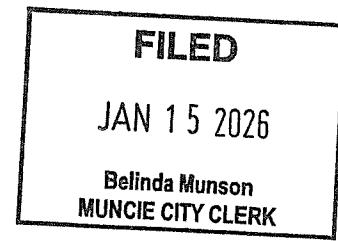


**Muncie Ethics Commission
Report to the City Council**



**for
Calendar Year 2025**

Submitted: January 15, 2026

Introduction

This report is submitted in compliance with Section 43.03 of the City of Muncie Code of Ordinances which requires an annual report by the Ethics Commission to the City Council. Items required in the report include:

- A summary of the complaints received by the Ethics Commission in the past year and the disposition of each,
- A summary of the advisory opinions, if any, issued by the Ethics Commission in the past year,
- Any recommended changes to the Code of Ethics, and
- Any other information of benefit to the City Council or public.

Summary of Complaints Received

Below is a summary of the complaints received in 2025.

Complaint No.	Date Received	Date of Final Disposition	Final Disposition
EC 25-01	4/15/25	5/14/25	Dismissed pursuant to [42.01(D)(4)]
EC 25-02	4/15/25	5/14/25	Dismissed pursuant to [42.01(D)(4)]
EC 25-03	4/15/25	5/14/25	Dismissed pursuant to [42.01(D)(4)]
EC 25-04	4/15/25	5/14/25	Dismissed pursuant to [42.01(D)(4)]
EC 25-05	4/15/25	5/14/25	Dismissed pursuant to [42.01(D)(4)]
EC 25-06	4/15/25	5/14/25	Dismissed pursuant to [42.01(D)(4)]
EC 25-07	4/15/25	5/14/25	Dismissed pursuant to [42.01(D)(4)]
EC 25-08	4/22/25	5/14/25	Dismissed pursuant to [42.01(D)(4)]
EC 25-09	4/22/25	5/14/25	Dismissed pursuant to [42.01(D)(4)]
EC 25-10	4/22/25	5/14/25	Dismissed pursuant to [42.01(D)(4)]
EC 25-11	4/22/25	5/14/25	Dismissed pursuant to [42.01(D)(4)]
EC 25-12	4/22/25	5/14/25	Dismissed pursuant to [42.01(D)(4)]

EC 25-13	4/22/25	5/14/25	Dismissed pursuant to [42.01(D)(4)]
EC 25-14	6/16/25	12/10/25	Dismissed pursuant to [42.01(D)(2)]

Additional information about each complaint that is in the public record is available on the Transparency Portal.

Summary of Advisory Opinions Issued

No advisory opinions were requested or issued in 2025.

Recommended Change to the Code of Ethics

No changes are recommended.

Other Information

Appointment of Sandra Whitaker to the Ethics Commission

Section 41.01 of the City of Muncie Code of Ordinances provides for two members appointed by the Mayor, two members appointed by majority vote of the City Council, and a fifth member appointed by a majority vote of the mayoral and council appointees.

At the first meeting of the Ethics Commission on February 12, 2025 Sandra Whitaker was appointed as the fifth member upon a unanimous vote by the mayoral and council appointees.

Adoption of rules and procedures

Section 41.04 of the City of Muncie Code of Ordinances authorizes the Ethics Commission to:

- Adopt rules to implement the Code of Ethics and provide for its enforcement.
- Prepare and/or provide any forms or other documents necessary for compliance with the Code of Ethics.

Accordingly, the Ethics Commission adopted the following rules and documents:

- General Rules and Procedures, adopted February 26, 2025
- Complaint Procedure, adopted February 26, 2025; revised December 10, 2025
- Complaint Form, adopted February 26, 2025
- Advisory Opinion and Disclosure Process, adopted March 12, 2025
- Public Hearing Procedures, adopted April 9, 2025
- Disclosure of Relative Contract Form, adopted May 14, 2025
- Electronic Meeting Policy, adopted July 9, 2025
- Complaint Action Form, adopted December 10, 2025

Implementation of the Transparency Portal

Section 43.02 of the City of Muncie Code of Ordinances charges the Ethics Commission with overseeing the maintenance and operation of a Transparency Portal to make ethics-related documents and information readily accessible to the public. A link to the Transparency Portal can be found at the [Ethics Commission](#) page on the City website.

