



R07-26-A-005

1. Applicant Identification

City of Emporia
104 East 5th Avenue
Emporia, KS 66801

2. Website URL: <https://www.emporiaks.gov>

3. Funding Requested

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

4. Location

- a) City of Emporia b) Lyon County c) Kansas

5. Target Area and Priority Site Information

Target Area: **Downtown Corridor** – Census tracts: 20111000500 and 20111000400

Priority Sites:

- **Site 1**: Former Dry Cleaner – 915 Commercial Street, Emporia, KS 66801
- **Site 2**: Former Service Station – 923 Commercial Street, Emporia, KS 66081
- **Site 3**: Cliff's Service Station – 115 E. 5th Street, Emporia, KS 66801

6. Contacts

a. Project Director

Mark Detter, Deputy City Manager
620-343-4250
mdetter@emporiaks.gov
P.O. Box 928
104 E 5th Avenue
Emporia, KS 66081

b. Chief Executive/Highest Ranking Elected Official

Erren Harter, Mayor
620-343-4250
eharter@emporiaks.gov
P.O. Box 928
104 E 5th Avenue
Emporia, KS 66081

7. Population City of Emporia, Kansas: 24,098
(US Census: 2019–2023 American Community Survey)



8. Other Factors

Other Factors	Page #
Community population is 15,000 or less.	4
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.	N/A
The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy.	3
The reuse of the priority site(s) will incorporate energy efficiency measures.	3
The proposed project will improve local resilience to the impacts of extreme weather events and natural disasters.	3
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).	8, 9
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

See attached.

10. Releasing Copies of Applications

Not Applicable.

Emporia Brownfield Grant

Priority Site 1 (915 Commercial)



Priority Site 1 (915 Commercial)

Priority Site 2 (923 Commercial)



Priority Site 2 (923 Commercial)

Priority Site 3 (115 E. 5th)



Priority Site 3 (115 E. 5th St.)

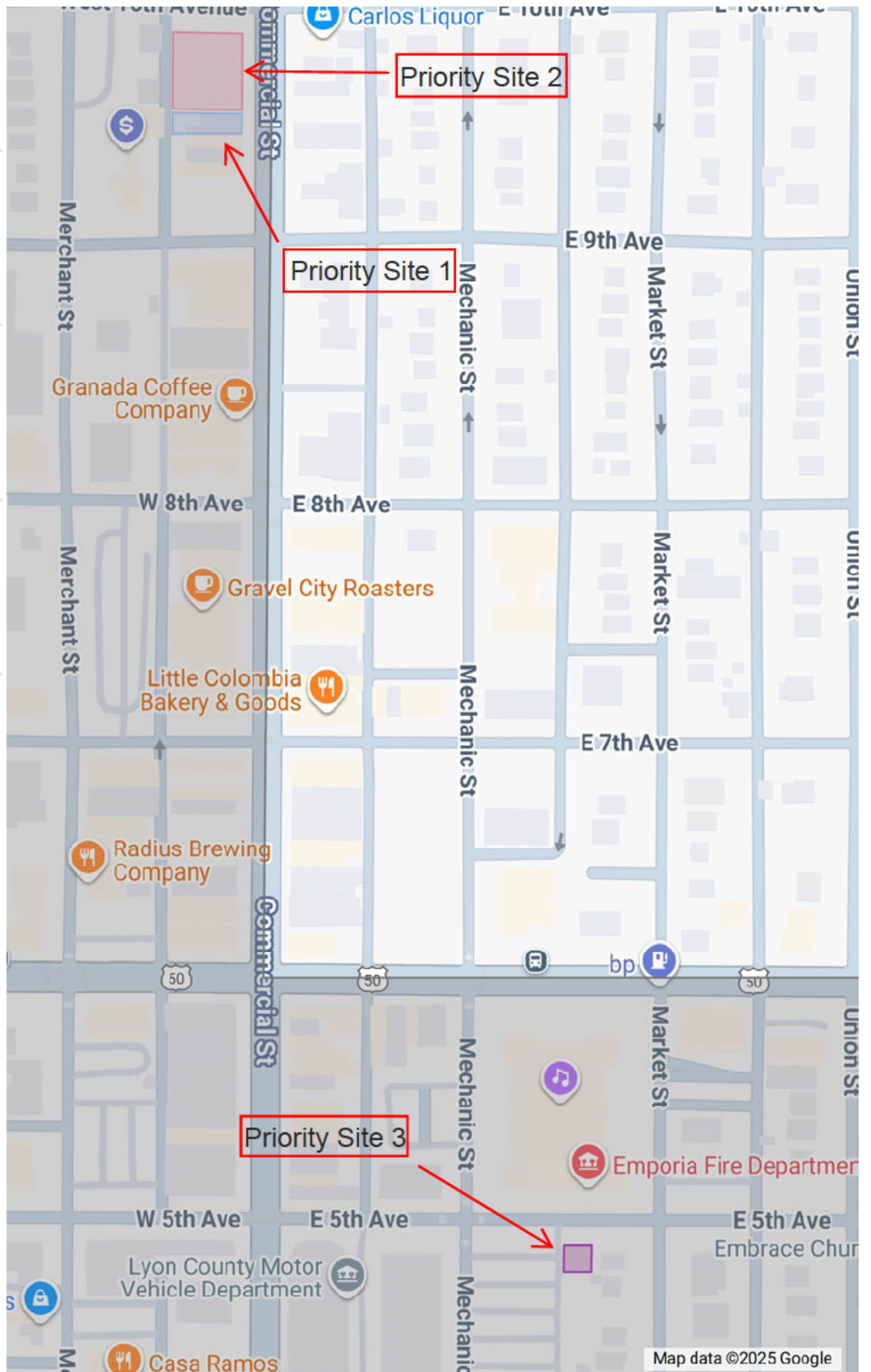
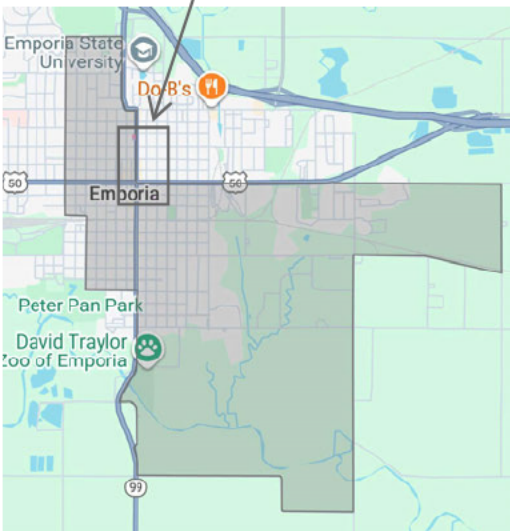
Target Area: Downtown Corridor



