
**Conceptual Reuse Plan
Reuse of the American Creosote Works
Superfund Site**

October 2003

CH2MHILL
1766 Sea Lark Lane
Navarre, FL 32566

Conceptual Reuse Plan Reuse of the American Creosote Works Superfund Site

**Prepared for:
City of Pensacola
180 Governmental Center
Pensacola, Florida 32502**

**Prepared by:
CH2M HILL, Inc.
1766 Sea Lark Lane
Navarre, Florida**

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Acronyms and Abbreviations

ACW	American Creosote Works
AROD	Amended Record of Decision
CDBG	Community Development Block Grant
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
CRP	Community-Based Restoration Program
DCA	Department of Community Affairs
DNAPLs	dense non-aqueous phase liquids
ECUA	Escambia County Utilities Authority
EDA	Economic Development Administration
EDATE	Economic Development Ad Valorem Tax Exemption
EPA	U.S. Environmental Protection Agency
FCMP	Florida Coastal Management Program
FDEP	Florida Department of Environmental Protection
FDER	Florida Department of Environmental Regulation
FDOT	Florida Department of Transportation
FHWA	Federal Highway Administration
FRDAP	Florida Recreational Development Assistance Program
HIPI	High Impact Performance Incentive
HUD	Housing and Urban Development
LWCA	Land and Water Conservation Fund
NOAA	National Oceanic and Atmospheric Administration
NPS	National Park Service
NRCS	Natural Resource Conservation Service
OTTED	Office of Tourism, Trade and Economic Development
PAHs	polynuclear aromatic hydrocarbons
PCP	pentachlorophenol

PPA	Prospective Purchaser Agreement
ppb	parts per billion
PYC	Pensacola Yacht Club
RC	residential/commercial
RI/FS	Remedial Investigation/Feasibility Study
ROD	Record of Decision
SBCA	Sanders Beach Community Association
SRI	Superfund Redevelopment Initiative
TEA	Transportation Equity Act
TEP	Transportation Enhancement Program
USDA	U.S. Department of Agriculture
USGS	United States Geologic Survey
WRG	Western Gateway Redevelopment

Executive Summary

The City of Pensacola received a grant from U.S. Environmental Protection Agency (EPA) to prepare a conceptual reuse plan for the American Creosote Works (ACW) Superfund Site (Site). The City retained CH2M HILL and its subcontractor, Architectural Affairs, Inc., to assist the Community Development Department in performing the planning and design services for the reuse of the ACW Site. The ACW Site Reuse Assessment (Assessment) included the collection and evaluation of information to develop assumptions regarding the reasonably anticipated future land use for the ACW Site. The assessment will serve as a tool to implement the Superfund Land Use Directive and will support the planning stages for the Site Response Action.

The goals and objectives identified for the project were to:

- Facilitate the reuse of the ACW Site upon completion of Site cleanup by EPA;
- Perform a reuse assessment to evaluate what future use(s) of the ACW Site would be most feasible and in the best interest of the surrounding area and the residents of the City of Pensacola;
- Identify and engage the community and interested stakeholders in drafting a development plan for the ACW Site;
- Produce a conceptual reuse plan for submission to EPA and City Council; and
- Assist in securing City Council approval for the Conceptual Reuse Plan.

This Conceptual Reuse Plan (Plan) presents the results of the Reuse Assessment conducted for the 18-acre ACW Site located approximately 1.5 miles west of historic downtown Pensacola. It is generally located between Gimble and Pine Streets, from “F” Street to “L” Street. At the western end of the ACW Site, the boundaries extend beyond Gimble and Pine Streets, generally following old railroad rights-of-way (Figure ES-1).

This Plan is site-specific and tailored to the complexity of the ACW Site, the extent of



FIGURE ES-1. AMERICAN CREOSOTE WORKS SITE AND SURROUNDING AREA

the contamination, the level of redevelopment potential at the Site, and the density and type of development within the vicinity of the Site. The Conceptual Reuse Plan relies on readily available information and results in a conceptual design for the Site and the future use of adjacent neighborhoods.

The ACW Site is an EPA-designated Superfund Site. Wood preserving operations were conducted at the ACW facility from 1902 through 1981. Creosote was used exclusively to treat poles prior to 1950. In 1950, ACW started to use pentachlorophenol (PCP). Dioxins, a common impurity in commercial grade PCP, are now found at the ACW Site. The plant was closed in 1982 and the facility was subsequently demolished. With the exception of the groundwater treatment system operations, the ACW Site now sits as a vacant lot.

This Conceptual Reuse Plan supports the likelihood that the ACW Site can be proactively redeveloped after the selection and implementation of an environmental cleanup remedy by EPA. Several conclusions can be established for the Site's future reuse:

- The Site's size and strategic location support its future reuse.
- Community planners and stakeholders strongly support the proactive reuse of the ACW Site as opposed to it remaining a vacant lot subject to future blight.
- Reuse alternatives that support a passive park and commercial/retail/office/residential uses are preferred by interested stakeholders.
- Reuse or development of the Site would have no significant negative impact to either adjacent properties or the nearby residential neighborhoods.
- The preferred reuse alternative can be coordinated with environmental remedies on the ACW Site to support redevelopment.

The assessment considered the ACW Site's alternatives for future land use within the context of current land use designations, immediately adjacent properties, and nearby properties that may be impacted by or influence the Site's reuse.

Much of the study area is classified as "industrial" on the City's Future Land Use Map. The remainder of the study area includes a commercial future land use designation. **Figure ES-2** presents the current site conditions.

Methodology: Approach to the ACW Reuse Assessment

The Reuse Assessment focused upon collecting and evaluating readily available information to develop assumptions about the reasonably anticipated future land use. The future land use of the ACW Site, including its potential reuse after cleanup, will be determined by local government officials and private stakeholders, not EPA.

A number of key questions were addressed in order to arrive at assumptions about future land use for the ACW Site. The information considered in the development of this Reuse Assessment is presented below. The information relevant for the ACW Site was determined by conditions at the Site and by the scope of the effort needed to properly assess the

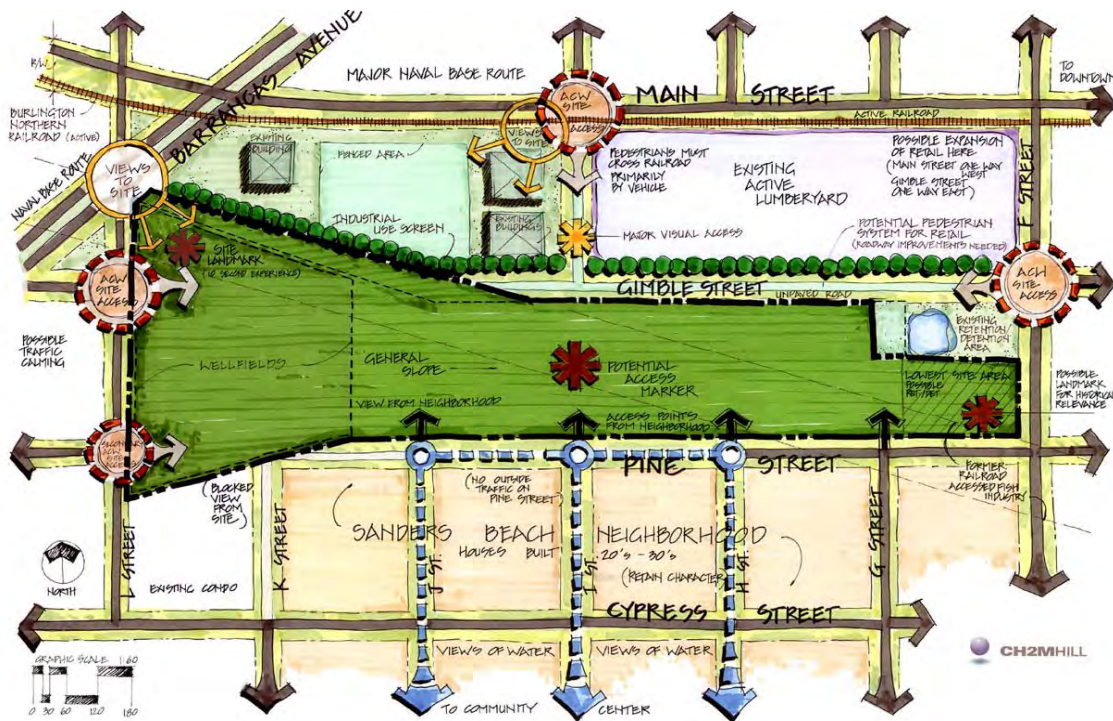


FIGURE ES-2. CURRENT SITE CONDITIONS

anticipated future use of land. Much of this information was readily available from existing documents, stakeholder interviews, and site visits. This information includes the following:

- History of the ACW Site: past use, ownership and title
- Current uses and indications of change: property and neighborhood uses, neighborhood character, land use trends, and local development activity
- Factors favoring or limiting future use: zoning and ordinances, applicable land use plans, property use restrictions, property boundaries, property size and access, environmental concerns and infrastructure requirements
- Key stakeholders and their views regarding reuse
- Community involvement in the reuse planning for the ACW Site: community influence to planning officials, expectations for reuse, reuse opposition, and alternative plan consideration.

In order to foster stakeholder and community input, the City initiated several activities, including establishing a Steering Committee, holding a series of public meetings, and establishing a link within the City's existing website. The Steering Committee was formed to act as a technical advisory board throughout the planning process. The public workshops were held to help understand the needs and desires of the community as well as the undesired reuses. The interested stakeholders were able to openly discuss their concerns at each meeting to help form the final concept. The top choices selected for the future reuse of the Site were: small retail, library, and passive park/open space. A total of 10 reuse concepts

were presented to the stakeholders. The final concept is a combination of several of the initial concepts designed to meet the needs of all interested parties.

Summary of Findings

As stated earlier, the ACW Site is located in the City of Pensacola approximately 1.5 miles west of the downtown area and only a few blocks north of Pensacola Bay (Figure ES-3). There has been a great deal of interest lately in redeveloping the waterfront in the downtown area. The ACW Site could serve as a catalyst in bringing that redevelopment westward. Reuse of the ACW Site in the future should consider job creation as one of its significant development objectives. A focus toward job creation will enhance the opportunity for community redevelopment support (i.e., tax incentives, grants, infrastructure improvements, etc.) for the ACW Site, and enhance its ability to be an economic contributor to both the local community and the City overall.



FIGURE ES-3. ACW LOCATION MAP

Site Description and Surrounding Area

The ACW Site occupies 18 acres in a commercial and residential area. Immediately adjacent properties include the Wickes Lumber Yard, Distinctive Kitchens, Pensacola Wood Treating and a tomato packaging business to the north, and single family residential homes and a condominium to the east and south, and an auto repair shop to the west. The Pensacola Yacht Club (PYC) is southwest of the ACW Site. The study area for the assessment was generally identified as those properties bordered by Government Street to the north, Pace Boulevard to the west, Pensacola Bay to the south, and "A" Street to the east. The Site has an irregular "triangle" configuration with approximately 2,100 feet of frontage on Pine Street and approximately 340 feet along "I" Street right-of-way. The "L" Street frontage area provides the primary point of accessibility to the ACW Site (Figure ES-4).

The ACW Site is currently zoned for industrial use and is a vacant lot, except for a Quonset hut and mobile office trailer used as part of the ongoing remedial efforts. The Site is entirely surrounded with chain-link fencing and is partially covered with vegetation. The westernmost portion of the Site where the former holding ponds were located is covered with a soil cap. In addition, several temporary containment cells are located on the central portion of the Site, which hold soil from the offsite soil removal action.



FIGURE ES-4. ACW SITE SIZE AND CONFIGURATION

Reuse Alternatives

The area in the immediate vicinity of the ACW Site includes the full range of land uses: residential, retail, office, manufacturing, industrial, and some public facilities such as parks and community centers. At the highest level, all of these uses were considered for the Site and discussed with interested stakeholders.

Based upon location, adjacent land uses, and overall accessibility, retail reuse has some potential, but it is significantly limited by the ACW Site's confined accessibility on Gimble Street. It may be possible to include some restoration-oriented retail (i.e., kitchen cabinetry, appliance shop, tile and carpet store) within the context of the ACW Site's future reuse.

Most Likely Future Reuse Alternative

Figure ES-5 illustrates the selected conceptual reuse alternative for the ACW Site, designated Concept 10: Passive Park with Commercial/Office/Residential. The recommended conceptual reuse plan will provide opportunities for economic development on a portion of the ACW Site and surrounding areas and the development of an open space/park that will act as a buffer for the residential properties to the south of the site. An open space/park facility will be developed on the Site in the area generally located north of the Pine Street and south of the proposed buildings on the south side of Gimble Street. A decorative fence will enclose the park facility and gateways will be developed at key entry points. A walking trail will be developed in the park and other facilities suitable for passive recreation may be developed. Facilities for a periodic farmers' market may be developed on the western side of the park facility. A parking area will be provided on the Site's western end and a permanently wet stormwater retention pond will be developed on the eastern end.

Development on the ACW site south of Gimble Street will consist of one and two story buildings with local retail/office/service uses. Residential use may be located in the second

story. Development will be limited to 100 feet south of Gimble Street and a building setback of 30 feet from the rear property line will be required to provide access and parking. Buildings fronting the north side of Gimble Street will be a maximum of three stories and will include office/retail/service/residential uses.

Buildings along Main Street will not exceed four stories. The commercial land uses that attract a regional and community wide market is encouraged but will not include big box retail type of development. A retail theme, such as the “renovation design district”, may be developed to attract businesses of a similar type and to market the area to the region. Residential uses on upper floors would be encouraged.

The local roads will be improved to facilitate redevelopment. Pine Street improvements will be limited to providing local access to properties fronting on Pine Street and portions of the right-of-way may be incorporated into the open space/park facility. Gimble Street will be reconstructed from Barrancas Avenue to “F” Street in a manner that inhibits speeding and does not result in creating a “cut through.” Main Street will be reconstructed in a design suitable for the western gateway to the downtown area. Side streets “L” “I” and “F” Streets will also be reconstructed with design similar to Main Street and Gimble Street.

Other improvements include an educational/historical resource building on the south side of Gimble Street. The facility will include educational exhibits about the history of the ACW Site. The facility will also include public restrooms and a snack shop. The existing treatment buildings will be relocated in architecturally compatible buildings.

To promote the redevelopment of the area, a Western Gateway Redevelopment District zoning classification will be created. The Western Gateway Redevelopment District classification will be similar to the City’s existing Waterfront Redevelopment District and will include a list of permitted uses that are of a character suitable to the classification as well as building and site development design requirements. Design requirements will include regulations to promote redevelopment of the district in a character and scale that is consistent with traditional neighborhood development principals. Upon City anticipated ownership of the ACW Site, the area of the Site designated for the open space/park facility will be rezoned to Conservation District to assure the continued public open space/park use of this property.

It is also recommended that the City designate of the general area as a Community Redevelopment Area and that a tax increment-financing district be established to fund infrastructure and redevelopment related improvements. A brownfields designation will be pursued for the general area to provide assistance and incentives to property owners to redevelop their properties. In addition, Economic Development incentives such as offered by the Enterprise Zone and the Commercial Façade Program will be offered to attract businesses to the area.

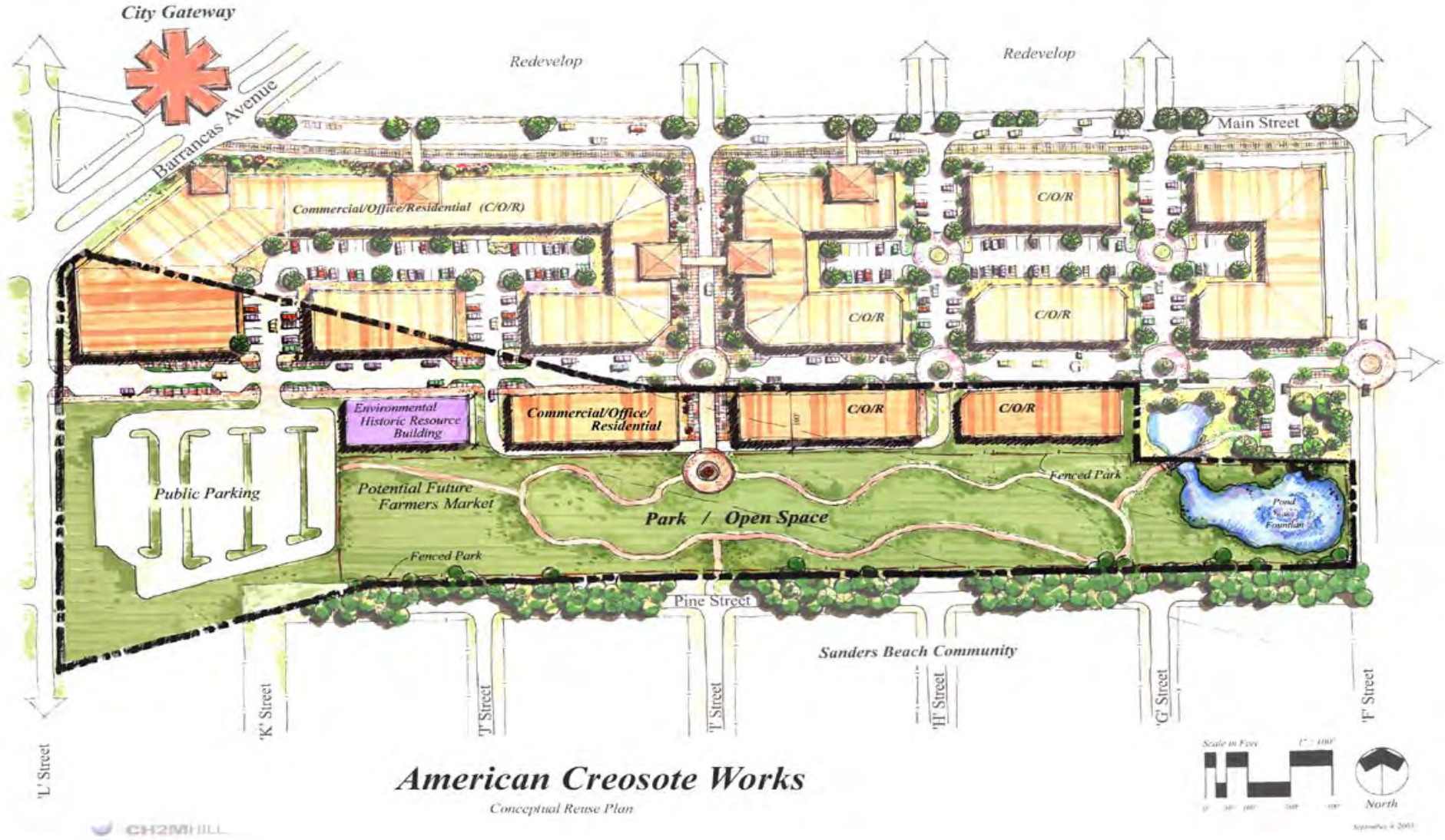


FIGURE ES-5. CONCEPTUAL REUSE PLAN: PASSIVE PARK/LIMITED COMMERCIAL/OFFICE/RESIDENTIAL

Additional reuse alternatives that were considered are outlined in Section 6, Reuse Alternatives. This conceptual reuse plan has been endorsed by the Sanders Beach Community Association and the Pensacola Area Chamber of Commerce, as well as the City's Enterprise Zone Advisory Board, Environmental Advisory Board, and the Planning Board.