As required and/or allowed by Section 43.02, the Transparency Portal includes:

- (1) The Code of Ethics and Ethics Commission Procedures,
- (2) List of Ethics Commission Members,
- (3) Conflict-of-interest forms filed with the Ethics Commission, and/or City Clerk, and/or State of Indiana,
- (4) Advisory opinions issued by the Ethics Commission,
- (5) Public documents related to complaints filed with the Ethics Commission,
- (6) Annual reports of the Ethics Commission,
- (7) Documentation verifying compliance with training requirements by elected officials, appointed officials, officers, and employees, and
- (8) Public documents related to purchases of \$5,000 or more by the City of Muncie or any of its boards, commissions, or other dependent bodies.

Acknowledgements

The Ethics Commission has benefited from the assistance of a great number of other people whom we wish to acknowledge here.

The City Clerk's office is a key partner to the Commission in our efforts. From the start, City Clerk Belinda Munson readily agreed for her office to serve as the Commission's agent for record keeping and receiving complaints. Deputy Clerk Lacey Jones provides day-to-day support in maintaining our records, receiving complaints, maintaining our web page and Transparency Portal, and other responsibilities too numerous to mention. Ms. Munson and Ms. Jones provided guidance and advice as we worked out details of our complaint process, record keeping system, and organization of the Transparency Portal.

Similarly, we couldn't operate without the advice and guidance of legal counsel. City Attorneys Aubrey Crist and Allen Wisely and Common Council Legal Counsel Dan Gibson provided guidance and review as we developed our rules, procedures, and supporting documents. Under provisions of the ethics ordinance, Common Council Legal Counsel advises the Ethics Commission in processing complaints when Corporation Counsel is unable to assist. As it turned out, Dan Gibson advised us on all complaints received and disposed during 2025. His generous assistance was instrumental in helping us handle complaints as specified in the ordinance and our procedures.

Patty Goddard, Director of Human Resources, provides ethics training for all city employees, elected officials, appointed officials, and officers. This training is critical to ensure compliance with the Code of Ethics. She also provides quarterly updates documenting compliance with the training requirements and conflict of interest

disclosures for posting to the Transparency Portal. We appreciate her efforts and support in all these areas.

We also want to thank Mayor Ridenour, city department heads, and purchasing staff for their cooperation in providing purchasing documentation for the Transparency Portal. Many contracts and other purchasing records are readily available for citizen review via the Transparency Portal due to their efforts. We wish to extend special appreciation to Chief Sloan and Deputy Chief Deegan, of the Muncie Police Department, and Chief Burford and Deputy Chief Ninde, of the Muncie Fire Department, for their especially diligent and timely efforts to keep the Transparency Portal up to date.

We wish to acknowledge the contributions of W.C. Edwards who was one of the City Council's original appointments to the Commission. Due to health reasons, he had to step down mid-year, but his contributions during the time he served were greatly appreciated.

Finally, we were glad to welcome Frank Scott, II to the Commission upon his appointment by City Council on July 7, 2025.

	Yea	Nay	Abstained	Absent
Susan Dillon	✓	_____	_____	_____
James Lowe	✓	_____	_____	_____
Frank Scott, II	✓	_____	_____	_____
Charles Taylor	✓	_____	_____	_____
Sandra Whitaker	✓	_____	_____	_____

This report was approved in an open meeting on the 14th day of January 2026, by the foregoing vote of the City of Muncie Ethics Commission.

Susan M Dillon
Chair

James Lowe
Secretary