Census Tracts

20111000400 & 20111000500

Approximate Inset Area



Map data ©2025 Google

Division of Environment
Curtis State Office Building
1000 SW Jackson St., Suite 400
Topeka, KS 66612-1367



Phone: 785-296-1535
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www.kdheks.gov

Janet Stanek, Secretary

Laura Kelly, Governor

November 21, 2025

Taylor Wash
Assistant City Manager
City of Emporia
104 East 5th Ave
Emporia, KS 66801

Re: Brownfields Assessment Grant for the City of Emporia, Kansas

Taylor Wash:

This letter is written in support of the Community-Wide Assessment Grant Application to be submitted by the City of Emporia, Kansas to the U.S. Environmental Protection Agency (EPA). KDHE understands the purpose of the grant is to redevelop properties in the Downtown Corridor area in Emporia, Kansas. The funds received from the U.S. EPA will be utilized to assess, protect, and restore the environmental integrity, environmental quality, and overall sustainability included in the Brownfield target areas. KDHE confirms Emporia has the programmatic capabilities to administer such a grant.

KDHE commends The City of Emporia's revitalization efforts in these communities, which represent the very ideals and goals of the Brownfields Program. Emporia has previously utilized the KDHE Brownfields Program for brownfields assistance in this and other areas of the community and such support will continue during this project. Additionally, it is KDHE's understanding that Emporia will notify KDHE if any environmental contamination is discovered during the assessments, as well as provide Phase I and Phase II reports for KDHE review, as appropriate.

KDHE fully supports your grant application and looks forward to working with you on this and future Brownfields projects within your area. If you have any questions, please feel free to contact me at (785) 291-5519 or email at timothy.speer@ks.gov.

Sincerely,

A handwritten signature in black ink that reads "Tim Speer".

Timothy Speer
Brownfields Coordinator
Long Term Stewardship & Brownfields
Bureau of Environmental Remediation



1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION

Target Area and Brownfields. a. Overview of Brownfield Challenges and Description of Target Area: The City of Emporia (City), county seat to Lyon County and located in the Flint Hills region, has a rich history dating back to 1857, when it was founded as a business venture. The City grew quickly, becoming a railroad and farming/ranching axis of the Midwest, while also welcoming a diverse culture and education. In 1863, the City founded “The Kansas Normal School” which later became Emporia State University. It founded “The College of Emporia” in 1882. Both played a crucial role in the City’s development by bringing elevated cultural and educational opportunities to the rural Midwest. The City’s first railroad came in 1869, quickly followed by the Atchinson, Topeka and Santa Fe Railroad in 1870, thus developing the City as a transportation hub. The town’s fertile Flint Hills grasslands and transportation hub status catalyzed the City as one of the largest cattle shipping points in the state. By the 1880s, the City’s population had doubled, commercial and industrial developments were booming, and the City was known as a model of ideal Midwest living. A new Emporia Civic Auditorium, eventually named “William Allen White Auditorium,” opened downtown in 1940 and was a cultural and sports icon bringing numerous events to the City. By the 1950s, new industrial growth moved out of downtown into the outer edges of Emporia, pulling people away from the historic downtown. Large new companies like Dolly Madison, Iowa Beef Packers, and Detroit Diesel continued to bolster the City’s economy and population growth away from the City’s core. By the 1980s, economic hard times hit and the City’s population stalled, leading to many historic downtown businesses closing. The combination of City-outskirt growth and economic depression left devastation, blight, and vacant buildings in the once bustling downtown. In early 2020, the City’s economic wreckage continued with the closing of Detroit Diesel followed by other large manufacturing facilities such as Iowa Beef Packers and Tyson Foods, causing vacancy, blight, and hardships for residents combined **with a loss of over 1,000 full-time jobs** during that time period.

The **geographic boundary** of this Assessment Grant is the **city limits**, with a **target-area** focus of the **Downtown Corridor (DC)**, which includes census tracts (CTs) 20111000400 and 20111000500. The DC target area is focused on revitalization of the Commercial Street business corridor that houses numerous brownfield sites such as former dry cleaners, gas/service stations, restaurants, printing shops, and more. For generations, the DC has been the city’s heartbeat, a place for the entire community to come together. The **City’s brownfield challenges of vacancy and blight are substantial**. Coupled with the DC’s **low per capita income** (\$27,060) and **high percentage of sensitive populations** (youth 23% and minorities 35%), there is a crucial need for assistance from EPA Brownfield grant funding that will allow for assessment, redevelopment and an eventual road to financial recovery.¹ A partnership with the EPA will allow the City to return the DC to a thriving, future-focused hub of sustainable economic growth for generations to come.

b. Description of the Priority Brownfield Site(s): The City has numerous abandoned and underused properties throughout the geographic boundary. A windshield survey identified 27 potential hazardous sites throughout the target area that would benefit from brownfield assessment. These sites include dry cleaners, gas/service stations, industrial buildings, and printing shops. The City’s inability to safely assess and address these underused, abandoned, and vacant sites has hampered the redevelopment efforts and caused further economic hardship. Three priority brownfield sites have been identified by the City that have high redevelopment potential and are in close proximity to residents.