1.0 Introduction

The City of Pensacola received a grant from U.S. Environmental Protection Agency (EPA) to prepare a conceptual reuse plan for the American Creosote Works (ACW) Superfund Site (Site). The City retained CH2M HILL and its subcontractor, Architectural Affairs, Inc., to assist the Community Development Department in performing the planning and design for the reuse of the ACW Site. The ACW Site Reuse Assessment (Assessment) included the collection and evaluation of information to develop assumptions regarding the reasonably anticipated future land use for the ACW Site. The assessment will serve as a tool to implement the Superfund Land Use Directive and will support the planning stages for the Site Response Action.

The goals and objectives identified for the project were to:

- Facilitate the reuse of the ACW Site upon completion of Site cleanup by EPA;
- Perform a reuse assessment to evaluate what future use(s) of the ACW Site would be most feasible and in the best interest of the surrounding area and the residents of the City of Pensacola;
- Identify and engage the community and interested stakeholders in drafting a development plan for the ACW Site;
- Produce a conceptual reuse plan for submission to EPA and City Council; and
- Assist in securing City Council approval for the conceptual reuse plan.

The Reuse Assessment involved collecting and evaluating information to develop assumptions about reasonably anticipated future land use(s) at the ACW Superfund Site. It provides a tool to implement the Superfund Land Use Directive and involves a review of available records, visual inspections of the property and discussions about potential future land use with local government officials, property owners and community members. Information gathered as part of the Reuse Assessment can be combined with other information on potential future land use obtained through the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) community involvement process and through dialogue with local and state officials.

1.1 Purpose of the Reuse Assessment

After the final remedy of the ACW Site is in place, it is reasonable to assume that its owners, local land use agencies, and the local community would prefer that the ACW Site be put to some reuse, rather than remain as a vacant lot. Reuse may result in income to the property owners, increased tax base and economic stimulus to the local government, and job creation and blight elimination in the local community. It is reasonable to assume that the reuses in this plan can be accommodated by the EPA-selected cleanup for the ACW Site. The selection of a cap remedy for the ACW Site, as outlined in this conceptual reuse plan, should allow for the construction of structures on

top of the cap. As part of the Superfund Land Use Directive, EPA will consider the most likely future reuse of the ACW Site while selecting and designing the Site Cleanup Remedy. It is important to note that EPA does not participate in local land use planning and zoning decisions. These decisions are solely the responsibility of the property owners, local planning and governmental agencies, and the local community.

1.2 Reuse Assessment Background

In July 1999, EPA established the Superfund Redevelopment Initiative (SRI) to help communities return Superfund sites to productive use. The SRI also supports EPA's current practice of considering future land use assumptions in cleanup decisions for properties such as the ACW Site. It also encourages the local community to communicate its future land use preferences for a property before EPA selects and implements a cleanup remedy. ACW Site reuse must occur without compromising final cleanup standards or the protectiveness of implemented response actions.

1.3 Implementation

The Superfund Land Use Directive develops future land use assumptions to support Superfund remedial actions for a property. Further, the Directive promotes early stakeholder discussions regarding alternatives for a property's potential reuse and supports the use of this information when considering and selecting environmental cleanup remedies.

Integrating realistic assumptions of future land use into Superfund response actions for a property is an important step toward facilitating reuse following cleanup. Implementation of the Superfund Land Use Directive at the ACW Site will be an important factor in achieving SRI objectives to support the ultimate objective of cleanup actions as a catalyst for returning the ACW Site to productive use. This Reuse Assessment will ensure that reasonable future land use assumptions are incorporated into the development, evaluation, and selection of response actions for the ACW Site.

The assumptions regarding reasonably anticipated future land use for the ACW Site may also be considered when developing the Engineering Evaluation/Cost Analysis. The future land use assumptions can support the development, evaluation and selection of specific response actions. The analysis supporting the assumptions of future land use for a property may be scaled and integrated within the scope of the response action.

1.4 Methodology: Approach to the ACW Reuse Assessment

The Reuse Assessment focused upon collecting and evaluating readily available information to develop assumptions about the reasonably anticipated future land use. The future land use of the ACW Site, including its potential reuse after cleanup, will be determined by local government officials and private stakeholders, not EPA.

A number of key questions were addressed in order to arrive at assumptions about future land use for the ACW Site. The information considered in the development of this Reuse Assessment is presented below. The information relevant for the ACW Site was determined by conditions at the Site and by the scope of the effort needed to properly assess the anticipated future use of land. Much of this information was readily available from existing documents, stakeholder interviews, and site visits. This information includes the following:

- History of the ACW Site: past use, ownership and title
- Current uses and indications of change: property and neighborhood uses, neighborhood character, land use trends, and local development activity
- Factors favoring or limiting future use: zoning and ordinances, applicable land use plans, property use restrictions, property boundaries, property size and access, environmental concerns and infrastructure requirements
- Key stakeholders and their views regarding reuse
- Community involvement in the reuse planning for the ACW Site: community influence to planning officials, expectations for reuse, reuse opposition, and alternative plan consideration.

1.5 Documenting the Reuse Assessment

The information gathered and the recommendations developed for the ACW Site have been summarized in this Conceptual Reuse Plan, which will be used by EPA when conducting the final remedy implementation for considering and developing the reasonable environmental cleanup remedies for the ACW Site. Restricted land use and institutional controls will be coordinated with local governmental and community officials to ensure their implementation and maintenance.

2.0 Current Conditions

2.1 Site Description

The ACW Site is located approximately 1.5 miles west of the historic downtown of the City of Pensacola. It is generally located between Gimble Street and Pine Street from “F” Street to “L” Street. At the western end of the property, the boundaries extend beyond Gimble and Pine Streets generally following the old railroad rights-of-way (Figure ES-2).

The ACW Site is currently vacant except for the wells involved with the groundwater cleanup at the Site and the associated structures. The only structure remaining on the ACW Site is a Quonset hut building (Figure 2-1) and a mobile office that are used as part of the groundwater cleanup effort. While these are “temporary” structures, permanent replacement structures will be erected and may remain on the ACW Site for several years (20+).



FIGURE 2-1. QUONSET HUT/TREATMENT COMPOUND

The site is secured with fencing and is currently accessible through a locked gate located at the western border of the Site. The ACW Site is currently undergoing active soil and groundwater remediation. To the south of the Site is a residential area known as Sanders Beach and the Pensacola Yacht Club (PYC). Further south is Pensacola Bay. Businesses located directly north of the Site include Distinctive Kitchens, Wickes Lumber, Pensacola Wood Treating and Grover Bailey Tomato House. Further north is a mixture of commercial and residential land uses. To the east is Bell Steel, Joe Patti Seafood, and several other seafood related businesses. Rick’s Auto Repair shop is located along “L” Street just west of the Site.

The ACW Site is generally flat with elevations ranging from 12 to 14 feet above sea level. The property generally slopes to the east and south.

2.1.1 Boundaries of Area of Analysis

For purposes of the Reuse Assessment, a study area was designated that encompasses not only the ACW Site, but also the surrounding properties. This study area was generally bordered to the west by Pace Boulevard, to the north by Government Street, to the east by “A” Street, and to the south by Pensacola Bay. This area consists primarily of residential, commercial office, manufacturing, and light industrial facilities.

In addition to the analysis of the area described above, the reuse of the ACW Site may positively affect the waterfront redevelopment in the downtown area to the east of the Site.

2.1.2 ACW Site Layout

The ACW Site is approximately 18 acres in size, which includes the former ACW facility as well as a railroad right-of-way and a private property to the southwest (**Figure ES-2**). The Site runs approximately 2,100 feet along Pine Street, with 1600 feet of frontage along Gimble Street, 600 feet along "L" Street, and 200 feet along "F" Street. The ACW Site is separated from the northwest to the southeast by the former Burlington Northern Railroad. Overall, the ACW Site has an irregular, elongated triangle shape with dimensions that are reasonable to support reuse and development.

2.1.3 Adjacent Properties

Several significant properties and facilities are located immediately adjacent to the ACW Site. These facilities represent both the positive recent redevelopment within the area and the presence of long-term stable business enterprises. In a similar manner, the study area includes many significant facilities and businesses that reinforce the fact that this area study would support a positive future reuse of the ACW Site.

As described above, the ACW Site is located within a developed area of Pensacola. Other uses include residential, retail and manufacturing activities. The following is a description of some of those uses.

Wickes Lumber is located immediately north of the ACW Site between "F" and "I" Streets (**Figure 2-2**). In addition to the sale of lumber and related products, trusses are constructed at this location. The



FIGURE 2-2. WICKES LUMBER

lumber used in the truss construction is delivered by train from a spur located at "F" and Main Streets. This is one of the businesses that uses the tracks located on the south side of Main Street. Wickes Lumber Co. currently leases the property.

Distinctive Kitchens is located north of the ACW Site south of Main Street and east of Barrancas Avenue. This retail store/warehouse specializes in high-end kitchen appliances and products.

Bell Steel Co. is a steel manufacturing facility located east of the Site, south of Main Street. Bell Steel has been fabricating structural and miscellaneous steel for over 40 years at this location. They specialize in commercial and industrial projects for domestic and export.

Joe Patti Seafood (Figure 2-3) is one of the largest tourist attractions in Pensacola and is located east of the ACW Site, south of Main Street along the waterfront. Joe Patti's Seafood Company originated in 1931 from the home of Captain Joe and his wife Anna. In the early days, the business consisted of selling fresh bay shrimp, primarily for fish bait. In 1935, Joe Patti's Fish Market was established.



FIGURE 2-3. JOE PATTI SEAFOOD

The **Sanders Beach** community is that portion of the study area located south of the ACW Site. It is primarily a residential area consisting of mostly single family homes. Recently, this area has started a resurgence and homeowners are making improvements to their properties. The neighborhood is characterized by quiet, tree-lined streets and a beach along the northern shore of Pensacola Bay.

The **Pensacola Yacht Club** is located south of the Site, south of Cypress Street and west of "K" Street. The Pensacola Yacht and Motor Boat Club was originally organized in 1908. The State of Florida officially chartered it as the Pensacola Yacht Club in 1910. The present club location was purchased in 1948 from the J. M. Muldon estate. A portion of the PYC property was contaminated from discharges from the ACW Site. The removal of the contaminated soils is currently underway. The soils are being excavated and placed on the ACW Site for containment.

Sanders Beach Community Center is also located south of the ACW Site, south of Cypress between "I" and "J" Streets. This is a City of Pensacola Parks and Recreation Department facility consisting of a series of meeting rooms, tennis courts, picnic shelters, and a beach on Pensacola Bay.

Grotto Hall is located just west of the Sanders Beach Community Center and is the club house of the local Shriners' Temple.

2.1.4 Ownership and Conditions of Title

The 18-acre Site has three separate landowners: American Creosote Works, Inc., the Alabama & Gulf Coast Railroad, and John Barksdale (**Figure 2-4**). Additionally, the right-of-ways within the site are dedicated to the City of Pensacola.

American Creosote Works, Inc. filed for reorganization in bankruptcy court in May 1982. In 1984, EPA, the Florida Department of Environmental Protection (FDEP), and American Creosote Works, Inc. agreed to a stipulation that half of the proceedings of any sale or lease of the property would go to EPA and FDEP. The remainder would go to the Savings Life Insurance Company, which holds a mortgage on the property. The bankruptcy court approved this stipulation in 1988. The other properties appear to have clean titles.

2.2 Zoning – ACW Site and Adjacent Properties

Within the study area there are ten zoning districts (**Figure 2-5**). Four of the zoning districts are residential (R1A, R1AA, R2, and R2A), three districts are commercial (C1, C2, and C3) and two are industrial (M1 and M2). The tenth district is a combination residential and commercial (RC). The uses permitted within each zoning district are outlined in Table A-1 located in **Appendix A**.

The Sanders Beach Community is predominately residentially zoned with R1AA, R2, and R2A. A portion of the PYC is zoned C2. The area immediately west of the Site is zoned industrial, while the area immediately east is zoned residential. Further east along the waterfront, the property is zoned industrial. To the north, properties are zoned a mixture of residential, commercial, and industrial.

With the current zoning, the Sanders Beach community could be redeveloped with residential densities from 12.4 units per acre to 35 units per acre. The industrial zoning would allow a wide variety of uses ranging from community correctional centers and fertilizer storage/sales warehouse to schools and libraries.

2.3 Relevant Infrastructure

2.3.1 Streets

Pine Street is located adjacent to the ACW Site on the south side and a portion of the right-of-way passes through the Site on the west end. A one-block length of the right-of-way between “K” and “L” Streets has been vacated. Adjacent to the ACW Site, the Pine Street right-of-way is unimproved and consists of an informal dirt road.

Gimble Street is located adjacent to the ACW Site on the north side and a portion passes through the ACW Site on the west end. Except for a short half block section on the east end, adjacent to the ACW Site, Gimble Street is unimproved and consists of a dirt road.

Access to the ACW Site is possible from “F” and “L” Streets. Both of these streets are improved two-lane local streets.

Crossing the ACW Site in a north-south direction are the “J” and “K” Streets rights-of-way. Neither right-of-way is improved. North of the ACW Site, the “K” Street right-of-way has been vacated between Gimble and Main Streets. “J” Street right-of-way between Gimble and Main Streets is not improved but is used for access to businesses on both sides of the right-of-way.

The five streets that approach the Site from the south (“G”, “H”, “I”, “J”, and “K” Streets) end at the Pine Street right-of-way. The end of the pavement stops abruptly and does not include paved turning features such as cul-de-sacs or T-turnarounds.

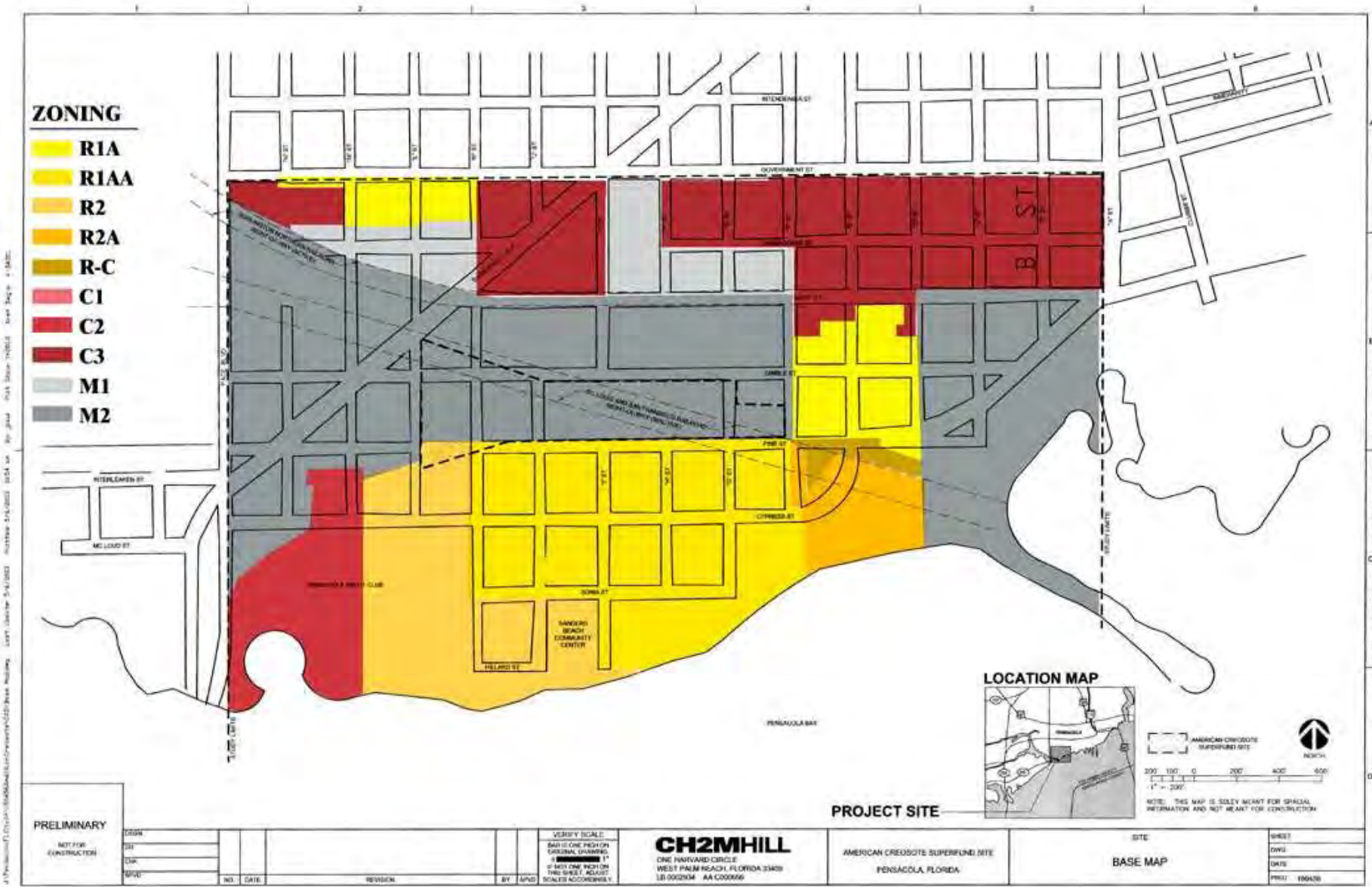


FIGURE 2-5. ZONING

The northwest corner of the ACW Site fronts on Barrancas Avenue. This is an improved four-lane arterial road. Barrancas Avenue provides access to the Pensacola Naval Air Station and to the Downtown Pensacola area.

