporting reuse that improves housing stability and access to employment. By facilitating rehabilitation or redevelopment to current health and safety standards and enabling job-generating uses compatible with the local workforce, these strategies can help reduce exposure risks, support household economic stability, and improve overall welfare outcomes for children, older adults, uninsured residents, and other sensitive populations concentrated in TA-1 and TA-2.

**2.c Greater-Than-Normal Incidence of Disease and Adverse Health Conditions:** Delaware County exhibits elevated prevalence of chronic health conditions that increase susceptibility to environmental exposures. County-level public health data indicate adult smoking rates of approximately 18.1%, adult obesity prevalence near 40%, and higher-than-average cancer incidence and mortality for several cancer types, including lung-related cancers, compared to Indiana averages (*Indiana Department of Health; County Health Rankings & Roadmaps, Delaware County, IN*). These behavioral and disease risk factors amplify potential welfare impacts associated with brownfield sites (including compromised air quality, physical hazards, and unsafe structures), particularly for children and older adults. Approximately 19% of Muncie residents under age 65 report having a

disability, a rate that is substantially higher than the national disability prevalence of approximately 9.1% and above typical U.S. estimates (ACS).

Environmental stressors common to both PSs, include poor air quality, dust and soil exposure, unsafe structures, and inadequate indoor environmental conditions. Implementation of redevelopment strategies for both sites can reduce exposure pathways by removing contaminated materials, improving ventilation and indoor air quality, eliminating physical hazards, and supporting safer and more accessible building design, which is particularly beneficial for residents with respiratory disease related to smoking, chronic conditions associated with obesity, cancer susceptibility, and mobility or functional limitations.

**2.d Economically Impoverished and Disproportionately Impacted Populations:** TA-1 and TA-2 experience disproportionate environmental and economic burdens rooted in persistent place-based disadvantage and limited upward mobility. Median household incomes in these areas (approximately \$29,361 in Tract 8 and \$18,465 in Tract 13) are far below city and county averages, limiting residents’ ability to absorb or mitigate the impacts of environmental uncertainty and associated economic and health impacts. Intergenerational mobility data further illustrate the cumulative nature of these burdens. According to Opportunity Atlas data, children born into low-income households in Census Tracts 8 and 13 are projected to earn approximately \$17,000 per year as adults, among the lowest outcomes in Delaware County and less than half the projected earnings in higher-opportunity areas of Muncie (Opportunity Atlas; U.S. Census Bureau & Harvard University). These outcomes indicate that residents in these tracts experience compounded disadvantages over time, limiting economic mobility and increasing vulnerability to long-term environmental and economic impacts.

Educational attainment and labor market conditions reinforce these disparities. Educational attainment in the City of Muncie is lower than statewide figures, with 85.8% of adults 25 and over completing high school or higher and only 26.6% attaining a bachelor’s degree or higher. In economically constrained areas such as Census Tracts 8 and 13 educational attainment is typically below the citywide average, further limiting access to stable, higher-wage employment and reinforcing intergenerational disadvantages. Lower levels of formal education compound barriers to economic mobility and contribute to the persistence of neighborhood disinvestment, blight, and limited capacity to attract private reinvestment.

Grant-funded brownfield assessment and planning are essential to breaking the cycle of disinvestment across Muncie and in the city’s most economically constrained neighborhoods. In Census Tracts 8 and 13, long-standing economic disadvantages, limited mobility, and environmental uncertainty have combined to delay reinvestment and concentrate the impacts of vacant and underutilized properties. EPA Brownfields funding will allow the city to reduce environmental uncertainty at priority sites, support informed cleanup and reuse decisions, and advance redevelopment strategies (such as mixed-use commercial and retail development and affordable housing) that are appropriate for weak-market conditions and would not otherwise occur without federal assistance. These actions will help stabilize neighborhoods, improve access to jobs and services, and reduce persistent environmental and economic burdens over time.