¹ US Census: 2019–2023 American Community Survey (ACS)



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The **first priority site** is the **Former Drycleaner (FDC)** located at 915 Commercial Street in the DC. The 0.2-acre drycleaner opened in 1930 and operated for approximately 90 years. When the business closed in 2021, the location was temporarily used as a vape store until early 2022. The single-story building is currently vacant, with a dilapidated roof, an aging exterior, and a mostly glass storefront, and is not fenced or secured. The site sits along a highly traveled pedestrian sidewalk in the heart of the DC, with Emporia State University (ESU), churches, restaurants, a children's park, and businesses all within a minimal walking distance, creating a safety hazard for families. Contaminants associated with the historical uses of the site include volatile organic compounds (VOCs), such as perchloroethylene (PCE), and lead-based paint (LBP) and asbestos-containing materials (ACM) due to the age of the building. Chronic health conditions can arise from the PCE due to the potential for vapor intrusion of the chlorinated ethenes, which can render indoor air toxic. The City has access from the property owner for site assessment.

The **second priority site** is the **Former Service Station (FSS)** located at 923 Commercial Street (0.4 acres), adjacent to priority site one. The FSS operated from 1969 until approximately August 2014, when the station closed. After sitting abandoned for seven years, the tanks were removed and the building demolished in 2021. Potential hazardous contaminants may include soil and groundwater contamination along with benzene, toluene, ethylbenzene, and xylene (BTEX). There is a chance that the site is also contaminated with PCE since **priority site 1, FDC**, is located next door. The nonsecure site is currently a vacant lot with deteriorated concrete and brush. The City has site access from the property owner for site assessment.

The **third priority site** is **Cliff's Service Station (Cliff's)** located at 115 East 5th Street (0.05 acres). Cliff's has been in operation since 1938 but moved into the current location in 1978. The Cliff's building, built in 1940 and located along a busy pedestrian sidewalk, is a 2,500-square-foot, single-story, deteriorating brick building with two garage door spaces.. Cliff's is in the designated **Opportunity Zone CT 20111000500**. Potential hazardous contaminants include a leaking underground storage tank (UST), LBP, ACM, and BTEX. Soil and groundwater contamination are also a possibility with the leaking UST. The business is currently operating but is for sale as the owner is ready to retire. The owner is ready to vacate the building and not relocate. The City has site access from the property owner for site assessment.

c. Identifying Additional Sites: As part of this grant project, funding will be used to create a site ranking and evaluation process and full site inventory of the target area. The City has identified 27 potential brownfield sites through their windshield survey and will work with residents and project partners to rank those and additional sites that are identified within the DC. Priority will be given to sites that most benefit sensitive populations and further the City's plans for revitalization based on the already established land use plans. The City will take into consideration community feedback, US Census data, health disparities, pollution, and poverty when ranking sites. Any grant funds remaining after the target-area sites have been assessed will be used to address additional sites **found throughout the geographic boundary**, using the already established site inventory evaluation and ranking system.

Revitalization of the Target Area. d. Reuse Strategy and Alignment with Revitalization Plans: The 2017 Emporia + Lyon County Joint Comprehensive Plan (Plan ELC) is a 20-year plan that initiated a unique and exciting community-wide effort to join the City's and the county's comprehensive plans. This initiative engaged residents, stakeholders, and policymakers from across the county in a collaborative effort to enhance everyone's environment and quality of life for generations to come. The City has also developed a Community Initiated Development Plan (CID) with the Emporia Main Street Program. The CID focuses on the community proactively



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identifying, marketing, and initiating redevelopment in the private and public infrastructure. The CID established Downtown Design Guidelines and use of districts. It also outlines redevelopment plans for the DC target area, with goals of creating community economic growth, generating local job opportunities, building tourism, and revitalizing downtown. The FDC and FSS priority site reuse plans both align with the CID plans for the DC target area as part of the Art & Soul Entertainment District. The FDC and FSS sites are adjacent and have reuse plans for commercial, mobile retail redevelopment along with entertainment areas that include outdoor event space, greenspace, and an area for a permanent food truck court. The Cliff’s priority site is in the CID Cornerstone District and has reuse plans of commercial/retail development or additional much-needed DC parking for businesses and to support the additional entertainment district and tourism.

e. **Outcomes and Benefits of Reuse Strategy:** Redevelopment of the **FDC and FSS priority sites** (as new commercial, mobile retail, and outdoor entertainment event spaces) and the **Cliff’s priority site** (as new commercial/retail opportunities or a much-needed parking area) will generate both economic and noneconomic benefits that foster growth and prosperity for residents. With the help of an EPA Brownfields Assessment Grant, the revitalized sites will become a prominent space in the community, producing **economic benefits** by bringing in visitors, creating employment opportunities (up to six full-time positions and eight part-time positions), creating additional tax revenue, and increasing property values. The **noneconomic benefits** will be equally important for this underserved area. Downtown improvements will strengthen walkability to and within the district, including access to the nearby university, while adding new community spaces and fostering a stronger sense of local pride.