The other major street in the area is Main Street. Main Street is a major thoroughfare into the downtown area. In the vicinity of the Site, Main Street is designed as a two-lane local road that shares a railroad track in the right-of-way.

2.3.2 Water

The Escambia County Utilities Authority (ECUA) provides potable water to the Site. The Site is served by water from several points (**Figure 2-6**). An 8-inch water line crosses the Site in the "J" Street right-of-way. A 6-inch line crosses at H Street. A 6-inch line is located in the Gimble Street right-of-way between "F" Street and "J" Street.

The surrounding neighborhood is also completely served with potable water. Depending on the future development, some of the smaller waterlines may need to be replaced with larger ones.

2.3.3 Sanitary Sewer

ECUA is also responsible for sewer service to the ACW Site. Several gravity sewer lines are adjacent to the Site (**Figure 2-6**). A force main is located on Main Street.

2.3.4 Drainage

Historically, a portion of the ACW Site drained to the south through the PYC. The U.S. Army Corps of Engineers is currently controlling drainage at the site during on-site soil disposal using best management practices. There are two 30-inch concrete drainage pipes conveying stormwater along "L" Street as well as underground pipes running along Main Street, Barrancas Avenue, "A", "B", "E", "F", and "G" Streets directing water to Pensacola Bay.

2.3.5 Electricity

The Gulf Power Company provides electrical power.

2.4 Private Participation

Citizen groups are encouraged to undertake private actions for Community improvement, such as:

- Promoting street tree planting programs within publicly owned parkways and other appropriate areas; and
- Sponsoring cleanup and beautification programs.

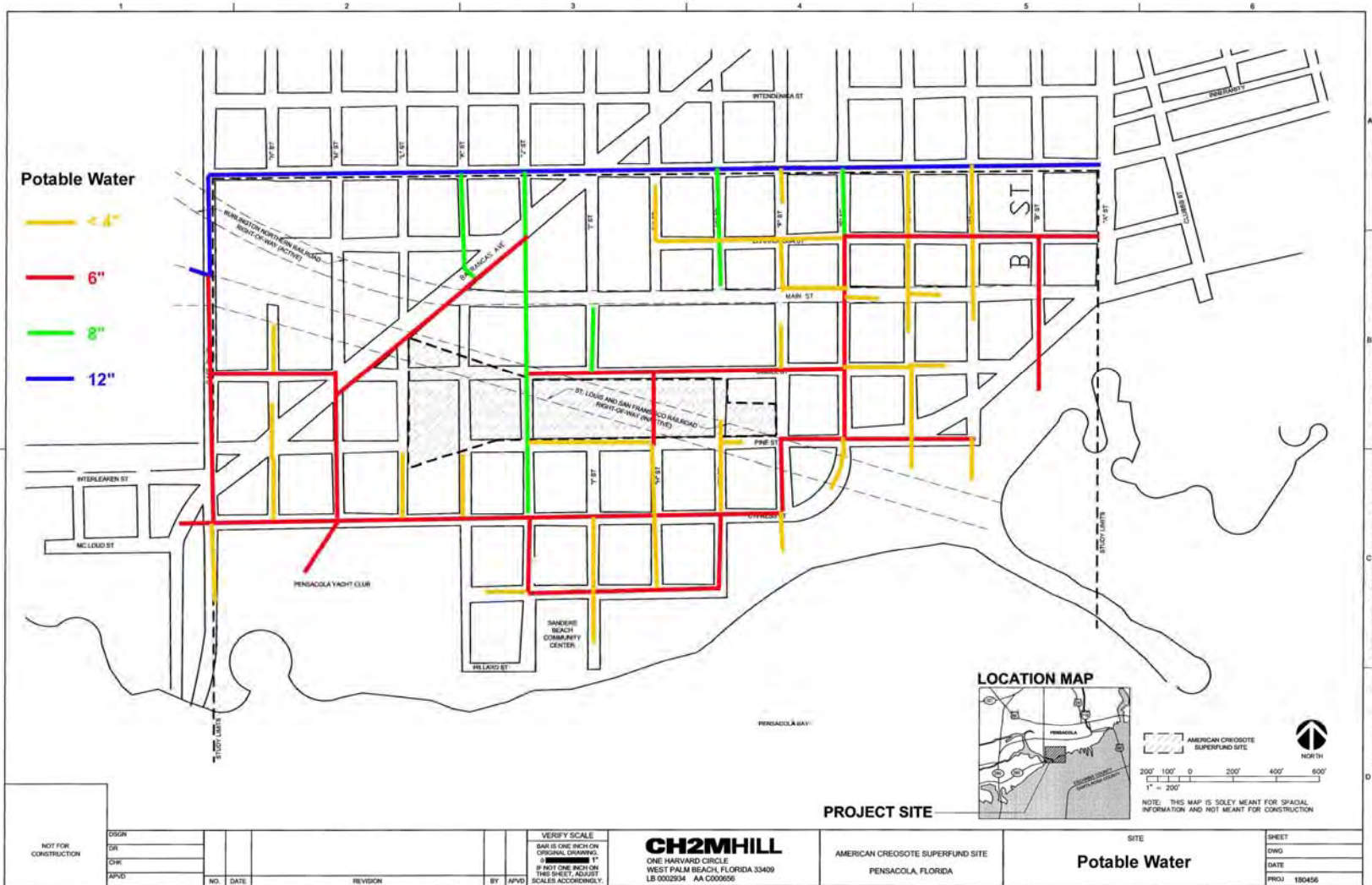


FIGURE 2-6. POTABLE WATER

2.5 ACW Site History Synopsis

The ACW facility started operations in 1902. Two features made the ACW Site very desirable: access to rail and access to water. Lumber was a major product shipped through the Port of Pensacola in the nineteenth and early part of the twentieth centuries. It was natural that a wood preserving operation would be located in such an area. The area was sparsely developed at that time.

The area remained sparsely developed to the mid twentieth century. **Figure 2-8** is an aerial photograph of the Bayou Chico area of Pensacola in December 1940. The ACW Site is highlighted, as well as some of the rail facilities in the area. The area to the west of the Site is undeveloped except for the Pensacola Shipyard on Bayou Chico. The property surrounding the ACW Site, i.e. Sanders Beach, has limited tree cover and few houses. This indicates that the development of the Sanders Beach Community started more recently.

The 1951 aerial photograph in **Figure 2-9** shows the same area 11 years later. Large areas of once vacant land are now developed. The tree cover in the Sanders Beach area to the south of the ACW Site is increasing as well as the number of homes and businesses. Rail still plays a major roll in the development and activities of the area.

Figure 2-10 is an aerial photograph that shows the area in 1968. The expansion of development is essentially complete, except for in-fill types of projects. The tree cover has expanded and numerous buildings can be identified. The present day character of the study area has been established.

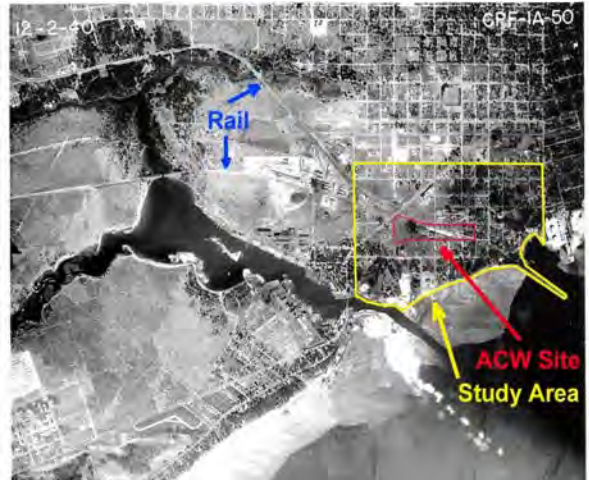


FIGURE 2-8. BAYOU CHICO 1940 AERIAL PHOTOGRAPH



FIGURE 2-9. BAYOU CHICO 1951 AERIAL PHOTOGRAPH



FIGURE 2-10. BAYOU CHICO 1968 AERIAL PHOTOGRAPH

2.5.1 Rail

The first railroad in Pensacola was a line from Pensacola to Montgomery, Alabama, completed in May 1861. Known as the Alabama & Florida Railroad, it was first organized in 1853 and consisted of two different railroads, one in Florida and one in Alabama. The Alabama and Florida Railroad in Florida went bankrupt in 1868. The City of Pensacola, as the major stockholder, sold it to the new Pensacola & Louisville Railroad for \$55,000. The Pensacola & Louisville built a 2,000-foot wharf in Pensacola Bay. In 1880, the Louisville and Nashville Railroad purchased the capital stock and property of the Pensacola Railroad.

Construction of the Pensacola & Atlantic Railroad began in 1881. The Louisville and Nashville Railroad underwrote the cost of that construction. This gave Pensacola its first rail route to the east.

In 1885, the City Directory described the various railroads that served Pensacola. The Louisville and Nashville Railroad in Florida ran from Pensacola north to Flomaton or Pensacola Junction, 44 miles, where it connected to go north, east and west. The Pensacola and Atlantic Railroad, which was owned by the Louisville and Nashville Railroad, ran from Pensacola east to River Junction near Chattahoochee, 161 miles east, where it connected with the Florida Railway & Navigation Co. and the Savannah, Florida and Western Railway to go east and north.

In addition, the Pensacola, Alabama and Tennessee Railroad Company was constructed to Muscogee and Mill View in Pensacola and had dock facilities for 16 vessels in 25 feet of water.

The Pensacola and Perdido Railroad ran from Pensacola to Millview on Perdido Bay, 10 miles, and was used largely in the transportation of lumber, although regular passenger trains also ran. The St. Andrew's Bay and Chipley Railroad, which at that time was being constructed from Chipley, on the Pensacola and Atlantic Railroad, 120 miles east of Pensacola, south, 50 miles to St. Andrew's Bay on the Gulf of Mexico; and the Pensacola and Memphis Railroad was recently chartered, and which was, when completed, an air-line road between the two cities.

In addition, in 1885, the Pensacola Street Car Company had 3.5 miles of track in the city and ran seven cars.

In 1876, the St. Louis & San Francisco Railroad Company, also known as the Frisco, was incorporated. The name of the company was changed to the St. Louis - San Francisco Railway Company in 1916 during bankruptcy reorganization. At that time, Frisco did not have access to the Gulf of Mexico. In the early 1920s, the Muscle Shoals, Birmingham and Pensacola Railway were in financial trouble. The Frisco bought that railroad's Kimbrough, Alabama, to Pensacola, Florida, line and its dock facilities in July 1925. In December 1926, the line was extended to Aberdeen, Mississippi. Regular through service from Kansas City and St. Louis to Pensacola started on September 2, 1928. The train was known as the Sunnyland and had diner and pullman service.

The Frisco merged with the Burlington Northern Railroad in November 1980. Burlington Northern merged with the Santa Fe in 1995 to become the Burlington Northern – Santa Fe Railroad.

The Pensacola & Perdido Railroad originally owned the track that is part of the American Creosote Works Superfund Site. It was then owned by the Gulf Port Terminal Railway and then by the St. Louis – San Francisco Railroad. One reference states that the route now belongs to the Alabama & Gulf Coast Railroad.

In 1985, EPA sent a notice to Burlington Northern Railroad requesting removal of a railroad spur line along their right-of-way on the ACW Site. The railroad company completed this work in 1986.

2.5.2 Demographics

The ACW Site and the study area are located within Census Tract 3 (Figure 2-10). While the census information for Census Tract 3 includes more than the study area, it does provide an insight to the demographics of the area. The total 2000 population within Census Tract 3 is 3,131. This is 5.6 percent of the City’s total population 56,255 (U. S. Department of Commerce 2002) The area is almost evenly divided between males and females. Of the total population, 1,513 or 48.3 percent are male and 1,618 or 51.7 percent are female (Figure 2-12).



FIGURE 2-11. CENSUS TRACT 3

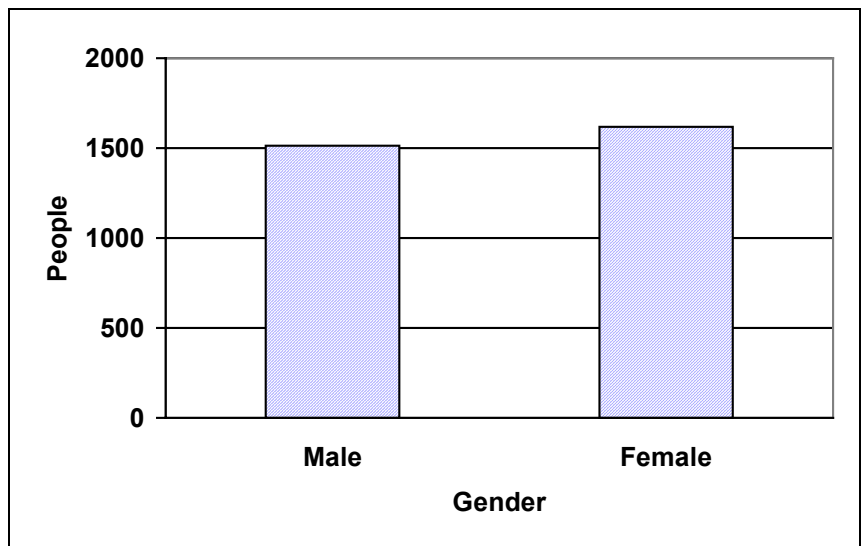


FIGURE 2-11. MALE/FEMALE CENSUS

An important indicator of the character of a neighborhood is the population by age group. **Figure 2-13** summarizes the distribution of age groups. The largest groups are the 35 to 44 and the 45 to 54 age groups. The third largest is the 15 to 24 age group. This is not surprising as it reflects the children of the two largest groups. The large 25 to 34 age group suggests that

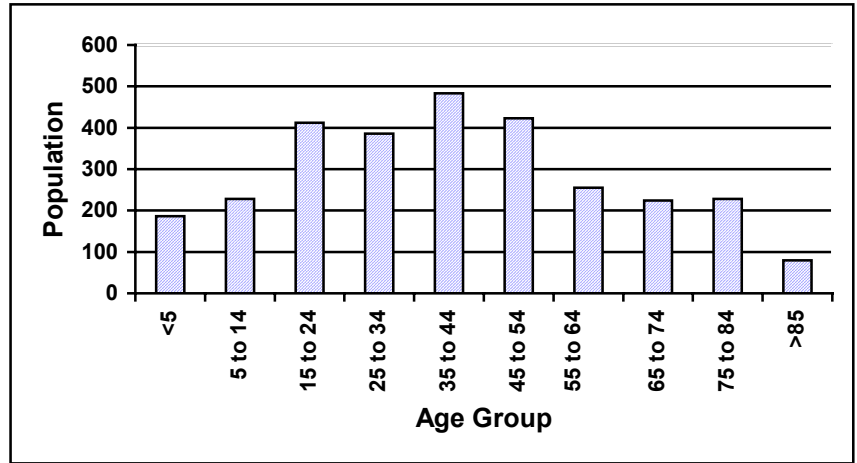


FIGURE 2-13. AGE DISTRIBUTION

this area is also popular with young adults. The data suggest that this group has few children based on the small numbers for the less than 5 and the 5 to 14 age groups. Seventeen percent of the people in this census tract are over 65. This is in agreement with the citywide average of 17.2 percent. The percent of children under 5 years of age is also consistent with the City average (5.4 percent vs. 5.7 percent; U. S. Department of Commerce 2002). The data indicate that there is a small demand for tot-lot type of recreation facilities. The demand for active recreation facilities is probably small as well. Over the next 20 years, the neighborhood is projected to continue aging.