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

Organization	Point of Contact	Specific Involvement/Role in the Project
Muncie Redevelopment Commission (MRC)	Jeff Howe 765-747-4828	Provide strategic guidance and facilitation of site selection, as needed, based on existing urban renewal plans, policies, and programs. Coordination on redevelopment priorities, help align brownfield site selection with existing redevelopment initiatives and tools, and support reuse decision-making by identifying sites where assessment can unlock redevelopment.
Greater Muncie Chamber of Commerce	Elizabeth Rowray 765-751-9101	Assist with outreach to local businesses and property owners, support economic revitalization discussions, and provide insight into market conditions, workforce considerations, and business reuse needs relevant to assessed properties.
Delaware County Health Department	Donna Wilkins 765-747-7721	Provide input on public health considerations related to environmental conditions; assist in identifying sensitive populations and ensuring that reuse planning considers community health outcomes.

Blane – Southeast Neighborhood Association	See note below	This local association’s purpose is to improve quality of life, change perceptions/strengthen neighborhood image, and guide growth and neighborhood improvements in TA-1 based on residents’ needs and priorities. It will provide targeted community outreach, help identify sites with the greatest day-to-day community impacts, help gather input to prioritize assessment and reuse options that address neighborhood safety, housing stability, and reinvestment goals reflected in the neighborhood action plan.
Thomas Park/Avondale Neighborhood Association	See note below	This local association near TA-2 is dedicated to making the neighborhood safe and enjoyable to live, work, play, and worship. It will support outreach to residents and local institutions, help identify properties affecting neighborhood livability, and provide input on reuse concepts that strengthen community services while avoiding displacement pressures.

Note: Neighborhood associations primarily coordinate through publicly accessible social media pages and regular meetings; additional private contact information will be confirmed during project initiation.

**2.g. Incorporating Community Input:** The City will announce the grant award and all major grant events to the community through a press release to the *Star Press*, the local newspaper, and the local news stations. Mayor Ridenour is active on social media and will also use the City’s website and other channels monthly newsletter to share information. Following the grant award announcement, the City will meet with community and neighborhood associations and their constituents. The City will establish a program specific webpage that links to the City’s social media outlets, offering opportunities for form-based surveys/input, city responses to public comment, and email distribution list signup. The combination of these approaches will reach many residents representing a wide spectrum of age and socio-economic demographics. The goal is to invite public input and maintain dialogue regarding the brownfields program, and to receive input when selecting sites and prioritizing them for assessment.

The City has a proven ability to reach diverse stakeholders, adapt when participation barriers emerge, and gather actionable input on community priorities. The Mayor’s Office and the MRC will be responsible for program-specific public meeting coordination and hosting. Hard copies of the post-award grant Work Plan, final budget, and project reports will also be available through the Mayor’s office and through the MRC to ensure access for those who lack information technology. The program will provide quarterly updates to the MRC in their pre-scheduled public meetings to inform community attendees about the program, its ongoing tasks and activities, and to generally encourage involvement in reuse planning. All these tools will be used in concert to gather input on site selection, environmental concerns, and reuse priorities. With Mayor Ridenour’s leadership, this engagement framework ensures that community input is continuous, accessible, and meaningfully reflected in project decisions. The frequency and timing of community engagement activities and related tasks are provided in Section 3.

### 3) TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS

#### 3.a. Project Implementation 3.b. Anticipated Project Schedule 3.c. Task/Activity Lead 3.d. Outputs

##### Task/Activity 1: Programmatic Support

**3.a. Project Implementation:** The city will ensure efficient, compliant implementation of all EPA-funded assessment activities.

**City Tasks:** Project management of EPA-funded activities; Competitive procurement of contractors including Qualified Environmental Professional (QEP); EPA cooperative agreement oversight; budget management; scheduling and coordinating of subcontractors; staff and team meetings; national and regional conference attendance; oversight and submittal of quarterly reports and ACRES database entries. **QEP Tasks:** monthly meeting attendance, draft quarterly report preparation and ACRES entries.