The City will work with developers on their redevelopment plans to improve environmental resilience, capacity, and sustainability that will benefit residents. The removal of blight along busy pedestrian areas will improve the walkability of the target area and reduce pollutants and improve quality of life for all residents. The City will also encourage use of **renewable energy like solar lighting or wind energy**, and ensure developers are using **energy-efficient measures** in their designs. A Brownfield Revitalization Plan has been budgeted in this grant and will include steps to **improve local resilience to the impacts of extreme weather events and natural disasters** the City might face in the future (**such as recent flooding that has negatively impacted the City’s budget**) to ensure developments remain focused on resilient reuse for generations to come.

Strategy for Leveraging Resources. f. **Resources Needed for Site Reuse:** The City is a local municipality and has access to several different federal, state, and private/public funding resources to ensure development continues throughout the target area. Below are funding opportunities that will be used.

Level	Agency	Funding Purpose
Federal	EPA Brownfield Cleanup Grant	Assists with remediation of sites as needed up to \$4M.
Federal	EPA Brownfield Revolving Loan Fund (RLF)	These funds offer loans and subgrants for brownfield cleanup activities. When loans are repaid, the funds are re-lent, creating a sustainable source of capital for communities to address brownfield sites.
State	Kansas Department of Health and Environment (KDHE) and Kansas State University’s Technical Assistance Program (KSU TAB)	Brownfield Targeted Brownfield Assessments (BTATBA) for Kansas communities; funding varies based on project request.
State	Kansas Department of Commerce Community Development Block Grants (CDBG)	Assists with infrastructure improvements, land acquisition, site preparation, and building construction or renovation.



g. Use of Existing Infrastructure: The infrastructure within the target area and at the priority sites such as streets, roads, sidewalks, utilities, sewer, and broadband are sufficient for redevelopment. Due to a major waterline break in 2023, the City has been repairing all water infrastructure. If additional infrastructure needs are identified throughout the redevelopment process, the City will acquire additional funding through state and federal grant programs. Existing buildings on the FDC and Cliff's priority sites will be remediated and included in the redevelopment of the priority site locations.

2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT

Community Need. a. The Community's Need for Funding: The DC target area has a **small population of 7,463**, with a **low median household income of \$56,310** (US \$78,538).² Impoverished target-area residents have an **extremely low per capita income of \$27,060** (US \$43,289).² The DC is in the **84th percentile for poverty** where income is at or below 100% of the federal poverty level and **76th percentile for low income** where household income is less than or equal to twice the federal poverty level.³ Pair the dismal income levels with the fact that the **unemployment rate is in the 74th percentile**, it is easy to see the need for grant assistance.³ The target area is in need of reinvestment and revitalization to generate hope of a more prosperous future for this economically challenged area.

The City does not have funding to address and assess properties throughout their geographic boundary in a safe, effective manner. The City's budget is allocated for salaries and services such as solid waste, police, and fire. The City suffered a catastrophic infrastructure breakdown beginning in 2023, with more than 40 water main breaks after the 12th Avenue water tower was taken offline on Sept. 12, 2023, forcing a costly diversion of resources toward emergency repairs while simultaneously funding the tower's major restoration. Now the City faces even greater financial strain as it prepares to finance large scale water line replacements and transmission upgrades needed to stabilize its aging system. With existing poverty and low-income levels within the target-area population, raising taxes to fund assessments, reinvestment, or site identification is not an option. Although the EPA's FY24 Flint Hills Regional Council Assessment Grant mentioned the City as one of its beneficiary cities, the Regional Council was unable to offer assistance/funding to the City as they allocated their grant. The City was subsequently removed as a beneficiary from the FY24 Flint Hills Assessment Grant. This application for brownfield grant funding will help the City provide resources, identify environmental hazards, and promote revitalization, generating opportunities for a brighter tomorrow.

b. Health or Welfare of Sensitive Populations: The sensitive population living in the DC are the **youth and impoverished**. The DC has a **youth population of over 23%** (US 22%).² To add to the challenges this sensitive population faces daily, **14% of the target-area population is impoverished**, living below the poverty level (US 12%).² There is an elevated number of **Hispanic/Latino population (35%)**, close to twice the US average of 19%, with the percentage as high as 48% in CT 5.²

Target-area welfare issues are abundant. The DC suffers from an **89th percentile** ranking for people with **less than a high school education**; the lack of education is compounded by a **limited English-speaking population in the 91st percentile**, multiplying the importance of sustainable community revitalization.³ A lack of education and high unemployment naturally brings a higher crime rate to the target area. Crimegrade.org rates the overall crime of the DC target area as a "D" and estimates that the **crime will cost the average household \$1,263 per year**. Redeveloping the

² US Census: 2019–2023 American Community Survey (ACS)

³ <https://public-environmental-data-partners.github.io/j40-cejst-2/en/#12.79/38.38871/-96.16779>



FDC and FSS priority sites as new commercial, mobile retail, and outdoor entertainment event spaces and bringing new commercial/retail opportunities through the **Cliff's site** will address the desperate need for entry-level employment as well as provide new construction jobs, draw new tourism opportunities, add new tax revenue, and reanimate the DC. Emporia State University is within walking distance of the DC, and students will enjoy all the new shopping and outdoor entertainment opportunities that the redevelopment will provide. With the assistance of an EPA Brownfield Community-wide Assessment Grant, revitalization will invite opportunities that will bring sustainability and growth back to this dilapidated area, giving it a promising future.