The community in Census Tract 3 appears to be racially balanced (**Figure 2-14**). Of the total population, 53.2 percent of the population is Caucasian, 42.8 is African American, and the remainder is Native

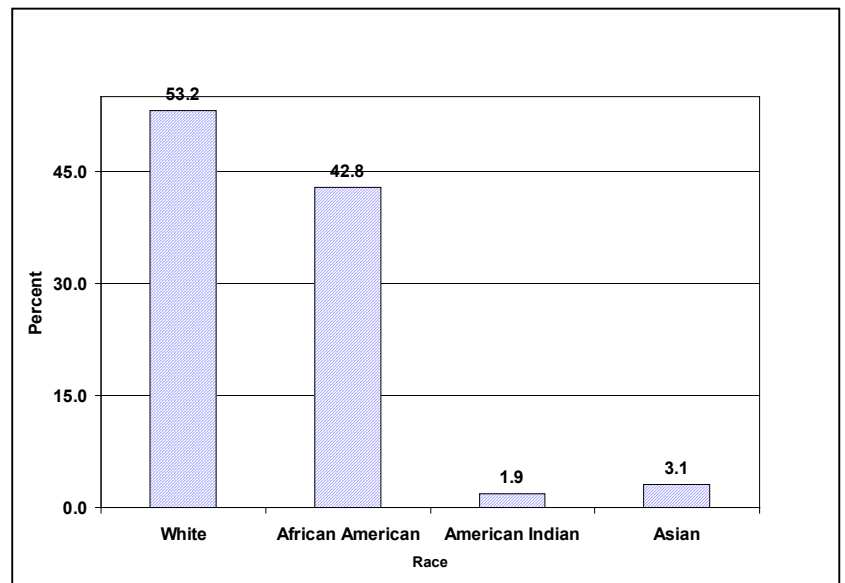


FIGURE 2-14. RACE DISTRIBUTION

American or Asian. This distribution of races is different from the City's, which is 65 percent Caucasian, 31 percent African American, and 5 percent others (U. S. Department of Commerce 2002).

There are 1,538 housing units in the area. The area has an 85 percent occupancy rate with 230 vacant units. Of the occupied units, 53.7 percent are owner-occupied and 46.3 percent are renter-occupied

(**Figure 2-15**). This may be directly related to the lower income levels in the area, specifically north of Main Street.

It is important to understand the demographics of the area to project the future needs and demands of the neighborhood. Employment opportunities for the young adults may be a more important issue in this area than active recreation facilities. Increasing the percent of owner-occupied homes is important in stabilizing a neighborhood. Home ownership increases one's commitment and pride in a neighborhood. Stable employment and good urban design will increase the value of the homes and usually home ownership.

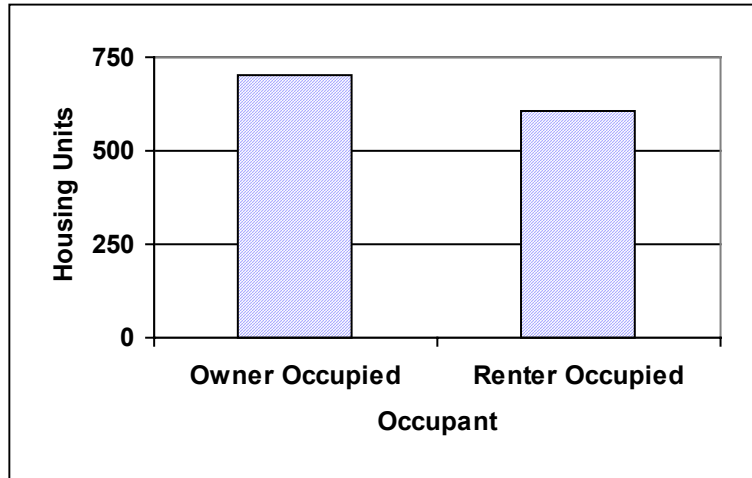


FIGURE 2-15. HOUSING OWNERSHIP

2.5.3 Environmental History

This section briefly describes the history of investigations at the ACW Site. A detailed summary of previous investigations can be found in the *Amended Record of Decision (AROD) Operable Unit 1, American Creosote Works Site, Pensacola, Escambia County, Florida* (EPA, 1999).

As previously indicated, wood-preserving operations were carried out at the ACW facility from 1902 until December 1981. Prior to 1950, creosote was used exclusively to treat poles. Use of PCP started in 1950 and steadily increased in later years of operation. Dioxins, a common impurity in commercial grade PCP, were also detected at the ACW Site (EPA, 1999).

Four former surface impoundments (Figure 2-16) were located in the western portion of the ACW facility. The Main and Overflow Ponds, located adjacent to "L" Street, were used for disposal of process wastes. Prior to about 1970, wastewater in these ponds was allowed to overflow through a spillway, flow through the streets and storm drains into a ditch on the PYC property, and from there flow into Bayou Chico and Pensacola Bay. In later years, liquid wastes were drawn off the larger lagoons and collected in the smaller Railroad Impoundment and Holding Pond or were spread on the ground in designated "Spillage Areas" onsite. However, the ponds overflowed during periods of heavy rainfall (EPA 1999). Figure 2-17 presents the former ACW Site layout.



FIGURE 2-16. FORMER HOLDING PONDS AT THE ACW SITE

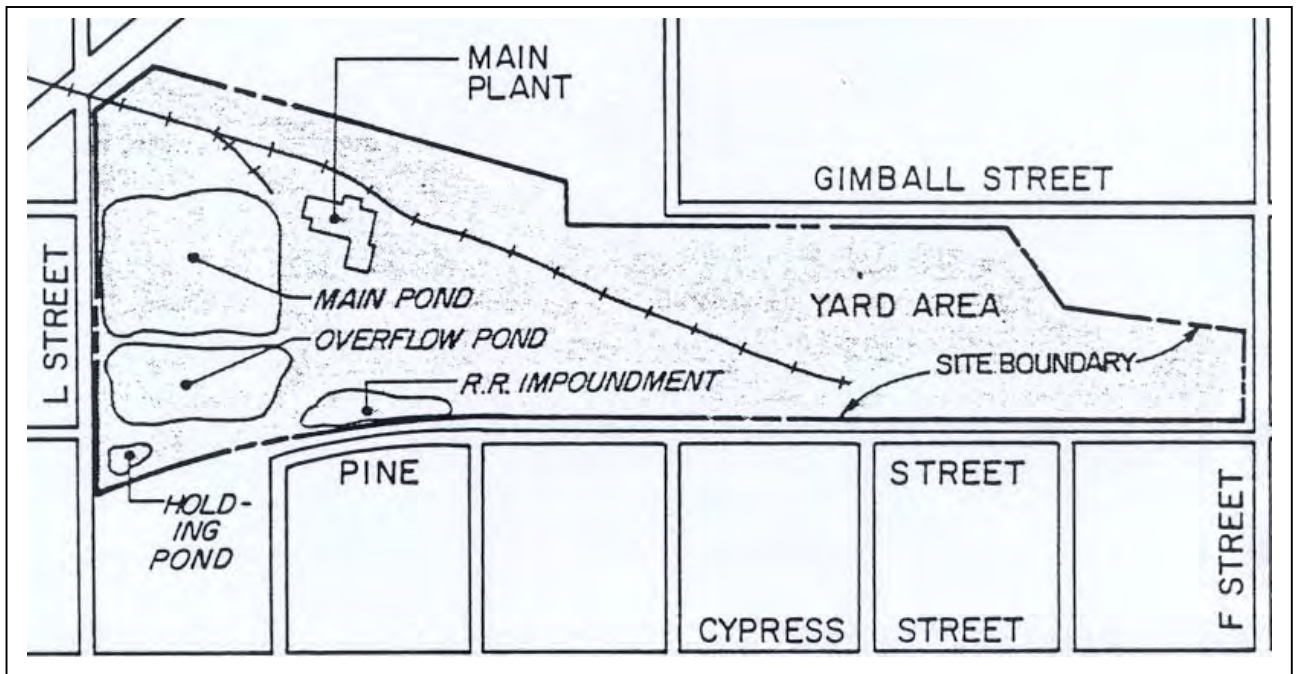


FIGURE 2-17. ACW HISTORICAL SITE LAYOUT

In 1980, the City of Pensacola found oily creosote-like material in the groundwater near the intersection of “L” Street and Cypress Streets. In 1981, the U.S. Geological Survey (USGS) installed nine groundwater monitor wells in the vicinity of the Site. Samples taken from those wells revealed that a contaminant plume was moving in a southerly direction toward Pensacola Bay (EPA 1999). EPA placed the Site on the National Priorities List (NPL) in 1983.

Throughout 1981 and 1982, Florida Department of Environmental Regulation (FDER; predecessor of the Florida Department of Environmental Protection [FDEP]) encountered difficulty with ACW’s compliance efforts, and in March 1982, ACW announced that environmental regulations were forcing the company to go out of business. As a result, the Florida Department of Environmental Regulation (FDER; predecessor agency to FDEP) filed a Petition for Enforcement and Agency Action and a Complaint for Permanent Injunction and Civil Penalties in April 1982 because of ACW’s failure to make progress toward compliance. One month later, in May 1982, ACW, Inc. of Florida filed for reorganization in bankruptcy court. In 1984, the parties presented a stipulation to the court for approval. The stipulation provided that half of the proceeds of any sale or lease of the ACW property would go to EPA and FDER. The remaining 50 percent would go to the Savings Life Insurance Company which holds a mortgage on the property in the principal sum of \$675,000. The stipulation was approved and entered by the court in 1988 (EPA, 1999).

EPA conducted a Superfund investigation in 1983 to sample onsite soil, wastewater sludge, drainage ditch sediment, and groundwater. The major contaminants identified were polynuclear aromatic hydrocarbons (PAHs), common constituents of creosote. Later that year, the Main and Overflow Ponds were threatening to overflow due to heavy rains and flooding, so EPA performed an emergency cleanup to prevent

contamination from migrating offsite. The emergency action involved draining the lagoons, treating the wastewater, solidifying the sludge in the lagoons with lime and fly ash, and constructing a temporary clay cap over the lagoons (EPA, 1999).

In 1985, EPA completed a Remedial Investigation and Feasibility Study (RI/FS, EPA 1985). Based on this study, EPA signed a Record of Decision (ROD) in September 1985 that called for construction of an onsite landfill in which all contaminated surface soil, sludge, and sediment would be disposed. Groundwater cleanup was not included in this ROD. However, FDER did not concur with this decision, citing the need to evaluate additional treatment technologies (EPA, 1999).

Consequently, EPA performed an additional study in 1988 (the Post-RI) to provide further information on the extent of contamination in surface soil. Based on the results of this study, EPA completed a revised risk assessment and a "Post-FS" and signed a ROD in 1989, which selected bioremediation for treatment of contaminated surface soil. The 1989 ROD called for treatability studies to be conducted during the design to determine the most effective type of biological treatment. While these studies indicated that slurry-phase biotreatment was more effective than solid-phase treatment (landfarming) for addressing many Site-related compounds, neither technology was effective at destroying PCP and some carcinogenic PAHs (EPA, 1999). For this reason, EPA issued an AROD to select another cleanup plan for addressing soil, sludge, and sediment contamination at the Site.

Several additional field studies were conducted following the 1989 ROD to better characterize the extent of dioxin, PCP, and PAH contamination in groundwater, solidified sludge, soil, surface water, and sediment. These include a Phase II RI (September 1990), Phase III RI (August 1991), a Dye Dispersion and Sediment Sampling Study (September 1991), Supplemental Site Characterization Study and Treatment Study (November 1991), Phase IV (February 1994), and Sanders Beach Community Area Study (December 1997).

EPA also completed a supplemental risk assessment and FS in 1993 that addressed groundwater, solidified sludge, and subsurface soil. Based on the results of these studies, EPA selected a groundwater cleanup plan in 1994 that called for extraction and recycling of dense non-aqueous phase liquids (DNAPLs) followed by in-situ/ex-situ biological treatment of contaminated groundwater (EPA, 1999). Construction of the DNAPL recovery system was completed in September 1998, and the system is currently being operated for EPA by the U.S. Army Corps of Engineers, Mobile District.

Figure 2-18 presents the current layout of the groundwater treatment system.

The AROD submitted in 1999 called for consolidation and containment of contaminated sludge, soil, and sediment beneath an onsite surface cap. The cap will isolate the Site as a source of groundwater and surface water contamination and reduce the risks associated with exposure to the contaminants.

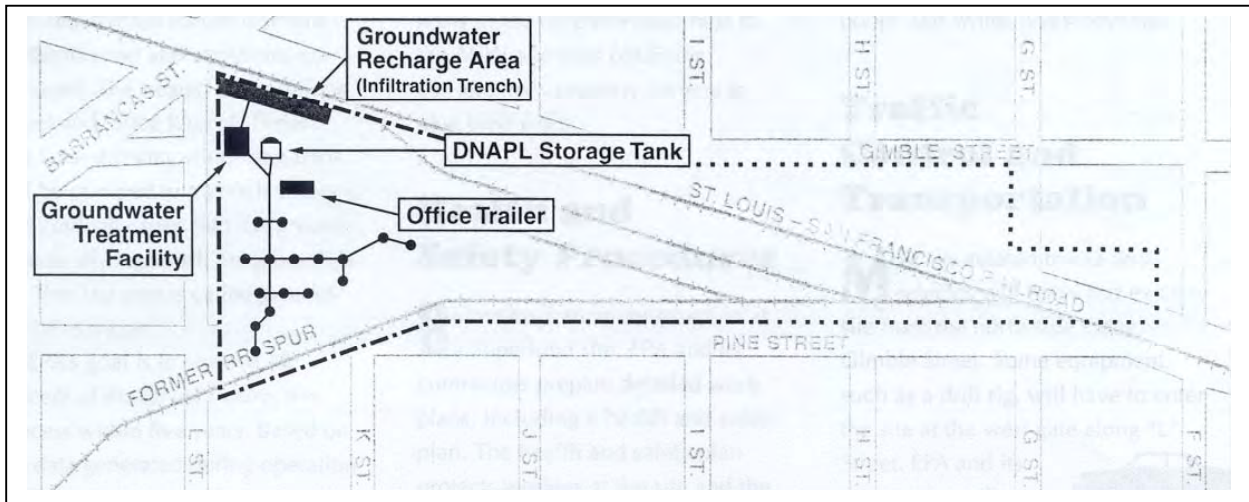


FIGURE 2-18. GROUNDWATER TREATMENT LAYOUT AT THE ACW SITE

2.5.4 Summary of Ongoing Investigations

In the first quarter of 2003, a one-block section of Pine Street, from “I” to “J” Streets, was excavated to remove soils contaminated with dioxin. The contaminated soils were placed on the Site to be included in the capping of the Site.

In the third quarter of 2003, remediation was completed at the following sites:

- PYC and an associated drainage ditch (delayed due to the high water table)
- 10-unit Yachtsman Cove Condominium at the corner of “L” and Cypress Streets
- Parcel owned by ECUA
- Private parcel west of the ECUA property on Cypress
- Vacant lot north of the Site and adjacent to an appliance store
- Private residence southeast of the ACW Site
- Portions of Gimble Street between “K” and “G” Streets

With the completion of the above remediation efforts, the remaining contamination is contained on the ACW Site. The surface soil on the Site exceeds the EPA industrial remedial goals of 2.5 parts per billion (ppb) for dioxin and 50 parts per million (ppm) for carcinogenic PAH. The ROD estimated 24,000 cubic yards (cy) of contaminated soil. The estimated volume of stabilized sludge located on the western end of the Site above the water table (to a depth of 6.5 feet below land surface) is estimated to total 50,700 cy. Soil borings indicate that PAH contamination extends to a depth of a least 60 feet.

2.5.5 Summary

- The soil beneath the Site is contaminated mainly with PCP, dioxins, and PAHs. DNAPL is present in the groundwater beneath the ACW Site.
- Based upon the extent of contamination, no areas of the ACW Site are available for reuse and development until a soil remedy is implemented.

- Due to the known environmental conditions at the Site, it is likely that the Site will be capped and future land uses or activities may be restricted due to the limitations imposed by remedial action.
- The existing groundwater monitoring wells located onsite and the possibility of locating future monitoring wells or treatment plants for the groundwater remedy onsite may need to be taken into considerations for property reuse alternatives and accommodated for within the ACW Site land use plan and building placement.
- It is likely that institutional controls may be imposed as part of the remedial actions for the ACW Site that may impact future land reuse and development.

3.0 Planning and Zoning Considerations

As part of the Reuse Assessment, CH2M HILL examined the future planning and zoning of the study area. The results are summarized in the following sections.

3.1 Applicable Local and Regional Jurisdictions

The four primary governmental agencies with regulatory jurisdiction are:

1. City of Pensacola;
2. Escambia County;
3. Northwest Florida Water Management District; and
4. Florida Department of Environmental Protection

The City of Pensacola primarily has the planning and land development regulatory responsibility for the ACW Site.

3.2 Comprehensive Plan

(Note: The following subsections (3.2.1 through 3.2.5) are excerpted from the City of Pensacola Comprehensive Plan prepared by the City of Pensacola Department of Community Design and Planning, dated November 2000).

The State of Florida requires all local governments to adopt a comprehensive plan. All land development regulations and land development permits must be consistent with the comprehensive plan. In addition, a denial of a land development permit must be consistent with the comprehensive plan. Florida Courts have overturned permit approvals and denials that were inconsistent with the adopted local plan.