**Non-EPA Resources:** City staff support for all task activities and basic general office functions & supplies.

**3.b. Schedule:** **Months 1 – 48.** City activities begin immediately upon award; QEP activities upon procurement completion.

**3.c. Task/Activity Lead(s):** City Project Director supported by Technical Coordinator overseeing QEP.

**3.d Output(s):** Bi-monthly project team meetings w/QEP including meeting notes (24); quarterly reports (16); ACRES data entry (24); financial records, complete and accurate project information repository; ASAP draws and documentation (as needed); annual reports (4); final closure report (1).

##### Task/Activity 2: Community Engagement

**3.a. Project Implementation:** The city will develop and execute an equitable community engagement program to incorporate community input into site selection, assessment, and reuse priorities. **City Tasks:** oversight of QEP (or other contractors) preparation of documents and technical presentations; facilitation of community engagement meetings, monthly social media posts; city website updates, signage for visible site work. **QEP/Contractor Tasks:** preparation of a Community Involvement Plan (CIP) and technical materials for presentations and outreach materials (postings, flyers), attendance at quarterly MRC public meetings.

**Non-EPA Resources:** City staff support for all task activities.

**3.b. Schedule:** Months 3 – 44. Conduct first engagement meeting within 4 months of award. CIP complete by month 4. Community meetings- ten total; Social media postings monthly.

**3.c. Task/Activity Lead(s):** City Project Director supported by Technical Coordinator overseeing QEP and other contractor(s).

**3.d. Output(s):** Community Involvement Plan (1); meeting presentations (10); notes summarizing meetings and public input (10); outreach factsheets and flyers (10); webpage/social media updates and postings (48); signage for visible site activities (3).

#### Task/Activity 3: Site Assessments

**3.a. Project Implementation:** The city will complete Environmental Site Assessments (ESAs) to characterize sites and inform cleanup and redevelopment decisions. **City Tasks:** Coordinate site selection, provide owner/stakeholder communication, site access, direct and review QEP deliverables; coordinate with Indiana Department of Environmental Management (IDEM). **QEP Tasks:** Prepare Phase I ESAs (10); develop a Generic Quality Assurance Project Plan (QAPP) (1); prepare Site-Specific QAPPs (3); conduct Phase II ESAs (3); conduct lead-based paint/asbestos surveys (5); **Non-EPA Resources:** City staff support for all task activities.

**3.b. Schedule:** Phase I ESAs: Months 2–48; Generic QAPP: within first 90 days; Phase II ESAs: Months 12–44; Site-specific QAPPs: Months 12–44; lead based paint and asbestos surveys: Months 6–48

**3.c. Task/Activity Lead(s):** City Project Director with Technical Coordinator overseeing QEP.

**3.d. Output(s):** Phase I ESAs (10); Generic QAPP (1); Phase II ESAs (3); site specific QAPPs (3); and lead based paint and asbestos surveys (5).

#### Task/Activity 4: Cleanup and Reuse Planning

**3.a. Project Implementation:** The city will complete community-informed plans/visions to guide cleanup approaches and reuse decisions at each Priority Site. **City Tasks:** Coordinate with property owners to confirm planning needs, procure contractors to prepare plans as needed, oversee QEP and contractor(s). **QEP/Contractor Tasks:** QEP prepare 2 ABCAs; **Other Contractor(s) Tasks:** prepare 2 Site Reuse Vision Plans and 1 Area-wide Brownfield Study. **Non-EPA Resources:** City staff support for all task activities.