c. Greater Than Normal Incidence of Disease and Adverse Health Conditions: Contaminants at brownfield sites can lead to serious health issues when left unchecked. These health issues are especially concerning considering the historical uses of the identified priority sites (dry cleaners, auto repair shops, and former service station) and their potential contaminants such as VOCs, PCE, LBP, ACM, BTEX, and USTs. **USTs rank in the 82nd percentile, and ozone (ppb) ranks in the 98th percentile** within the target area.⁴ Residents of the target area are **economically distressed and live with a greater risk of health issues** such as **cancer and asthma** caused by these negative environmental conditions and disinvestment. The target area suffers from elevated cancer risks. According to KansasHealthMatters.org, the target area suffers from **9% of adults being diagnosed with cancer** (US 7%) with the Kansas Department of Health and Environment noting that Lyon County is among the Kansas counties with the highest prostate cancer incidence rates. Unfortunately, with the City's rural location, the county data is not tracked by the National Cancer Institute. However, the National Institute for Minority Health and Disparities website shows a very **high cancer rate for Lyon County as 158.7 incidence rate per 100K** (US 145.4). Asthma is a concern, as **15% of county residents have been diagnosed with asthma** (KS 11%) per the 2021 Kansas Behavioral Risk Factor report (target-area data not available). Lyon County also has a higher **infant mortality rate (7.4 per 1,000 births)** due to prematurity or Sudden Infant Death Syndrome (SIDS) than the state (6.3).⁵

With the number of **old, dilapidated buildings and abandoned sites throughout the target area, LBP and ACM** are of great concern. The DC is in the **72nd percentile for lead paint** due to the aged structures.⁴ Brownfields funding and the revitalization of brownfield sites will contribute to overall health condition improvement by removing environmental harms and blight, providing a sustainable development plan, and creating a healthier future for this sensitive population.

d. Economically Impoverished/Disproportionately Impacted Populations: The proposed reuse strategy for the priority sites within the target area will reduce environmental threats and promote equity by focusing redevelopment efforts where poverty, low educational attainment, and environmental burdens overlap. The residents of the target area are a disproportionately impacted population, suffering from a recent economic downfall in the community. In December 2024, the Tyson Foods plant closed, leading to more than 800 workers losing their jobs and driving the **city's unemployment rate to 6.5%, the highest in Kansas**.⁶ This sudden economic shock has increased reliance on public assistance programs such as SNAP food assistance, Temporary Assistance for Needy Families, and the Low Income Energy Assistance Program, which already serve a significant portion of Emporia's population. Compounding these challenges, **nearly 20% of adults in Lyon County lacks a high school diploma or equivalent, limiting access to stable**

⁴"Environmental and Residential Population Indicators." <https://tinyurl.com/2htezipbw>

⁵ Wagoner, Jessie (2015, November 19) Lyon County kids dying at higher rates, Emporia Gazette. https://www.emporiagazette.com/news/article_fcb19b6c-c77f-5c6e-ad16-730b148daed8.html

⁶ Kansas Reflector – Report on Tyson plant closure and unemployment spike in Emporia (2025)



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employment and upward mobility.⁷ *And nearly 30% of the target area residents identify as Hispanic/Latino.*⁸ *As the impoverished residents try to make ends meet on minimal incomes, these families face disproportionate exposure to industrial byproducts, aging infrastructure, and environmental hazards such as poor air and water quality.*⁸ By remediating contaminated sites and converting them into safe, accessible community assets, redevelopment into new workforce opportunities will directly lessen environmental risks of soil and water contamination while also addressing economic risks tied to poverty and limited educational attainment. Just as importantly, this brownfield assessment project emphasizes community engagement, ensuring that residents most impacted by past environmental harms have a voice in shaping the future and priority site reuses. This approach not only mitigates existing threats but also fosters healthier living environments, workforce development, and economic revitalization, breaking cycles of disadvantage and creating long-term resilience for Emporia’s most vulnerable populations.

Community Engagement. e. Project Involvement & f. Project Roles: The project partners listed below will have a meaningful role during this grant-funded project and will assist in site selection, site identification, community outreach, cleanup, and future reuse.

Name of organization & mission	Point of contact	Specific involvement in the project or assistance provided
Emporia Chamber of Commerce – 501(c)(3). Support regional economic vitality and development by promoting the health and growth of business.	Christian Keisler, Interim Director, [REDACTED]	Assistance/Decision Making: site selection and prioritization as well as future reuse planning.
Emporia Main Street Partnership – 501(c)(3). Build bridges of collaboration between small businesses, local organizations, and residents for inclusive progress, innovation, and community engagement.	Casey Woods, Director director@emporiamaainstreet.com	Assistance/Decision Making: site reuse and community outreach and education.
Rural Development Association. Foster a diversified and resilient economy by launching, locating, and growing businesses in the county.	Lyle Butler, Interim Director lbutler@emporiarda.org	Assistance/Decision Making: site prioritization and future reuse planning.
Emporia Arts Center. Enrich lives through education, advocacy, and celebration of the arts.	Dawn Young, Director director@emporiaarts.org	Assistance/Decision Making: community outreach and education.
Hispanics of Today and Tomorrow. Preserve the Hispanic heritage for future generations, strengthen the bridges of communication and understanding, and work together.	Sally Sanchez, President [REDACTED]	Assistance/Decision Making: community outreach and education.

g. Incorporating Community Input: The City informed the public of their intent to apply for an EPA Brownfield Assessment Grant at the City Council meeting held on October 15, 2025. The City will cultivate productive and thought-provoking interactions between target-area residents, community organizations, and project partners, **especially those directly impacted by the project**. The City has and will continue to seek valuable input from residents and community organizations to help identify potential brownfield sites, as they are the most aware of the area’s most important needs. The City will create a Community Involvement Plan (CIP), which will

⁷ US Census 2025 Quick Facts

⁸ US Census: 2019–2023 American Community Survey (ACS)



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provide an event schedule, an outline of planned community engagement activities, a project background, and a list of key players. The CIP will be made available for review at City Hall and on the City’s website and will ensure engagement with the **distressed community**.