The comprehensive plan consists of several elements. These elements include:

1. Future Land Use
2. Transportation
3. Recreation and Open Space
4. Conservation
5. Housing
6. Sanitary Sewer, Solid Waste, Drainage, Potable Water, and Natural Groundwater Aquifer Recharge
7. Coastal Management
8. Intergovernmental Coordination

9. Capital Improvements

10. Public School Facility

Comprehensive plans are also required to be internally consistent. All of the goals, objectives, and policies that are found in each of the elements must be consistent.

An adopted comprehensive plan can be amended twice a year (there is an exception for small scale future land use map amendments less than 10 acres in size). The amendment process typically takes about nine months.

The City of Pensacola's comprehensive plan has jurisdiction over the ACW Site and the surrounding area. The following is a summary of some of the goals, objectives, and policies of the City's comprehensive plan that are applicable to the ACW Site and the surrounding area. A copy of the complete Comprehensive Plan for the City of Pensacola can be obtained from the City's Community Development Department at City Hall.

3.2.1 Future Land Use Element

Goal 1: The City of Pensacola shall maximize the use of land both from an economic standpoint and from the standpoint of minimizing threats to the health, safety and welfare of residents and to the continued well-being of the natural environment.

Objective 1.1: The City shall specify the desired development pattern through a land use category system that provides for the location, type, density and intensity of development and redevelopment based on natural conditions and dependent on the availability of services as shown on the Future Land Use Map and controlled through the adopted Land Development Code.

Policy 1.1.5: Future land use categories, including densities and intensities of use for each category, shall be established as follows:

- Conservation District
- Residential Districts
- Office District
- Residential/Neighborhood Commercial Districts
- Commercial Districts
- Industrial Districts
- Neighborhood Districts

3.2.2 Future Land Use Map

The Future Land Use Element includes a Future Land Use Map that shows the distribution, location and extent of the various land use categories. The goals, objectives, and policies in the Future Land Use Element supplement the map. **Figure 3-1** shows the portion of the Future Land Use Map within the study area.

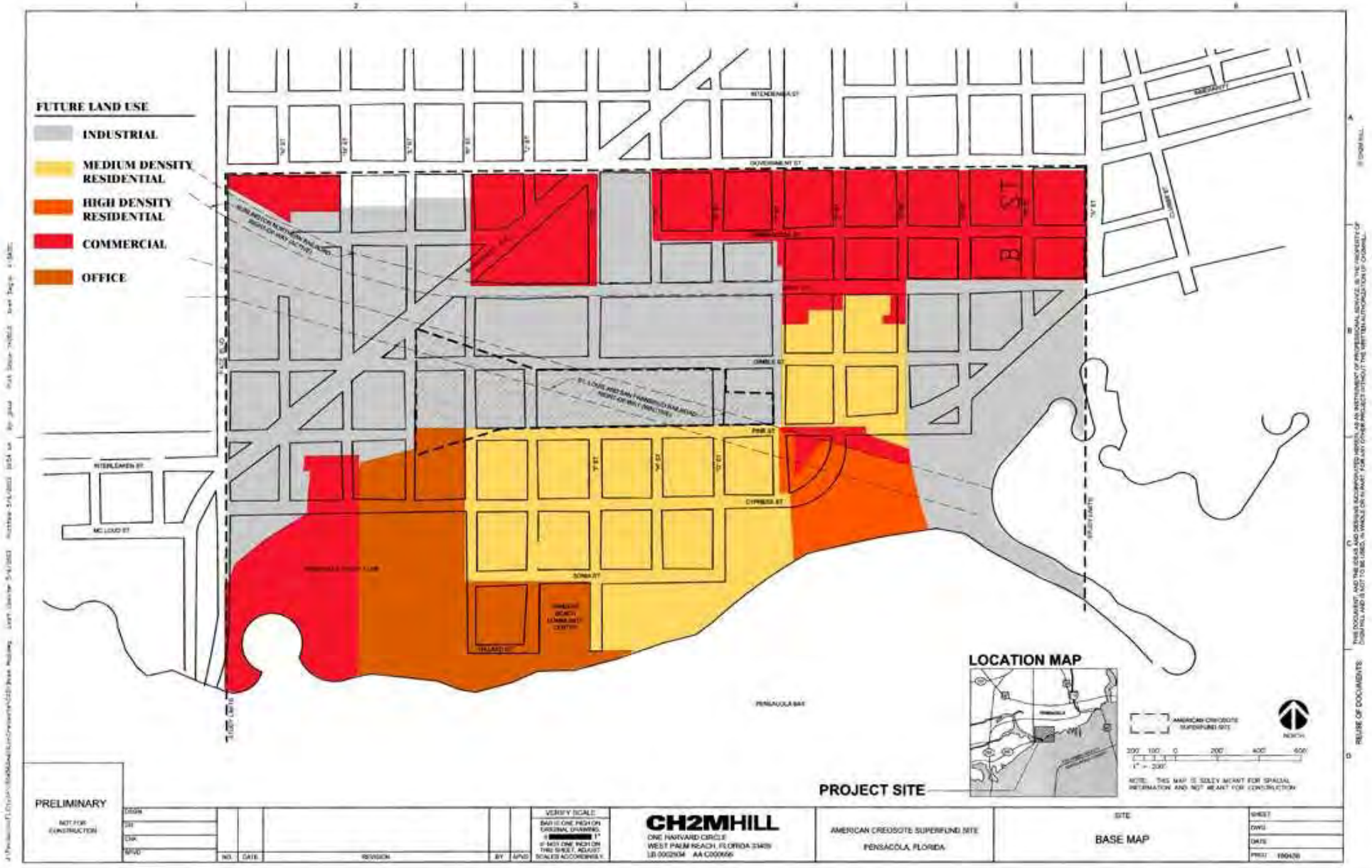


FIGURE 3-1. FUTURE LAND USE MAP

The study area is dominated by the industrial future land use designation. Residential future land use is found to the south and east of the ACW Site. The remainder of the study area includes a commercial future land use designation.

3.2.3 Transportation Element

Objective 1.4: The City of Pensacola shall accommodate motorized and non-motorized forms of transportation in the design of transportation improvement projects.

Goal 8: The City of Pensacola shall coordinate with railroad companies serving within the City for efficient railroad service and to reduce conflicts with City redevelopment activities.

Objective 8.1: The City shall coordinate for safe and efficient railroad operations along the existing system within the city limits.

Policy 8.1.5: The City shall coordinate with the Alabama and Gulf Coast Railroad to study the relocation or removal of the trackage from Main Street, and request the railroad to remove any unused trackage within the City limits.

Policy 8.1.7: The City shall take action to secure abandoned railroad rights-of-way in the event that track removal or relocation occurs and determine the best land use for the impacted rights-of-way.

3.2.4 Coastal Management Element

Policy 1.1.1: Shoreline development in Coastal High Hazard Area (CHHA) will be based on the following priorities to the maximum extent feasible

- a. Water dependent uses
 1. Commercial
 2. Light Industrial
- b. Water related recreation
- c. Residential
- d. Commercial

Policy 1.2.1: The CHHA shall be designated as the evacuation zone for a category 2 hurricane as established in the Northwest Florida Hurricane Evacuation Study.

Policy 1.3.1: Future residential land use in the CHHA shall be limited to the following densities by location:

- Low density - along Escambia Bay north of Hyde Park Road and south of Gadsden Street, and along both shores of Bayou Texar;
- Medium density - along Pensacola Bay (except for the Historic District), and along Bayou Chico; and
- High density - Historic District.

Objective 1.4: By 1992, the City shall participate in the development of a hazardous waste management program, in coordination with the State and County, for the proper

collection, storage, disposal, and transport of hazardous wastes generated within the City.

Policy 1.7.3: The City Shall continue to coordinate its efforts with those of federal and state agencies to complete the clean-up of hazardous waste sites and abandoned dump areas to protect the groundwater from leaching.

3.2.5 Recreation and Open Space Element

Policy 1.1.1: The City will adopt a recreational level of service of .5 acres/1000 persons for mini-parks (at ¼ mile radius); 2 acres/1000 persons for neighborhood parks (at ½ mile radius); 1.5 acres per 1000 persons for community parks (City wide radius).

Activity based level of service standards shall be adopted as follows:

Swimming Pools	1 pool/25,000 population
Tennis Courts	1 court/2,000 population
Basketball Courts	1 court/5,000 population
Baseball/Softball Fields	1 field/3,0000 population
Football/Soccer/Rugby Fields	1 field/ 4,000 population
Golf Course (9 hole)	1 course/25,000 population
Golf Course (18 hole)	1 course/50,0000 population

Policy 1.1.8: The City shall identify and prioritize for acquisition, properties that provide open space amenities, especially if they are located within the urban core or provide access to scenic vistas or waterways.

3.3 Entitlement Processing (Supporting Changes to Designated Uses)

There will be a minimum of two processes that must be accomplished in order to change to the designated use into something other than industrial use. The first is a future land use map amendment and the second is a zoning map amendment. The amendment procedures for each of these processes is included in **Appendix B**.

3.4 Planning Flexibility

The existing comprehensive plan and future land use map provides the maximum planning flexibility for the ACW Site. All commercial and industrial uses are permitted in the land use designation. However, the current comprehensive plan and future land use map provides the least flexibility in terms of growth management. Due to the wide range of land uses allowed by the current future land use map, it is difficult to prevent incompatible uses from using the Site or the surrounding area. The current planning documents may not foster other growth management objectives that the City or community may have.

3.4.1 Impact to Adjacent and Nearby Properties

The existing land use and zoning has a major negative impact on the adjacent properties. This issue is not limited to the ACW Site but includes the surrounding properties. The

presence of industrial zone land adjacent to a single family neighborhood creates a conflict between incompatible land uses particularly since there is not a buffer between the two land uses. The mixture of commercial and industrial land use and zoning limits the ability to promote the development of the area in a cohesive fashion. If a large, contiguous portion of the study area was all industrial or all commercial, a uniform development pattern could emerge. However, someone might be reluctant to invest in a nice commercial enterprise in one location if a heavy manufacturing use could be located next door. The future planning of the area should consider a uniform development pattern.

3.4.2 Community Issues and Opportunities

The following summarizes the most significant planning land use issues and opportunities facing the ACW study area.

3.4.2.1 Residential

Preserve and enhance the positive characteristics of existing residential neighborhoods while providing a variety of housing opportunities with compatible new housing.

3.4.2.1.1 Issues

- Need to preserve single-family neighborhoods.
- Need to preserve and rehabilitate single-family housing in established neighborhoods.
- Cumulative effects of development which exceeds infrastructure capacity.

3.4.2.1.2 Opportunities

- Access and proximity to employment.
- Potential for residential and mixed-use development along commercial corridors.
- Establishment of transitional heights and densities between multiple-use buildings (commercial/office/residential).

3.4.2.2 Commercial

Improve the function, design and economic vitality of the commercial corridors.

3.4.2.2.1 Issues

- Unsightliness of existing buildings due to the lack of landscaping, and architectural character.
- Inadequate transition between industrial and residential uses.
- Existing commercial areas need revitalization.

3.4.2.2.2 Opportunities

- Active support for efforts to preserve and rehabilitate structures.
- Ensure appropriate transitions between industrial and residential uses.

- New commercial construction contributes funds toward park and recreation improvements.
- Emergence of new commercial areas on industrially zoned sites.
- Availability of large sites for reuse or development which are planned for job producing uses that improve the economic and physical condition of the area.

4.0 Stakeholder and Community Input

Key elements of the development of the ACW Superfund Site Conceptual Reuse Plan were stakeholder and community recommendations and responses to potential reuse options. A comprehensive and proactive stakeholder and community input plan supporting timely interaction with and feedback from all identified stakeholders and community representatives was utilized in this Reuse Assessment and Conceptual Reuse Plan development.

Interviews were held with key stakeholders such as local government and planning officials; adjacent property owners; neighborhood organizations, developers and real estate brokers, and individual members of the community.

4.1 Summary of Stakeholder Process

The stakeholder and community input process for the ACW Site consisted of meetings with both planning and governmental officials and community representatives. Understanding the current and future land use designations preferred by planning officials for the ACW Site was the first step in the assessment process. Utilization of these preliminary ideas for future land use designations in follow-up meetings with community representatives resulted in proactive discussions regarding the future use of the ACW Site.

4.2 Achieving Community Support

In order to foster stakeholder and community input, several activities were initiated by the City. These included establishing a Steering Committee, distributing informational fact sheets, holding a series of public workshops, establishing a link within the City’s existing website, and interviewing local officials, business representatives, and members of the public.

4.2.1 Steering Committee

A Steering Committee of business representatives, local property owners, special interest groups, and government was established to provide input during the development process and act as a sounding board for ideas prior to conducting public meetings. The Steering Committee was comprised of the following individuals listed in **Table 4-1**.

TABLE 4-1
Steering Committee Members

Name	Title/Agency
David Bosso	Owner, Bosso’s Uniforms, Government Street
James Brady	Environmental Advisory Board
Maher Budeir	Remedial Project Manger, EPA

TABLE 4-1 (CONTINUED)
Steering Committee Members

Name	Title/Agency
Kevin Cowper	City of Pensacola Community Development Director
Mike Frey	Pensacola Area Chamber of Commerce
Chip MacMillan	Pensacola Yacht Club
Mary Moulton	City of Pensacola Planning Board
Bob Neiger	President, Sanders Beach Community Association
Peter Shuba	Brownfields Coordinator, Escambia County
Ronald Townsend	Pensacola City Council, District 7
Robin Verge	City of Pensacola Enterprise Zone Advisory Board

During the course of the Reuse Assessment and Conceptual Plan development, the Steering Committee met on four occasions:

- The first meeting was an organization meeting held on April 14, 2003. The members discussed the objectives of the Reuse Assessment as well as the environmental history of the site.
- The second meeting was held on May 8, 2003. At this meeting the team reviewed the Superfund Redevelopment Initiative Process and the anticipated timeline for the Assessment. The team also identified stakeholders, reviewed the proposed agenda for the upcoming public workshop and reviewed the findings of the Site assessment. This included a review of current and future land uses and zoning.
- On June 30, 2003, the third meeting was held to discuss the results of the first public workshop. The six initial conceptual designs developed were presented which resulted from the public input.
- The final meeting was held on August 25, 2003. At that meeting the results of the second and third public workshops were discussed, a recommended conceptual plan was reviewed, and future action recommendations were made.



FIGURE 4-1. FACT SHEET—PUBLIC MEETING NO. 1

4.2.2 Public Workshops

A list of nearly 800 names were gathered from the county tax rolls as well as the list of interested parties gathered by EPA for the ACW Superfund Program. A series of fact sheets were developed and sent as the invitations to the public workshops (**Figures 4-1** and **4-4**). The following sections provide a brief summary of the public workshops held regarding the redevelopment of the ACW Site and surrounding area. Copies of the fact sheets are included in **Appendix C**.

4.2.2.1 Public Workshop No. 1

The first was held at the Sanders Beach Community Center on May 15, 2003 (**Figure 4-2**). The purpose of the workshop was to solicit public input as to the desired uses of the ACW Site and the objectionable uses at the Site. During this workshop, the participants were divided into smaller work groups to perform an affinity diagramming session. Each group conducted a brainstorming session to identify desirable and undesirable uses at the ACW Site. Individuals were encouraged to write down both desirable and undesirable options for the Site and pass them forward. All desirable uses were grouped into like ideas. The undesirable uses were collected and consolidated into one list.

At the end of the brainstorming session, the participants reconvened into one large group. The various uses determined from each of the work groups were placed into 11 categories. Each participant was then given three votes to use for their top reuse ideas. The results are summarized in **Table 4-2**. The results of the undesirable uses are summarized in **Tables 4-3** and **4-4**.



FIGURE 4-2. PUBLIC WORKSHOP NO. 1



FIGURE 4-3. DOT VOTE EXERCISE

TABLE 4-2
Desired Uses Identified by the Public

Idea	Number of Votes	Examples
Small Retail	34	Boutiques; street of small shops; cottage-sized shops; cafes; service shops (barber, hair salon, nail salon, dry cleaners); crafts shops; office park
Passive Park/Open Space	33	Nature park/nature walk; arboretum, greenhouse, butterfly garden, and aviary; non-recreational park with water feature; passive theater/nature library; playground; dog run; park incorporating boardwalk connecting to downtown; bike trail
Library	23	Relocation of Pensacola Regional Library
No Change/Leave as is	8	Greenspace; open field
Active Park/Sports and Recreation	7	Drive-in movie; baseball, softball, soccer, and football fields; figure skating/hockey rink; bowling alley; driving range; Putt-Putt golf; public pool; dance hall; gymnasium
Municipal Use	6	Emergency medical service facility; police station
College Branch	2	
Mixed Commercial/Residential	1	Offices and shops; medical clinic; offices below residential
Boat Storage	0	
Museum	0	Historical, maritime, fishing
Residential	0	High/medium density; low density

TABLE 4-3
Undesirable Uses Identified by the Public (from Public Workshop No. 1)

Undesirable Uses	More than one vote
Big box stores	X
Through streets	X
Truck parking	X
Storage of flammable materials	
Metal buildings	
Any use that would increase taxes	X
Gasoline sales	X
City park or athletic facility	
Bars	X
Baseball stadium / ballpark	
Any noise-generating facility or use	
Any odor-generating facility or use	
Skateboard park	X
Low-income housing / Habitat homes	X
Anything that increases traffic	X
Industrial or heavy commercial use	X
Drag strip	

TABLE 4-3 (CONTINUED)

Undesirable Uses Identified by the Public (from Public Workshop No. 1)

Undesirable Uses	More than one vote
Any facility with bright lights	
Any facility operating 24 hours or late (past 9 p.m.)	
Rental housing	X
Cat food factory	
City, state or county facility	X
Offices	X
Waste treatment facility	X
Facility that is not storm-resistant	
Exposed asphalt cap	
Storage (dry goods or boat-related)	X
Parks	
Churches	

TABLE 4-4

Undesirable Uses Identified by the Public (From e-mail/write-ins)

Undesirable Uses	More than one vote
Bars, saloons, liquor stores, or drug/alcohol-related business	X
Public housing	X
Ball park	X
Library	
Business that would encourage loitering, pornography or degrading activity	
Port of Pensacola	
City asphalt parking lot	
Industry	X
Dry boat storage	
Self-store facilities	
Mortuary/funeral parlor	X
Soccer field	
Gas station	
Heavy retail	
Through streets	
Dance hall	
Park (any kind)	X
Heavy traffic/all-night lighting	
Strip mall	
Home Depot	
Residential or commercial	

4.2.2.2 Public Workshop No. 2

After the first public workshop, the CH2M HILL team created six conceptual drawings based on the top three reuse ideas determined by the public (small retail, passive park and library). These concepts were presented at the second workshop held on July 10, 2003. The concepts (Concepts 1 through 6) are further discussed in Section 5. Each of the concepts was presented and feedback was gathered from the public. Some of the constraints of the reuse ideas were also presented. For example, the need and available funding for a new library was researched and discussed. Due to the lack of available funding, the idea of a library at the ACW Site was considered unlikely.