**3.b. Schedule:** Months 6–40. Drafts by Months 10 - 30; final documents by Months 16 - 40.

**3.c. Task/Activity Lead(s):** City Project Director and Technical Coordinator overseeing QEP and other contractors

**3.d Output(s):** ABCAs (2); Area-wide Brownfield Study (1); and Site Reuse Visions (2)

**3.e. Cost Estimates.** The city does not plan to include participant costs for this project nor does the city intend to make a subaward. Sixty (60%) of the total budget is allocated to site-specific assessment tasks and 22% of the project budget is designated for community-driven remediation and reuse planning.

**Task 1 – Program Management (Total: \$28,000): Personnel/Fringe costs: none Travel costs \$8,000** for expenses for two city staff to attend one national and one regional brownfields training conference. National conference costs for \$4,000 Estimates include lodging \$1,600 (2 persons x 4 nights x \$200/night); registration \$700 (\$350/person); airfare \$900 (\$450/person); per diem \$600 (2 persons x 4 days at \$75/person/day); and ground transportation (\$200). Regional conference costs = \$4,000, including comparable costs for lodging, registration, airfare or mileage, per diem, and ground transportation. **Contractual costs of \$20,000** for 160 hours at \$125/hour for the contracted QEP to attend project meetings, prepare draft EPA quarterly reports and ACRES database updates.

**Task 2 – Community Engagement (Total: \$43,000): Personnel/Fringe costs: none. Contractual costs of \$40,000** for QEP and other contractor support, including a \$5,000 fixed fee to develop a Community Involvement Plan and \$35,000 for 280 hours at \$125/hour to support community engagement activities, including attending ten community meetings, meeting planning and material preparation, outreach, focus groups, visioning sessions, and coordination with site owners and potential developers. **Supply costs of \$3,000** will support printing of outreach materials, meeting room rentals and postage for engagement activities.

**Task 3 – Site Assessment (Total: \$301,000): Personnel/Fringe costs: none. Contractual costs of \$301,000** for the QEP to prepare the following: ten ASTM AAI-compliant Phase I ESAs at \$4,200 each total \$42,000; five supplemental lead and asbestos assessments at \$17,500 each total \$87,500; one Generic Quality Assurance Project Plan (\$5,000); three Site-Specific QAPPs at \$5,500 each total \$16,500; and three Phase II ESAs at \$50,000 per site total \$150,000.

**Task 4 – Remediation and Reuse Planning (Total: \$103,000): Personnel/Fringe costs: none. Contractual costs of \$103,000** for the following: \$13,000 for the QEP to prepare two ABCAs at \$6,500 each; \$40,000 for a contractor to prepare an Area-wide Brownfield study; and \$50,000 for a contractor to prepare two Site Reuse Vision Plans.

Budget Categories		Project Tasks (\$)					Total
		Program Management	Community Engagement	Site Assessment	Planning	Admin. Costs	
	Personnel	\$ -	\$ -	\$ -	\$ -		\$ -
	Fringe Benefits	\$ -	\$ -	\$ -	\$ -		\$ -
	Travel	\$ 8,000					\$ 8,000
	Supplies		\$ 3,000				\$ 3,000
	Contractual	\$ 20,000	\$ 40,000	\$ 301,000	\$ 103,000		\$ 464,000
	Other	\$ -	\$ -	\$ -	\$ -		\$ -
Total Direct Costs		\$ 28,000	\$ 43,000	\$ 301,000	\$ 103,000	\$ -	\$ 475,000
Indirect Costs		\$ -	\$ -	\$ -	\$ -	\$25,000	\$ 25,000
<b>Total Budget (Direct+Indirect)</b>		<b>\$ 28,000</b>	<b>\$ 43,000</b>	<b>\$ 301,000</b>	<b>\$ 103,000</b>	<b>\$25,000</b>	<b>\$ 500,000</b>