The Brownfield Project Team (BPT) will solicit comments and feedback from residents during all community outreach meetings and through regular council meetings. The BPT will review and **evaluate comments, community input**, and suggested sites for the inventory during quarterly meetings, recording all community-member suggestions and information in the minutes and **posting them on the City’s Brownfield Program webpage within two weeks of receipt**. The City’s CIP will incorporate several forms of media. Brownfield updates will be posted to the City’s Facebook page in addition to the City’s Brownfield Program webpage. The City will provide resident **interaction via website and social media as an alternative to in-person community engagement events**. As for those residents who have no access to transportation or internet access, the City already uses mailers with information for other city notifications, and signage throughout government and community buildings. The City will disseminate Brownfield Project information through signage in government buildings, press releases, and local newspapers and will update organizations and community members through City Council meetings. All promotional materials with the names and contact information of the City’s BPT will be posted on the City’s Brownfield webpage, facilitating community-member contact with BPT members. All information will be provided in English and Spanish and a translator will be provide when needed.

3. TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS

Description of Tasks/Activities and Outputs:

Task 1: Outreach	
a.	<i>Project Implementation: EPA Funded:</i> Community Involvement Plan (CIP), outreach materials, Brownfield (BF) project webpage, and social media posts will be developed by the City’s BF Project Manager with assistance from the Environmental Contractor (EC). City staff will lead the community/educational meetings discussing project plans and updates. Supplies: printing of outreach materials (brochures/handouts) and office supplies to manage the grant.
b.	<i>Anticipated Project Schedule:</i> CIP created in Q1. Community/educational meetings held Q1 & Q3 in Y1–3 and Q2 in Y4. BF webpage and outreach materials created in Q1 and posted throughout the grant project.
c.	<i>Task/Activity Lead:</i> City: Tayler Wash, Asst. City Manager, BF Project Manager
d.	<i>Outputs:</i> CIP, BF webpage, 7 community/educational meetings, brochures/handouts, social media posts, summary of community meetings in EPA-required quarterly reports.
Task 2: Site Inventory& Assessment	
a.	<i>Project Implementation: EPA Funded:</i> The City’s BF Project Director will work with target-area residents during outreach events to add sites to the grant-funded site inventory. Identified abandoned and underused properties will be researched further by City staff using GIS and the property appraiser’s website. EC will work with City staff to create an evaluation ranking tool to determine the order the sites will be addressed. The EC conducts Environmental Site Assessments (ESAs), starting with the priority sites listed in this application. ASTM-AAI-compliant Phase Is; Generic Quality Assurance Project Plan (QAPP); Phase IIs will include the Site Specific (SS)-QAPP. Prior to assessment, site access agreements and property eligibility determinations approval will be obtained. National Historic Preservation Act Section 106 consultations will be addressed when applicable.
b.	<i>Anticipated Project Schedule:</i> Meeting held in Q1 will continue the preliminary inventory process. Evaluation ranking process and assessments begins in Q2 and continues throughout the grant.
c.	<i>Task/Activity Lead:</i> The EC will implement the technical aspects of the project with oversight from the City: Mark Detter, Deputy City Manager, BF Project Director.



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d.	<i>Outputs:</i> Evaluation ranking tool, site inventory list, 11 Phase I ESAs, 1 Generic QAPP, 5 Phase II ESAs including SS-QAPP, site access agreements, property eligibility determinations, Section 106 determinations (if applicable).
Task 3: Cleanup Planning	
a.	<i>Project Implementation: EPA Funded:</i> Projects identified for cleanup. The EC will prepare the Analysis for Brownfield Cleanup Alternatives (ABCA) and/or Cleanup Plans, which include evaluating cleanup alternatives, calculating cleanup costs, and determining site-appropriate remediation and/or reuse planning to reduce health/environmental risks. The EC will assist the City in hosting charrettes/visioning sessions. A planner will create the following EPA-approved planning documents: Site Reuse Assessment, Market Study, Site Reuse Vision, and BF Revitalization Plan.
b.	<i>Anticipated Project Schedule:</i> Plans and charrettes begin in Q6 and will continue throughout the grant.
c.	<i>Task/Activity Lead:</i> The EC will implement the technical aspects of the project with oversight from the City: Mark Detter, Deputy City Manager, BF Project Director.
d.	<i>Outputs:</i> 3 ABCAs, 1 vision sessions/charrettes, 1 Site Reuse Assessments, 1 Market Study, 1 Site Reuse Vision, 1 BF Revitalization Plan
Task 4: Programmatic Support	
a.	<i>Project Implementation: Non- EPA Funded:</i> Utilizing its own funding, the City will procure an EC to assist with the BF Grant project. The City’s BF Project Finance Director will oversee grant implementation and administration to ensure compliance with the EPA Cooperative Agreement work plan, schedule, and terms and conditions. <i>EPA Funded:</i> The EC will assist in completing ACRES database reporting, yearly financial reporting, quarterly reporting, and additional programmatic support for the four-year term of the grant. The travel budget allows two staff to attend three BF training conferences/workshops.
b.	<i>Anticipated Project Schedule:</i> Procure EC in Q1. ACRES & quarterly reporting begins in Q1 and continues throughout the grant. Annual reporting and forms created in Q5, Q9, Q13, and final closeout.
c.	<i>Task/Activity Lead:</i> City: Janet Harrouff, City Finance Director, BF Finance Director.
d.	<i>Outputs:</i> ACRES database reporting, 4 annual financial reports, 16 quarterly reports, and programmatic support for the four-year grant period. Two staff to attend three conferences.

e. Cost Estimates: Below are the anticipated cost estimates for this project *based on past brownfield projects as determined by local market standards with contractual hourly rates based on the skills needed for specific tasks.*

- Of the budget, 51% will be spent on site-specific work and 31% for area-wide planning activities.
- Personnel costs include an average of \$65/hour with a 20% fringe rate.