The public was asked if any of the six concepts, or perhaps a combination of a couple of ideas from each concept, was acceptable. Many members of the Sanders Beach Community Association (SBCA) expressed concern that the future use of the site would not adequately prevent the neighborhood's undesirable uses from being implemented. As a result, the idea of a passive park was more appealing. However, they encouraged the development of commercial property north of the ACW Site along Main Street. Some commercial property owners at the workshops stated that they would support more commercial property in the area. The idea of enclosing the entire ACW Site with a decorative locked fence and adding a putting or driving range was also discussed.

4.2.2.3 Public Workshop No. 3

During the period between the second and third public meetings, the City staff and their consultants met with representatives of the SBCA Executive Board to address the concerns brought up at the second workshop. This meeting was held on July 16, 2003, at City Hall. City planning officials were concerned that the creation of an 18-acre park in such close proximity to another City-funded park (Sanders Beach) may not be feasible and therefore not be funded by the City. Four additional sketches (Schemes A, B, C and D) were presented which showed a variety of mixed use ideas including a large park with small commercial property along Gimble Street (Scheme A), a large park with a possible future public building (Scheme B), a park with commercial buildings on the northern portion of the Site as well as a future public building and public square (Scheme C), and a park/open space including a driving range (Scheme D). Discussions with the SBCA Executive Board members resulted in the selection of two of the four additional schemes going forward. Schemes C and D became reuse Concepts 7 and 8, respectively. These additional concepts were presented at the third public workshop.



FIGURE 4-4. FACT SHEET INVITATION-PUBLIC WORKSHOP NO. 2

The third public workshop was held on July 24, 2003. During this workshop, the two additional concepts were presented (Concepts 7 and 8). Public input was received concerning numerous aspects of the reuse of the ACW Site and surrounding areas. The overall consensus at that workshop was that the only commercial buildings built on the Site would be located north of Gimble Street.

4.2.2.4 Sanders Beach Community Association Meeting

Following the third public workshop, City staff held additional meetings with the SBCA Executive Committee. City staff expressed concern that the Site redevelopment would be severely limited without some revenue-producing land uses. The SBCA continues to express concern about the encroachment of incompatible commercial activity into the neighborhood. Meeting participants continued to search for a reuse option that would be protective of the neighborhood and be economically viable. A consensus was ultimately reached for the reuse of the Site and surrounding area and Concept 10 was developed. This reuse alternative (and all others) is described in Section 6, Reuse Alternatives.

On August 19, 2003, Concept 10 was presented to the Sanders Beach Community Association Executive Board and other members. All board members reached consensus of this reuse concept. Concept 10 was presented to the full membership of the Sanders Beach Community Association on September 16, 2003. The final reuse concept is further discussed in more detail in Section 7, Recommended Reuse Alternative.

4.2.3 Website

The City of Pensacola created a series of pages on the City’s website regarding the ACW Site and this reuse planning effort. This Site included sections on background information, the Steering Committee, the Superfund Reuse Initiative, public participation, and the conceptual reuse ideas.

4.2.4 Interviews

As part of the Reuse Assessment, several individuals were interviewed. The interviewees included local commercial realtors, nearby property owners, and City officials. Interviewees are listed in **Table 4-5**.

TABLE 4-5
Individuals Interviewed During the Planning Effort

Name	Title	Agency
Doug Halford	SIOR, CEO, Broker	NAI Halford Commercial Realtors
Robin Verge	Executive Vice President, CFO, Broker	NAI Halford Commercial Realtors
Debbie Anglin	Vice President, Broker	NAI Halford Commercial Realtors
John S. Carr	President	John S. Carr Company Commercial Realtors
Robert Payne	Assistant City Manager	City of Pensacola
John Ewing	Superintendent of Parks	City of Pensacola
Kevin Cowper	Community Development Director	City of Pensacola

TABLE 4-5 (CONTINUED)
Individuals Interviewed During the Planning Effort

Name	Title	Agency
Ed Spears	Neighborhood and Economic Development Administrator	City of Pensacola
Roger Harrison		Wickes Lumber
Rick Harter	Environmental Coordinator	City of Pensacola
Gene Fischer	Director, Library Services	West Florida Regional Library

The general consensus of the commercial realtors was that the commercial/retail potential of the ACW Site is limited because of its location and lack of exposure to the main flow of traffic. An option suggested was to promote some type of “destination” retail or a commerce/office park.

Discussions with the library director and the Assistant City Manager indicated there was no available funding for a new library in the near future. Any plans for possibly relocating the Regional Library Headquarters are uncertain at this time.

Discussions with personnel of Wickes Lumber located north of the ACW Site revealed the Site is currently leased by Wickes Lumber with an option to purchase. Recent property upgrades reflect the lumber company intends on remaining at their present location for the foreseeable future.

4.2.5 Local Press

The local newspaper, the *Pensacola News Journal*, also played a major role in disseminating information to the public. Public meetings were announced and follow-up articles were published regarding the outcome of the meetings and the current status of the Site. Editorials were also published regarding the reuse of the Site. Copies of several key articles are included in **Appendix D**.

4.2.6 Key issues

During the planning process, several key issues were identified. **Tables 4-2** through **4-4** identified the desirable and undesirable uses for the Site. One of the major issues identified during this effort was the Corps of Engineers recommendation a modified asphalt cap (Matcon) for the final remedy for the ACW Site. Many members of the public perceive this as an 18-acre asphalt parking lot, which they have clearly stated they do not want. The Sanders Beach Community Association in their May 2003 Newsletter stated that they do not want an asphalt parking lot for the Port of Pensacola or other City needs. This would include dry boat storage. In order to avoid an 18-acre asphalt parking lot, the Sanders Beach Community Association has recommended a traditional clay cap for the ACW Site.

Another issue identified during the public meetings was a concern regarding traffic. The surrounding community did not want to see the roads improved on the ACW Site or surrounding community that would encourage more traffic in the residential area.

Economic feasibility was another issue identified. At the first public meeting, small retail was identified as a desirable use for the Site. The public did not want “Big Box” commercial development. However, during interviews with various professionals, it was determined that there was not sufficient population in the area to support a neighborhood retail development without including a destination-type retail or commerce park. Input collected indicated that 9,000 to 10,000 person population was necessary to support such development.

4.2.7 Issues with Alternatives

The primary findings of the stakeholder meetings and interviews for the ACW Site are:

- Utilization as a passive park is the primary interest.
- Reuse as industrial/ manufacturing is unacceptable.
- Residential reuse other than above commercial space is not appropriate.
- There is support for partial commercial reuse.
- There is concern regarding increased traffic.
- No “Big Box” stores are desirable.
- The desire of the neighborhood is a clay cap over the ACW Site rather than an asphalt-like material.

5.0 Best Use Analysis

CH2M HILL conducted an assessment of the marketability of the reuse of the ACW Site. The current and future development markets were evaluated, as well as other key economic factors. The results of this assessment are described below.

5.1 Current and Future Development Markets

Northwest Florida/southern Alabama is a growing market for development. The area's location between Tallahassee and New Orleans; its proximity to the Gulf Coast; international, interstate and regional transportation networks including roads, rails, air, and water; and the availability of land and existing infrastructure make this a desirable area for development today and in the future. However, as in any other area, some segments of the market have a greater potential than others, some locations are more desirable than others.

The availability of raw materials through the Port of Pensacola as well as from the surrounding area makes the Pensacola area desirable for industrial development. The extensive transportation system further supports industrial development. However, most industrial development is occurring on greenfield sites near the transportation network. Although the ACW Site is zoned for heavy industrial, its location, as well as the surrounding property, has limited industrial use. The only industry that appears to be successful is the seafood industry. Its success appears to be based on its proximity to the fishing areas and to the market.

Commercial development is driven by the location of its customers. Community wide or regional commercial based development tends to follow the population growth, that is, to the unincorporated areas of Escambia and Santa Rosa Counties. The historic downtown area of Pensacola does support a limited amount of community/ regional commercial development. The commercial development market for the ACW Site appears to be limited to a destination type of development because the population in the immediate area is unable to support commercial development by itself.

During the 1990s, Escambia County grew by 34,000 people or about a 12 percent increase. During that same period of time, Pensacola's population was essentially unchanged. While there has been residential development in Pensacola, most of that development has occurred in the unincorporated area.

5.1.1 Key Local Economic Factors

There is no nearby development activity in the study area. To the east of the study area, toward downtown, there has been some recent commercial/office type of development. The waterfront property south of City Hall, also known as the Trillium Property, has the potential for some future development. Other development activities are occurring within the City. Some of these are described below.

Aragon, a new Traditional Neighborhood Development, located on a 20-acre water view site of Pensacola Bay is within walking distance of the central business district. The Aragon

master plan depicts 141 residential and commercial units, and several neighborhood parks. Construction of the project is underway with build-out of the \$35 million project anticipated to occur within three to five years. This development is approximately 2.3 miles east of the ACW Site.

Port Royal Phase II Residential Project. The City-owned peninsula of land located south of Main Street, between Baylen Street and Spring Street, generally referred to as the Baylen Peninsula, includes approximately 9.85-acres. The 4.37-acre site at the southern end of the peninsula identified as Port Royal Phase I has been developed in 21 condominium townhouse units and 39 tower condominium units. A public promenade open to the general public is located on the eastern edge of the Phase I & II parcels overlooking a 40-slip marina that is leased to a private developer.

The Phase II parcel, with 4.03-acres, is located immediately north of Phase I. This property was leased in 1997 for the construction of 24-single family and carriage house residential units.

Phase III includes 1.45 acres of land in two parcels that front Main Street. These parcels will most likely be offered for development through a request for proposal (RFP) process.

This development is approximately 1.3 miles east of the ACW site.

Palafox Pier. A \$12 million mixed-use development at the southern end of Palafox Street. A breakwater has been built, a new 92-slip marina constructed, and a 7,200-square-foot Harbormaster Building that houses a restaurant and a professional office, and a 21,000-square-foot office building, the Ice House Building, have been completed. The next phase of development, the construction of two buildings totaled 72,000 square feet of mixed-use space, has also been completed. The lease price per square foot of commercial/office space for the Palafox Pier project is \$18.00. As a part of the public/private partnership the City is investing \$1.2 million for a waterfront promenade, landscaped pedestrian plazas, new railing and historically styled lighting on the pier. This development is approximately 1.6 miles east of the ACW site.

Baskerville Donovan Office Building. Closer to the Site and across Main Street from the ECUA wastewater treatment facility is a new 20,000-square-foot office building which will house a local engineering firm. This new construction is the most recent development west of the downtown area and should spur future development in the area. This development is approximately 0.7 miles east of the ACW site.

5.1.2 Adjacent and Nearby Property Development Activity

Several key economic factors influence the development potential of the ACW Site and the surrounding area. These include 1) available greenfield development, 2) flat population growth, 3) transportation facilities, 4) economic development incentive programs, and 5) area image.

The City of Pensacola is located within Escambia County. For the past 30 years most of the growth in the area has occurred in the unincorporated areas of the county. Development has primarily occurred on “greenfields”, that is, land that is not encumbered by environmental restrictions or contamination. These areas tend to have lower development costs. There has

been an abundance of greenfield areas available for development that has resulted in making the ACW Site, as well as other developed areas, less desirable for development. Brownfield redevelopment may help spur redevelopment in the area also (as discussed later).

During the same period of time (the past 30 years), the City of Pensacola has experienced a flat growth trend while the unincorporated areas have experienced substantial population growth. New commercial and retail development has followed the growth. The City of Pensacola has remained the governmental center of the area, but its role in the other sectors of the economy –industrial, commercial, and retail, has decreased.

When Interstate 10 was constructed through Escambia County, it was located north of the City. Interstate 110 was constructed to provide a high-speed access to the center of the City. However, trucking interest, desiring to minimize delays tend to locate near the main interstate access rather than on a spur.

The Port and rail was the economic engine that created Pensacola. The role of the Port has gradually been reduced. While still an important asset as one of Florida’s deep water ports and its location to international markets, its location relative to the ACW Site minimizes its influence on the development of the Site. Like the Port, rail once had a great influence on the area and the ACW Site. However, that influence is not as important today. The rail along Main Street once stretched to the Port. Today, the rail stops at “A” Street, approximately one mile west of the Port. Once the rail through the ACW Site went to the wharf in the bay. Today that rail has been abandoned.

In order to promote economic development, the City has developed economic incentives to promote development in certain portions of the City. The ACW Site is located within the City’s Enterprise zone. These incentives include:

- State Jobs Tax Credit (Sales & Use Tax)
- State Jobs Tax Credit (Corporate Income Tax)
- State Sales Tax Refund for Business Machinery & Equipment Used in an Enterprise Zone
- State Sales Tax Refund for Building Materials Used In An Enterprise Zone
- State Property Tax Credit (Corporate Income Tax)
- Economic Development Ad Valorem Tax Exemption (EDATE)
- Urban Business Economic Development, Commercial Façade Program

The last key factor is the image of the area. Currently, the area is a mixture of vacant lots, industrial, commercial and residential development. There is no uniform theme or vision for the area. Except for Barrancas Avenue, the streets are small without sidewalks or other amenities. Joe Patti Seafood is the only major attraction for the area. This lack of a theme has acted as a disincentive for redevelopment.

5.1.3 Active Developers

There are no active developers within the study area.

5.1.4 Potential Future Development Interest and Timing

Within the study area, the potential future development appears to be community/regional based commercial development. This may include retail and office space.

The time of development/redevelopment within the study area will depend on a couple of factors. The first relates to the development/redevelopment in the downtown area. If that development has targeted the same businesses as the study area, one area may be delayed or never reach the critical mass necessary to move forward. As the developable property in the downtown area is completed, the study area will become more desirable.

Another factor is the image of the study area. There will be the need for public sector investments in the area to start to correct the image deficiencies. Some of the investment may be in a non-monetary form such as enhanced code enforcement or through the establishment of design guidelines. Other forms of investment will include improving the local streets and sidewalks. As these investments are made, private development will follow.

A third issue is the marketing of the area. An aggressive marketing program designed to attract certain types of businesses or uses into the area will help spawn private investment and development into an area. A vision for the area needs to be established and promoted.

The timely implementation of programs to address these issues will result in timely private investment and development of the area.

5.1.5 Development Opportunity Value Range

Retail space in downtown Pensacola ranges from \$7 to \$12 per square foot. That same retail space in a decent strip mall will range from \$9 to \$15 per square foot. At the Cordova Mall, the rental cost can be \$20 or more per square foot.

Depending on the zoning district, lot coverage can range from 75 percent to 100 percent. If one was to assume that the entire 18 acres of the ACW Site could be developed at a 75 percent lot coverage and based on the downtown Pensacola rent range, the annual rent for the Site may be in the \$4,000,000 to \$9,000,000 range. However, when parking and other requirements are factored in, the actual developable land may be half of that.

The future value of a leased property is determined by dividing a facility's net annual rent by its real estate cap, which is based on various factors that could influence future value. A major building with a strong corporate tenant in a strong location may have an excellent cap rate of 8 percent, whereas a building with several tenants with modest credit ratings and short lease terms may be 11 percent or greater. Assuming a cap rate of 10 percent for the complete development, the value of the property after development and fully leased may be in the range of \$20,000,000 to \$45,000,000. This value is based on a retail use of the property. There may be other uses that will have a different value range. In addition, some of the property will not be available for development for several years (20+). Therefore, the actual value today will be considerably less. A value can only be established only after a Reuse Plan is fully developed.

5.2 Environmental Conditions

The primary focus for this Reuse Assessment was to establish the most likely future land use for the ACW Site, not to evaluate its environmental conditions. As such, this Reuse Plan does not focus in depth on the Site's current environmental condition and potential future remedies. Consideration of the environmental conditions and the likelihood of integration with the future reuse alternatives was utilized to establish the reasonableness of the Site's future reuse alternative.

5.2.1 Integration with Reuse

The ACW Site has two primary environmental media: Operable Unit 1, the contaminated soil; and Operable Unit 2, the groundwater beneath the Site. Based upon the conditions in the soil and water below the Site, it is likely that the entire Site will require a cap and institutional controls regarding the disturbance of the soil or cap for the foreseeable future. In areas where future buildings may be recommended, the cap should be constructed to support these structures. The existing groundwater monitoring wells located on-site, as well as the possibility of locating future monitoring wells or treatment plants for the groundwater remedy on-site, will need to be taken into consideration for property reuse alternatives and accommodated for within the ACW Site's land use plan and building placement. The groundwater remediation is expected to proceed well into the future and redevelopment of the wellfield area should be postponed until the treatment is complete.