**3.f. Plan to Measure and Evaluate Environmental Progress and Results:** The Technical Coordinator will conduct monthly grant reviews to ensure progress and adherence to key project milestones. The City and the QEP will collaborate to track scope, schedule, and budgetary grant progress using an internal Excel spreadsheet or similar. If delays arise, corrective actions will be implemented immediately. Progress reporting will be provided to the Program Manager and also to the MRC on a quarterly basis. The Program Manager (Mayor Ridenour) has continual interaction with the MRC, including at public meetings. Status reporting and communication between the Mayor and the MRC will ensure a regular flow of information that will result in public dissemination of grant progress information and timely communication about project progress and activities. Outputs will include the number of community meetings, Phase I & II ESAs, ABCAs, cleanup plans, QAPP and QAPP updates, and reuse plans specified in Section 3. A site-specific "property profile" will be entered into the ACRES database for each site. A quarterly progress report will be submitted to the EPA Project Manager via ACRES within 30 days of the reporting period's end. The City and QEP will track and document key success metrics, including assessment start/completion dates, costs per assessment, properties with brownfields redevelopment activities, cleanup and redevelopment dollars leveraged, acres or square footage made available for redevelopment, jobs created, and properties with completed or pending cleanups. Quarterly reports will include updates on the work plan, project activities related to the EPA grant, task progress, targeted sites, redevelopment efforts, expenses by category, and other leveraged financial assistance. All completed reports and plans will be submitted electronically to the EPA Project Manager.

**(4) PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE, Programmatic Capability**

**4.a. Organizational Capacity 4.b. Organizational Structure 4.c. Description of Key Staff**

Muncie has multiple decades of experience managing federal grants, including multi-million-dollar US Department of Housing and Urban Development grants, US EPA grants, and State-level program assistance awards. Muncie maintains federally compliant procurement, financial management, and reporting systems and applicable City departments routinely oversee consultants, advisors, and service providers in the administration of these grants. While the Brownfields Grant will be directly overseen by Mayor Ridenour in his role as Program Manager, technical and administrative support will be provided by staff in the Muncie Community Development Department (MCDD). MCDD staff regularly deliver support services that closely align with the tasks anticipated in a CWA workplan. **Project Director – Hon. Dan Ridenour, Mayor, City of Muncie:** Mayor Ridenour has been the city's chief executive leader since his election in 2019. Prior to his election he served three (3) years on the Muncie Common Council. Prior to public service, the mayor had a 30-year career in banking and finance, where he served as a Regional Assistant Vice President with a Muncie-based bank, overseeing branches across multiple counties. Mayor Ridenour will provide overall leadership for the grant overseeing work plan execution, contractor management, stakeholder coordination, and ultimate compliance with EPA program requirements. **Financial Manager – Craig Wright, Controller, City of Muncie:** Mr. Wright's portfolio with the city includes a wide range of financial and oversight responsibilities. As Muncie's chief fiscal officer, he prepares the annual city budget, manages the city's expenditures, ensures timely reporting to regulators and auditors and coordinates financial planning for capital projects. He has served in this

capacity since 2020. Federal and state funds received by the city fall under Mr. Wright's management and he will be an integral member of the city's grant team managing all financial operations for the grant, including budgeting, fund tracking, reimbursement processing, and ensuring full compliance with EPA fiscal and reporting requirements. **Technical Coordinator – Gretchen Cheesman, Director, Department of Community Development, City of Muncie:** Ms. Cheesman has served the City for 16 years and possesses extensive experience in the technical and community development aspects of brownfields redevelopment. Her professional background with the city includes serving as Administrator for the Unsafe Building Hearing Authority, Environmental Review Planner, and Historic Preservation Officer. Ms. Cheesman is currently responsible for leading the City's housing, neighborhood, planning, and community development initiatives, including CDBG and HOME administration. She will coordinate day-to-day technical activities with the QEP, support community outreach and engagement, advise on site inventory updates, and ensure efficient communication between staff, QEP and other consultants, and project partners.