Task 1 Outreach: Personnel (\$65/hr): 7 community meetings \$9,100 (140 hrs). Fringe: \$1,820 (20% rate). Contractual: CIP \$4,000 (25 hrs × \$160); BF webpage, outreach brochure/handouts, social media posts \$2,880 (18 hrs × \$160); 7 community/educational meetings \$13,440 (\$1,920 per mtg; 12 hours per meeting to include preparation and execution × \$160/hr). Supplies: \$522 (\$302 [302 printouts at \$1 each]; \$200 [2 display board printouts at \$100 each]; pens, markers, paper \$20).

Task 2 Site Inventory & Assessment: Personnel (\$65/hr): BF site inventory \$1,625 (25 hrs); report review \$1,105 (1hr/report; 17 reports). Fringe: \$546 (20% rate). Contractual: BF site inventory and evaluation ranking tool creation \$12,480 (78 hrs × \$160); 11 Phase I ESAs \$4,750 each for a total of \$52,250; 1 Generic QAPP \$7,000; 5 Phase II ESAs including SS-QAPP at \$35,000 each for a total of \$175,000.

Task 3 Cleanup Planning: Personnel (\$65/hr): vision session \$650 (10 hrs/session, 1 session) report review \$910 (2 hrs/report: 7 reports). Fringe: \$312 (20% rate). Contractual: 3 ABCAs \$22,080 (\$7,360 each); 1 vision sessions \$2,880; 1 Site Reuse Assessment \$25,000 (Principal



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Planner: 30 hrs × \$250; Senior Planner: 40 hrs × \$200; PM Planner: 40 hrs × \$175, Support Personnel: 20 hrs × \$125); 1 Site Reuse Vision \$25,000 (Principal Planner: 30 hrs × \$250; Senior Planner: 40 hrs × \$200; PM Planner: 40 hrs × \$175, Support Personnel: 20 hrs × \$125); 1 Market Study \$25,000 (Principal Planner: 30 hrs × \$250; Senior Planner: 40 hrs × \$200; PM Planner: 40 hrs × \$175, Support Personnel: 20 hrs × \$125); 1 BF Revitalization Plan \$75,000 (Principal Planner: 90 hrs × \$250; Senior Planner: 120 hrs × \$200; PM Planner: 120 hrs × \$175, Support Personnel: 60 hrs × \$125).

Task 4 Programmatic Support: Personnel (\$65/hr): \$6,500 (100 hrs). Fringe: \$1,300 (20% rate). Contractual: ACRES database reporting, yearly financial reporting, quarterly reporting \$19,200 (120 hrs × \$160). Travel: 2 staff attend 3 conferences for a total of \$12,600 (flights at \$800, 3 nights in hotel at \$300/night, incidentals and per diem at \$100 per day × 4 days × 3 staff × 2 events). Other: \$1,800 conference registration (\$300 per event per person).

Category	Tasks				Totals
	<i>Outreach</i>	<i>Site Inventory & Assessment</i>	<i>Cleanup Planning</i>	<i>Programmatic Support</i>	
Personnel	\$9,100	\$2,730	\$1,560	\$6,500	\$19,890
Fringe	\$1,820	\$546	\$312	\$1,300	\$3,978
Travel				\$12,600	\$12,600
Other				\$1,800	\$1,800
Supplies	\$522				\$522
Contractual	\$20,320	\$246,730	\$174,960	\$19,200	\$461,210
Total Budget	\$31,762	\$250,006	\$176,832	\$41,400	\$500,000

f. Plan to Measure and Evaluate Environmental Progress and Results: To ensure timely project completion, the City staff Brownfield Team, including the EC, will meet quarterly to track outputs identified in 3.d. and will record progress using Excel to track the scope of work, goals, and objectives. The City will submit quarterly and annual reports to the EPA. Project expenditure and activities will be monitored quarterly against the four-year timeline. Site-specific information will be recorded in the ACRES database. Key performance indicators/outputs, such as the number of neighborhood meetings, community groups and partners meetings; environmental assessments; and cleanup plans, will be tracked. Additionally, outcomes like community participation, acres assessed, acres made ready for reuse, redevelopment dollars leveraged, and jobs created will be monitored. To address potential project delays, the City has contingency plans in place, including monthly communication with the EPA Project Officer and the development of a Corrective Action Plan, if necessary, to ensure the project is completed on schedule.

4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE

Programmatic Capability. a. Organizational Capacity, b. Organizational Structure, & c.