Until a soil remedy is implemented, no areas of the Site are available for reuse and development. It is likely that institutional controls may be imposed as part of the remedial actions for the ACW Site that may impact future land reuse and development.

6.0 Reuse Alternatives

Reuse alternatives considered for the ACW Site focused upon market based development alternatives, stakeholder goals and objectives, property configuration, infrastructure availability, and the potential to integrate environmental remedies with reuse and development. Successful reuse of the ACW Site will depend upon the proactive integration of these factors and the overall real estate market conditions for the area at the time of reuse.

6.1 Research Integration

The potential reuse alternatives outlined in this Reuse Plan result from the careful consideration and integration of all information gathered in researching the development trends of the area, the goals and objectives of planning officials, and feedback from a variety of stakeholders. Additional consideration was given to the potential to integrate the ACW Site's environmental conditions with its future reuse.

6.1.1 Current Conditions/Development Alternative Integration

The ACW Site's current conditions will have a significant impact on its future reuse. The primary issues of concern that will require integration with the reuse alternatives are:

- Environmental conditions and selected remedy
- Property configuration that can be integrated with potential restricted land use requirements to establish development parcels appropriate for future reuse

The current conditions of the surrounding area will also have a significant impact on the future reuse of the Site. The primary issues of concern for the surrounding area that will require integration with the reuse alternatives are:

- Residential development to the east and south of the ACW Site
- Commercial and industrial development to the west and north of the ACW Site
- Unimproved rights-of way
- Main Street as the western gateway to downtown Pensacola
- Existing rail operations

6.1.2 General Plan and Zoning Limitations

The City of Pensacola Comprehensive Plan has designated the future land use of the ACW Site as industrial. The City's zoning map implements that designation with a zoning of M2 for the Site. Other land uses such as commercial, office, or recreational will require a comprehensive plan future land use map amendment and a zoning map amendment.

6.1.3 Site Ownership Considerations

Future ownership considerations will be a key element in the ability to develop the ACW Site after a remedy has been established. Developers interested in the ACW Site may not want to have any responsibility for environmental conditions that occurred on the ACW Site prior to a change in title and the commencement of development. An agreement that will fully define the liability of the future ACW Site developer from environmental conditions on the ACW Site prior to the change in title will be desired. An example agreement is the EPA Prospective Purchaser Agreement (PPA).

6.1.4 Site Assessment

The first step in developing conceptual plans for the ACW Site and the surrounding neighborhood is to complete a site assessment. The purpose of such an assessment is to identify constraints and opportunities to the development of the property. The assessment includes an evaluation of the existing uses in the area, current infrastructure, and physical and environmental aspects of the Site. **Figure 6-1** summarizes the results of the site assessment.

A treatment wellfield located on the western end of the ACW Site is part of the groundwater cleanup currently underway. In addition, structures associated with the groundwater cleanup will be required on the Site for more than 20 years.

Recently, contaminated soil from offsite areas associated with the cleanup of the ACW Site has been placed on the Site. This soil will eventually be graded and capped as part of the overall containment program. As a result, most of the Site has no vegetation. The greatest extent of trees is found in the eastern end of the Site.

The Pine Street right-of-way has not been improved in the area adjacent to the ACW Site. However, the right-of-way is used by local traffic. The Gimble Street right-of-way is also unimproved, except at the eastern end. The "G", "J" and "K" Street rights-of-way through the ACW Site are also unimproved.

Main Street is the major gateway from the west to the downtown area. Barrancas Avenue is a major road from the City to the Pensacola Naval Air Station. All of the other streets within the study area are local streets.

The Site is crossed by a railroad right-of-way. Abandoned rails do exist in Pine Street at the southeastern end of the Site. An active rail is located on the south side of the pavement on Main Street within the Main Street right-of-way. Once a major access to the Port of Pensacola, today this rail is used for local rail traffic only.

A residential neighborhood primarily consisting of single family detached homes is located to the south of the ACW Site. This neighborhood has grown next to the Site for over 60 years. Aerial photographs from the 1940s show limited tree cover. Today the neighborhood is dominated by large live oaks creating beautiful canopy streets. Several of the north-south streets in the neighborhood provide visual access from the Site to Pensacola Bay.

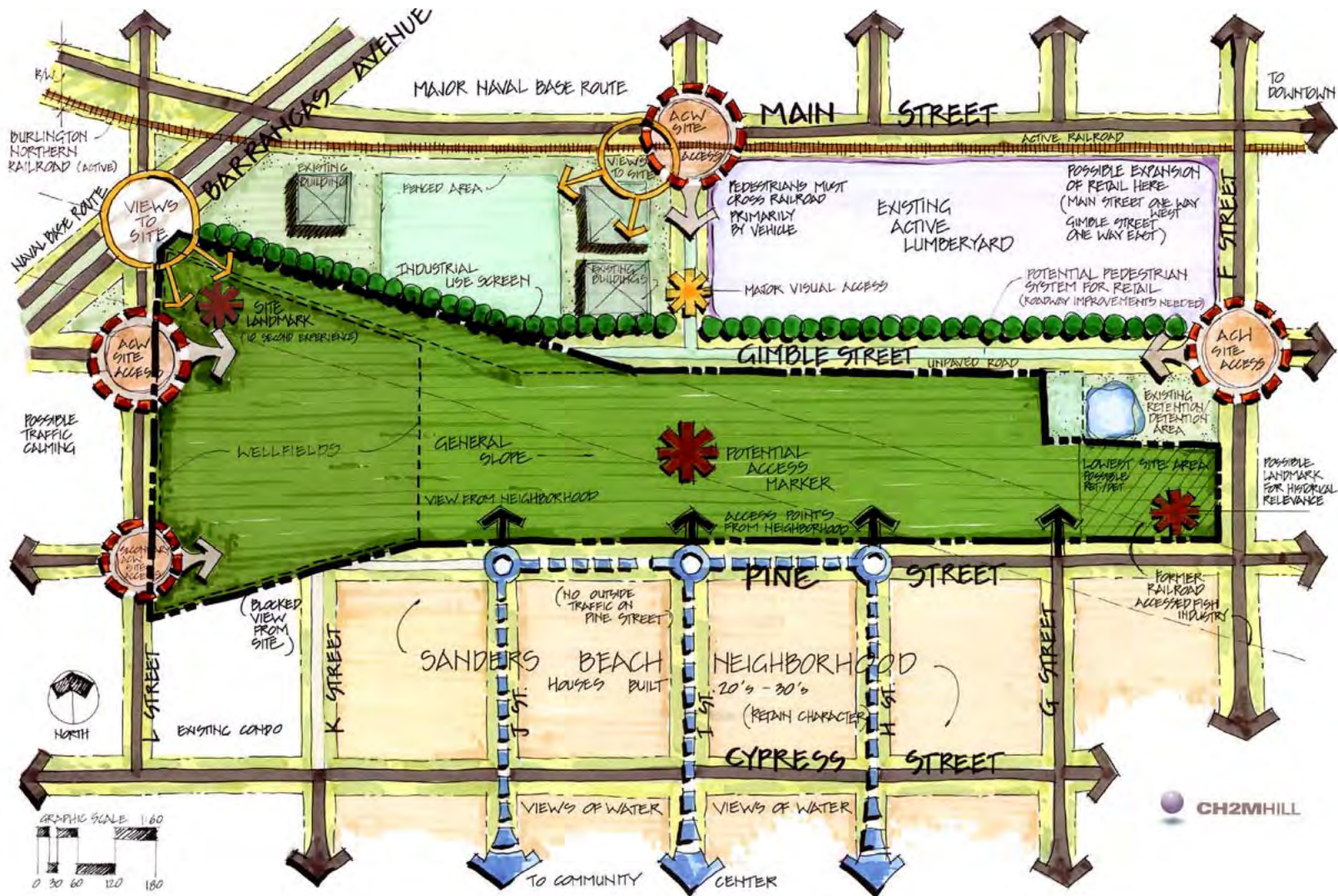


FIGURE 6-1. SITE ASSESSMENT

Commercial and industrial uses are the dominant land uses to the east, north and south. Immediately to the north is Wickes Lumber. In addition to supplying lumber to the Pensacola area, trusses are constructed at the Site. Bell Steel is located to the east of the Site. Further east is Joe Patti Seafood. Visibility to the Site is limited to a small area along "L" Street south of Barrancas Street. This limits the desirability of the Site for uses dependent on a high visibility location. The other streets surrounding the property are local in nature and do not provide opportunities for high visibility. The rail right-of-way does provide an opportunity to connect the Site with the waterfront commercial development to the east. Main Street also provides opportunities to connect the Site to the downtown area.

6.2 Development Alternatives

As previously stated, following the first public meeting, the CH2M HILL consulting team developed six reuse alternatives to integrate the top choices (small retail, passive park, and a library) into an acceptable reuse concept. These six concepts are briefly described below.

6.2.1 Concept 1: Small Retail/Pedestrian Plaza

This concept addresses the public's initial desire for a neighborhood commercial center. Gimble Street would be paved to provide access from Barrancas to Main Street at "A" Street. Figure 6-2 presents the proposed layout of this concept, which includes retail space along



FIGURE 6-2. REUSE CONCEPT 1: SMALL RETAIL/PEDESTRIAN PLAZA

a maintained edge. The grass of the park would be maintained to the water's edge. Using the axis of the railroad property an entrance landmark, interpretive landmarks, a community landmark and a community entrance could be developed.

In this concept, as part of the stormwater management system, Pine Street would be developed into a greenway. Water from the pond would flow through a natural treatment system for water quality enhancement and eventually flow into a wetland area created on the western portion of the ACW Site. A boardwalk would be developed with interpretive features to explain to the public how the bay was being protected by this system. The greenway also provides a buffer to the Sanders Beach Community. Gimble Street would be completed to "I" Street and include on-street parking and streetscape.

EPA has indicated that since the proposed wetland area is part of the former sludge pond and is highly contaminated beneath the clay cap, there cannot be a disturbance of soil in the vicinity of the wellfield. The location of the stormwater pond was also a matter of concern for EPA.

6.2.3 Concept 3: Wetland Interpretive Park

In this concept, the ACW Site would be developed to create a bowl effect in the center of the site (Figure 6-4). Stormwater would be captured within this bowl and slowly released to the bay. The Site would be vegetated with wetland vegetation. By controlling the water levels, various "zones" would be created. Vegetation is limited by the duration of the flooding it experiences. A "high marsh" environment would be created along the edge. The ecology would transition to a deep-water (a couple of feet deep) habitat. **This concept was rejected by the regulatory agencies.**

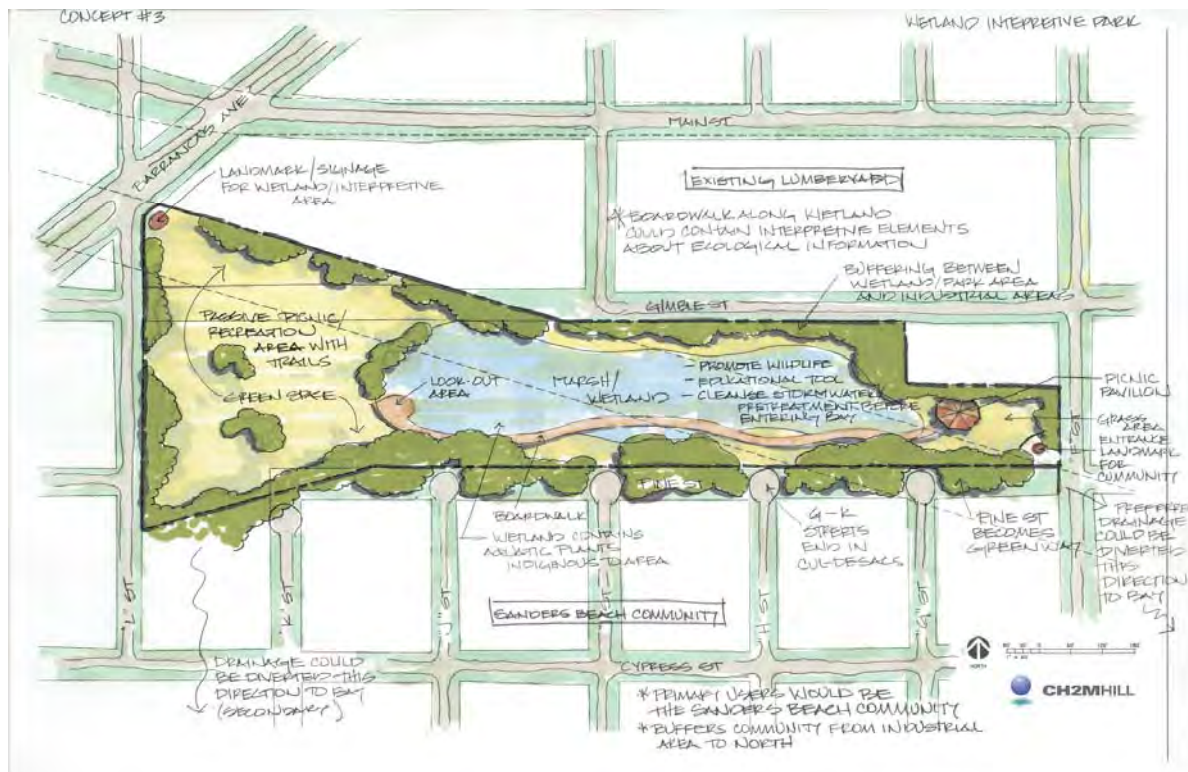


FIGURE 6-4. REUSE CONCEPT 3: WETLAND INTERPRETIVE PARK

The western end, due to its elevation, would be developed as a passive recreation area/green space. Gimble and Pine Streets would be landscaped with trees. The landscaping would then transition into various wetland zones.

Stormwater leaving the Site would be directed toward the bay to the southeast along the railroad right-of-way and then down a street. A boardwalk would be incorporated into the Site for education, bird watching, photography, etc.

Gimble Street would be completed to "I" Street. Cul-de-sacs would be provided at the end of "G", "H", "I" and "J" Streets in the Pine Street right-of-way. The entire Site would buffer Sanders Beach from the commercial and industrial land uses to the north.

6.2.4 Concept 4 Passive Park - Greenspace

This concept creates a passive park without the arboretum or butterfly house. The well area on the western end is developed as a green space. One concept is to use this area as a green market or a farmers market on the weekends. The remainder of the Site is mostly green areas and landscaping. A landmark sculpture might be included (Figure 6-5).

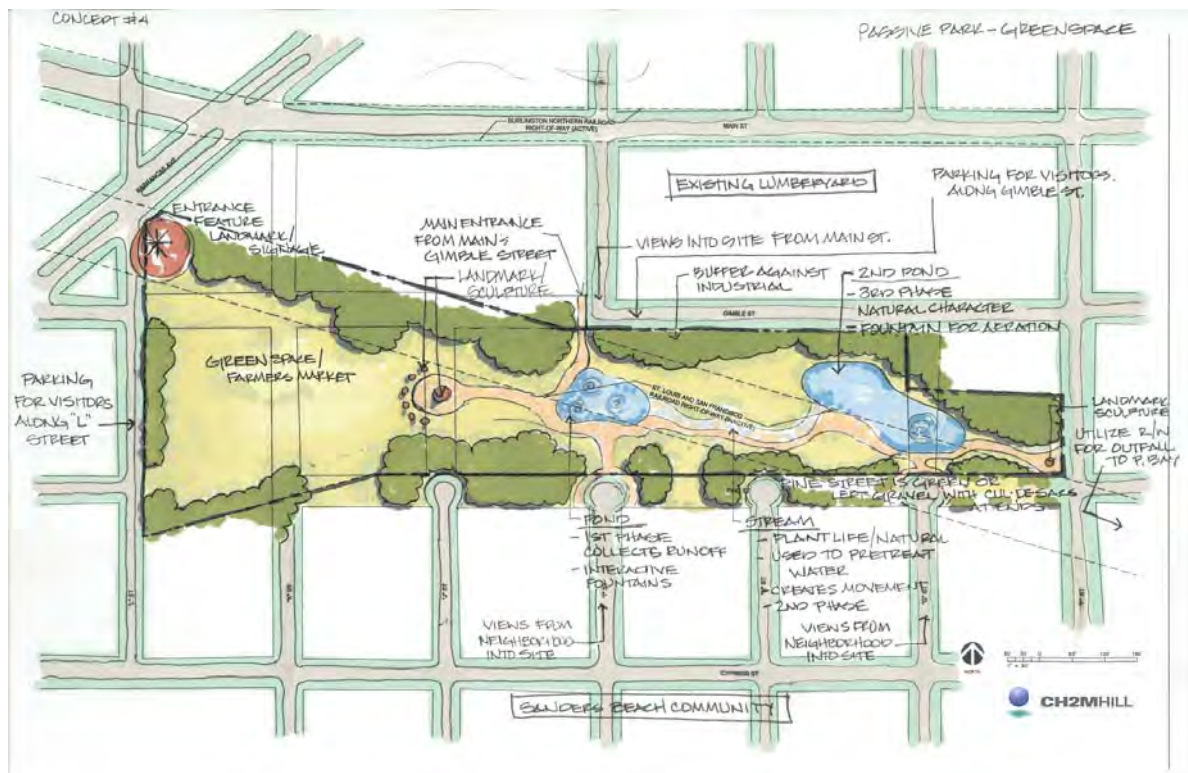


FIGURE 6-5. REUSE CONCEPT 4: PASSIVE PARK/GREENSPACE

An interactive fountain area is proposed in the center of the ACW Site. This is connected to a second, larger pond by a stream. In order to maintain a flow in the stream, water is pumped from the second pond back to the first. The second pond in this concept has a more natural shoreline as opposed to the maintained edge in the Concept No. 2.