**4.d. Acquiring Additional Resources:** Muncie will acquire additional resources by procuring a QEP and other planning or technical assistance firms as needed through competitive procurement processes consistent with 2 CFR 200.317–200.326. The city will issue publicly advertised Requests for Qualifications or Requests for Proposals, as appropriate for the service type, and will use an evaluation process that complies with all federal, state, and local requirements. This ensures Muncie can obtain the necessary environmental, planning, and community engagement expertise in a fair, transparent, and compliant manner to support project implementation.

**4.e. Currently Has or Previously Received an EPA Brownfields Grant**

**4.e.(1) Accomplishments\*** Muncie / Muncie Redevelopment Commission has been fortunate to receive two EPA brownfield assessment grants; a FY07 Community Wide Assessment Grant for \$200,000 (hazardous) and a FY12 Community-Wide Assessment Grant for \$591,600 (\$400,000 hazardous, \$191,600 petroleum, BF00E01073). Both grants are now closed. The city successfully utilized the 2007 and 2012 funding to complete 38 Phase I ESAs, 15 Phase II ESAs, 8 Supplemental Assessments, and 3 Cleanup Plans. The environmental assessments performed using this funding led to several positive outcomes, the most notable of which was the redevelopment of the former Superfund site, Indiana Steel and Wire, and the King Forge brownfield site into the award-winning Kitselman Gateway Trailhead Project that links the White River Greenway Trail with the Cardinal Greenway Trail. The Kitselman project is notable not only for its large capital investment in recreational and greenspace amenities but also for the public private collaboration achieved by its dozens of local, regional, and state partners and supporters.

**4.f.(2) Compliance with Grant Requirements\*:** Muncie maintained full compliance with all requirements of the grants listed above, including adherence to approved scopes of work, timely execution of milestones, and strict alignment with federal and state cost principles. For each award, Muncie timely submitted quarterly performance and financial reports and met documentation, procurement, and environmental review requirements without the need for corrective actions. Muncie's current established policies for procurement, contracting, and subrecipient oversight fully conform to 2 CFR Part 200, thereby supporting accurate drawdowns, eligibility compliance, and transparent tracking across multi-year cooperative agreements. The city's strong compliance history across concurrent present-day HUD and state awards demonstrates its capacity to successfully manage federal requirements for the proposed grant. \* Note: due to the age of these grants, along with administration and personnel changes that have occurred in the interim, full file verification of the above information is not possible. Answers provided reflect the City's good faith representations of its prior grant experience.

**Threshold Criteria**  
City of Muncie, Indiana  
**FY26 EPA Brownfields Community-wide Assessment Grant**

**1. Applicant Eligibility**

The City affirms the following information regarding applicant type and funding eligibility:

**Applicant Type:** City

**Eligibility:** The City of Muncie is defined as a “general purpose unit of local government” as defined in CFR Section 200.318 and is therefore eligible to receive USEPA brownfield grant funding.

**2. Community Involvement**

The City will announce the grant award and all major grant events to the community through a press release to the *Star Press*, the local newspaper, and the local news stations. Mayor Ridenour is active on social media and will also use the City’s website and other channels monthly newsletter to share information. Following the grant award announcement, the City will meet with community and neighborhood associations and their constituents. The City will establish a program specific webpage that links to the City’s social media outlets, offering opportunities for form-based surveys/input, city responses to public comment, and email distribution list signup. The combination of these approaches will reach many residents representing a wide spectrum of age and socio-economic demographics. The goal is to invite public input and maintain dialogue regarding the brownfields program, and to receive input when selecting sites and prioritizing them for assessment.

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**3. Expenditure of Existing Grant Funds**

The City affirms it does not have an open Assessment Grant or Multipurpose Grant

**4. Named Contractors and Subrecipients**

**Named Contractors** – The City affirms it has not selected contractors for this grant. Consistent with the fair and open competition requirements in 2 CFR Part 200 and 2 CFR Part 1500, the city will conduct a new competitive procurement process for an FY26 EPA grant, if awarded.

**Named Subrecipients-** The City affirms it has not named any subrecipients for this grant award.