Description of Key Staff: The City operates under a mayor–commissioner form of municipal government. The City has the organizational capacity to handle a project through the office of the City Manager, with support from the City’s government officials (commissioners) led by the mayor. The Deputy City Manager, **Mr. Mark Detter**, will be the **BF Project Director**. He will oversee the grant project and ensure funds are spent in a timely manner. Mr. Detter has held this position for the past two years but has worked in local government for over 25 years as city administrator and finance director in several Kansas cities. In his current role, he is responsible for assisting in the administration of the City's affairs and day-to-day operations. He is responsible for the oversight of several City departments, including Public Lands and Facilities, Engineering Department, Public Works Department, and Building and Neighborhood Development. **Ms.**



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Taylor Wash, Assistant City Manager, will be the **BF Project Manager**. She will manage the day-to-day duties of the grant project. Her current duties as the assistant City Manager include the administration of the City's affairs and day-to-day operations. She is responsible for the oversight of the following City departments: Communications, Human Resources, Information Technology, and Special Projects. She has served in this role for two years and prior to that she served in local government as the executive assistant to the mayor in Wyandotte County and Kansas City and as the Organizational Effectiveness Coordinator in the County Administrator's Office. The **BF Finance Director** will be **Ms. Janet Harrouff**. She has worked for the City for the past 36 years. She is responsible for all accounting and financial processing and reporting. This includes the general ledger functions, accounts payable, accounts receivable, fixed assets, payroll processing, vehicle maintenance, budget reports, and preparation of federal and state tax reports. She will be responsible for managing the finances and all drawdowns through ASAP.gov for this EPA grant project. An Environmental Contractor (EC) will assist with the technical portions of the project.

d. Acquiring Additional Resources: The City will hire a qualified EC to support the technical and reporting aspects of the Brownfield Community-wide Assessment Grant, adhering to EPA's "Professional Service" procurement process and local contracting requirements. Throughout the project, additional resources or contractors will be acquired as needed. Redevelopment will emphasize growth within the target area, creating local jobs for residents. The City recognizes the importance of ensuring that the benefits of this grant extend beyond environmental improvement to meaningful economic and social impacts. The City is committed to promoting strong labor practices, local hiring, and community engagement. This includes connecting community members to potential brownfield-redevelopment job opportunities through educational outreach efforts and project updates.

Past Performance and Accomplishments. f. Has Not Received an EPA Brownfields Grant but has Received Other Federal or Non-Federal Financial Assistance Agreements: (1) Purpose and Accomplishments: Over the past five years the City has been awarded 15 grants from state and federal agencies totaling \$10,299,500. One of their most recent wins was in 2025, when the Kansas Department of Transportation awarded them the Kansas Airport Improvement Program grant in the amount of \$599,500. This funding will be used for the rehabilitation of the south apron and upgrades and relocation of the self-serve fuel system at the Emporia Municipal Airport. The airport is utilized by approximately 8,500 planes a year and is the only airport within a one-hour drive. The grant project is expected to close out with all funding expended in 2027. In 2022, the City was awarded a US HUD Community Development Block Grant – Commercial Facilities grant in the amount of \$750,000. The funding was used to complete a full rebuilding of Highland Street, a city street adjacent to Emporia State University's campus, from 12th to 16th Street. The project included four city blocks where a full replacement of aging sanitary sewer and water lines occurred, installation of new storm sewer systems to manage runoff and reduce flooding, and a full road reconstruction with durable concrete pavement. Sidewalks and curbs were upgraded to improve pedestrian safety and accessibility. All funding was expended, and the grant project closed out in February 2024 with no compliance or schedule issues.

(2) Compliance with Grant Requirements: The City has a history of compliance with grant work plans, schedules, and terms and conditions and has an excellent history of timely reporting with all award agencies. The City was on schedule for all active grants and past grant awards with no compliance issues. City staff are skilled in project management and will monitor all grant activities to ensure compliance with all financial reporting requirements as well as input all project information into ACRES.



Threshold Criteria

1. Applicant Eligibility

- a. The City of Emporia, Kansas, (City) is eligible to apply for the EPA Brownfields Community-wide Assessment Grant as a unit of local government as defined under 2 CFR § 200.1.
- b. The City is not exempt from Federal taxation under section 501(c)(4) of the Internal Revenue Code.

2. Community Involvement

The City informed the public of their intent to apply for an EPA Brownfield Assessment Grant at the City Council meeting held on October 15, 2025. The City will cultivate productive and thought-provoking interactions between target-area residents, community organizations, and project partners, especially those directly impacted by the project. The City has and will continue to seek valuable input from residents and community organizations to help identify potential brownfield sites, as they are the most aware of the area's most important needs. The City will create a Community Involvement Plan (CIP), which will provide an event schedule, an outline of planned community engagement activities, a project background, and a list of key players. The CIP will be made available for review at City Hall and on the City's website and will ensure engagement with the distressed community.

The Brownfield Project Team (BPT) will solicit comments and feedback from residents during all community outreach meetings and through regular council meetings. The BPT will review and evaluate comments, community input, and suggested sites for the inventory during quarterly meetings, recording all community-member suggestions and information in the minutes and posting them on the City's Brownfield Program webpage within two weeks of receipt. The City's CIP will incorporate several forms of media. Brownfield updates will be posted to the City's Facebook page in addition to the City's Brownfield Program webpage. The City will provide resident interaction via website and social media as an alternative to in-person community engagement events. As for those residents who have no access to transportation or internet access, the City already uses mailers with information for other city notifications, and signage throughout government and community buildings. The City will disseminate Brownfield Project information through signage in government buildings, press releases, and local newspapers and will update organizations and community members through City Council meetings. All promotional materials with the names and contact information of the City's BPT will be posted on the City's Brownfield webpage, facilitating community-member contact with BPT members. All information will be provided in English and Spanish. A translator will be provide at community meetings when needed.

3. Expenditure of Existing Grant Funds

The City does not have an open EPA Brownfield Assessment Grant or Multipurpose Grant.

4. Contractors and Named Subrecipients

Not Applicable.