Gimble Street would be completed to "I" Street. Cul-de-sacs would be provided at the end of "G", "H", "I" and "J" Streets in the Pine Street right-of-way.

6.2.5 Concept 5: Multi-use/Retail/Town Center/Office

This concept is a combination of passive park with the retail/office use. The general design is based on the grid street system found in the neighborhood and throughout the City. Pine and Gimble Streets would be completed for local traffic and would follow the grid pattern (Figure 6-6).



FIGURE 6-6. REUSE CONCEPT 5: MULTI-USE/RETAIL/TOWN CENTER/OFFICE

The area between Gimble and Pine Streets would be developed as a passive park. A library or other public building is located on the west end of the ACW Site. Various focal points would be located through the park. A pond is proposed for remote control boats. This pond would be designed to handle stormwater management and would include a hard edge. This would allow park users to walk along the edge of the pond.

zero lot line concept found downtown, a series of stand alone cottages, or commercial condominiums similar to a commerce or office park.

In order for this concept to be successful, Wickes Lumber would have to be relocated. There are numerous issues associated with that including costs, property ownership, access to Wickes, etc. **The local residents strongly rejected this concept due to issues related to the relocation of Wickes Lumber closer to the residential neighborhood.**

Note: After the second public meeting, a meeting was held with representatives of the Sanders Beach Community. During that meeting, two additional concepts were proposed. Concept 7 included the development of a public park with a provision of a public institutional building and limited commercial development on Gimble Street. Concept 8 limited the reuse of the Site to passive or low impact recreation.

6.2.7 Concept 7: Multi-use Passive Park/Public Building/Commercial

This concept creates a passive park with limited improvements and commercial development along Gimble Street. A parking lot would be constructed on the western portion of the property. A site for a public institutional building such as a library is provided east of the parking lot. The rest of the ACW Site would be developed as a public park (Figure 6-8).

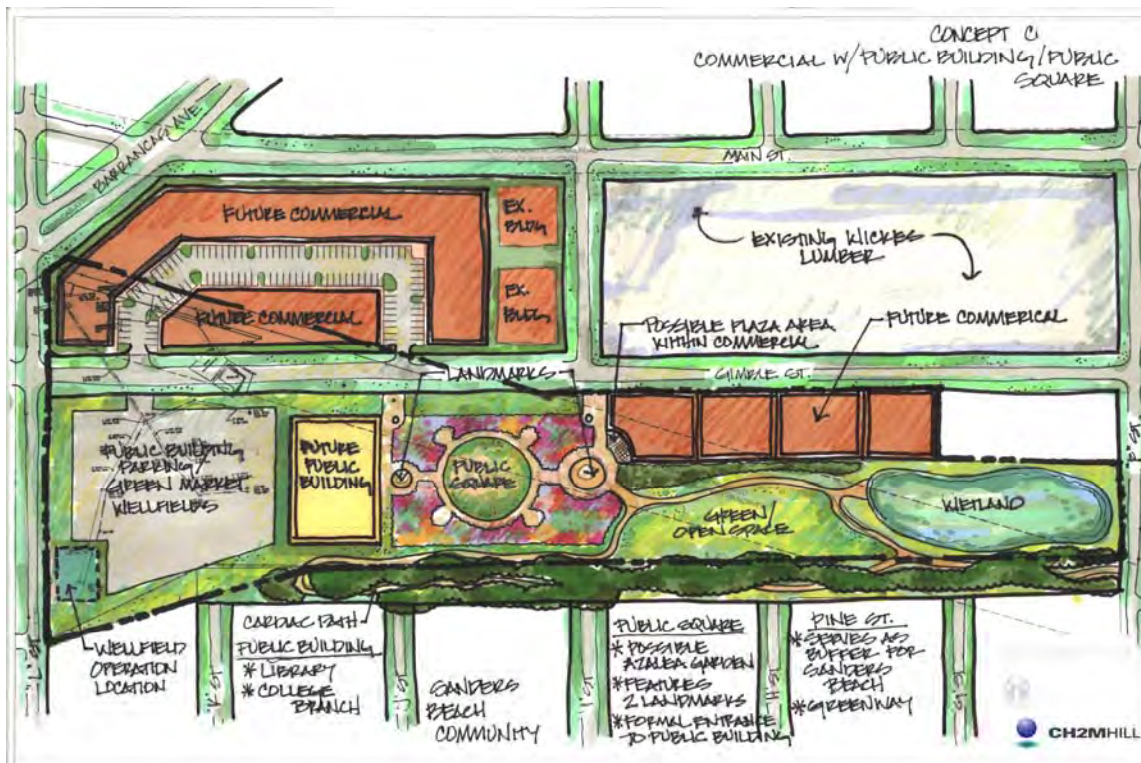


FIGURE 6-8. REUSE CONCEPT 7: MULTI-USE PASSIVE PARK/PUBLIC BUILDING/COMMERCIAL

6.2.8 Concept 8: Open Space/Driving Range

This concept creates a passive park with limited improvements and low impact recreational uses. A small commercial site, north of the Gimble Street right-of-way in the northwest corner of the ACW Site, would be reserved for commercial development. A parking lot is proposed on the western end of the Site. The remainder of the Site would be developed as a passive park (Figure 6-9).

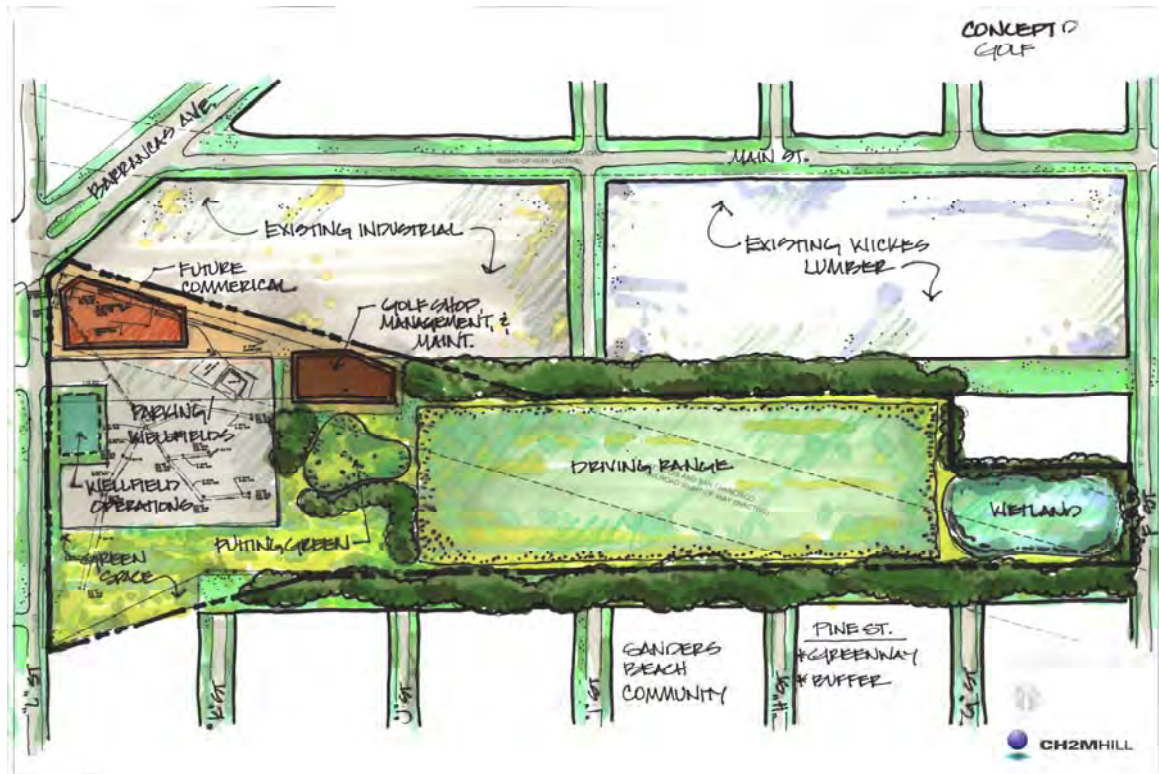


FIGURE 6-9. REUSE CONCEPT 8: OPEN SPACE/DRIVING RANGE

The Gimble Street and Pine Street rights-of-way would be developed as buffers to the adjacent properties. The rights-of-way outside the boundaries of the ACW Site would be planted with large trees such as live oaks to provide such a buffer.

6.2.9 Concept 9 Open Space/Driving Range/Design District North of Gimble

This concept is a combination of Concept 8 and Concept 6 (Figure 6-10), resulting from comments gathered at Public Meeting No. 3 after presentation and discussion of Concepts 7 and 8. South of Gimble Street would be developed as a passive park with low impact recreational uses. A parking lot would be developed at the west end of the property. The existing Quonset hut and trailers would be replaced with a building that has a brick façade and architecturally pleasing detail. Pine Street would not be improved for car traffic, but would be used for tree plantings and a buffer. Pedestrian and bicycle trails would be incorporated into the buffer. The public also wanted a fence around the property to prevent

vagrants or criminal activity. Such a fence would have gates that would be closed and locked at night.



FIGURE 6-10. REUSE CONCEPT 9: OPEN SPACE/DRIVING RANGE/DESIGN DISTRICT NORTH OF GIMBLE

Gimble Street would be improved for low-speed automobile traffic. The design would incorporate traffic calming techniques and streetscaping. To the north of Gimble Street, the future land use map and zoning map would be amended so the area was uniformly commercial. The Restoration Design District or similar marketing effort would be instituted to promote the development of the area.

6.2.10 Concept 10 Passive Park with Limited Commercial

This concept provides opportunities for economic development on a portion of the ACW Site and surrounding areas and the development of an open space/park buffer for the residential properties to the south of the ACW Site (**Figure 6-11**).

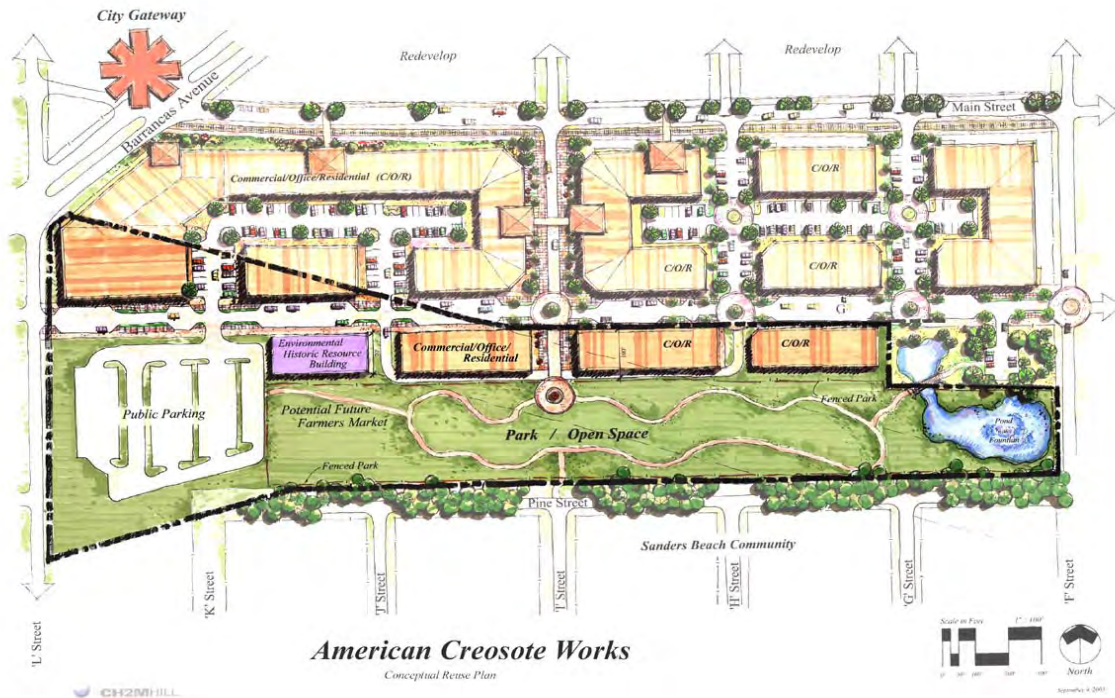


FIGURE 6-11. REUSE CONCEPT 10: PASSIVE PARK WITH LIMITED COMMERCIAL/OFFICE/RESIDENTIAL

An open space/park facility will be developed on the Site in the area generally located north of the Pine Street and south of the proposed buildings on the south side of Gimble Street. A parking area will be provided on the Site's western end and a permanently wet stormwater retention pond will be developed on the eastern end.

Development on the ACW Site, south of Gimble Street, will consist of one and two story buildings with local retail/office/service uses. Residential use may be located in the second story. Development will be limited to 100 feet south of Gimble Street and a building setback of 30 feet from the rear property line will be required to provide access and parking. Buildings fronting the north side of Gimble Street will be a maximum of three stories and will include office/retail/service/residential uses.

The buildings along Main Street will not exceed four stories. The commercial land uses that attract a regional and community wide market are encouraged, but will not include "Big Box" retail type of development. A retail theme, such as the "renovation design district",

may be developed to attract businesses of a similar type and to market the area to the region. Residential uses on upper floors would be encouraged.

The local roads will be improved in the following manner: Pine Street improvements are limited to providing local access to properties fronting on Pine Street and portions of the right-of-way may be incorporated into the open space/park facility. Gimble Street will be reconstructed from Barrancas Avenue to "F" Street in a manner that inhibits speeding. Main Street will be reconstructed in a design suitable for the western gateway to the downtown area. "L", "I", and "F" streets will also be reconstructed with design similar to Main and Gimble Streets.

Other improvements include an educational resource building on the south side of Gimble Street. The facility will include educational exhibits about the history of the ACW Site. The facility will also include public restrooms and a snack shop. The existing treatment buildings will be relocated in architecturally compatible buildings.

6.2.11 Comparing the Reuse Alternatives

Table 6-1 summarizes the evaluation of the 10 concepts considered by the stakeholders during this planning effort. The major effort was to find a balance between the commercial development of the ACW Site and provide an adequate buffer in the form of a park/open space to the residential development to the south.

The local stakeholders soundly rejected concepts that moved the commercial development towards the residential area, such as Concept 6. On the other hand, concepts that used the entire Site as a park or open space had a low probability of implementation due to concern about the cost of developing and maintaining such areas.

In general, the stakeholders tended to focus on those concepts that had a mixture of both commercial development and open space. Concept 10 provides a balance acceptable to the stakeholders.

TABLE 6-1
List of Alternatives

Concept	Community Support	Regulatory Support	Local Government Support	Feasibility
Concept 1 Small Retail/Pedestrian Plaza	Opposition to commercial development on site, too little open space/park	No objections	No objections	Low -To support neighborhood commerce, traffic must be increased in front of the stores. This can be accomplished by opening Gimble Street and making Main Street one-way westbound and Gimble Street one-way eastbound.
Concept 2 Neighborhood/ Regional Interpretive Park and Arboretum	Soft support	Object to wetlands in southwest corner and location of stormwater pond	Concerns as to long term costs	Low -This concept does not achieve the balance between open space and commercial development of the Site that is desired by the City.
Concept 3 Wetlands/Interpretive Park	Minimal support	Object to water body above cap REJECTED	Minimal support	None-To address the regulatory agencies' objections to the water body over the cap would required significant additional costs. The higher costs and minimal support make this concept infeasible.
Concept 4 Passive Park/Greenspace	General support	Concerns about the location of the stormwater pond	Concerns as to long term costs	Low -This concept does not achieve the balance between open space and commercial development of the Site desired by the City.
Concept 5 Multi-use Retail/Town Center/Office	General Support	No Objections. Concern on design of water features	Concerns as to long term costs	Low -This concept does not achieve the balance between open space and commercial development of the Site that is desired by the City. Questions as to how to pay for a public building like a library.
Concept 6 Restoration Design District	REJECTED	No Objections	Concern about the relocation of the lumber yard and impact to the neighborhood	None -The very strong local opposition to the relocation of Wickes Lumber adjacent to the Sanders Beach Neighborhood makes this concept infeasible.
Concept 7 Multi-use Passive Park/Public Building/ Commercial	Soft support	No Objections	No Objections	Medium -This concept begins to achieve the balance between open space and commercial development of the Site that is desired by the City. Questions as to how to pay for a public building like a library.
Concept 8 Open Space/Driving Range	Strong support	No Objections	Concern about economic viability	Low -This concept does not achieve the balance between open space and commercial development of the Site that is desired by the City.
Concept 9 Open Space/Driving Range with Design District to the North	Soft Support	No Objections	Concern about economic viability	Low -This concept does not achieve the balance between open space and commercial development of the Site desired by the City. Questions as to the economic feasibility of a driving range or other pay -to -use activity.
Concept 10 Passive Park/Limited Commercial	Consensus	No Objections	No Objections	High -The destination retail, properly marketed and designed can be economically successful. The proposed uses of the Site are compatible with the neighborhood and the Site.

7.0 Recommended Reuse Alternative

Through the public involvement process, a series of alternative conceptual plans were developed. The first set (Concepts 1 through 6) was developed based on the input of the public at the first public meeting. Each of the next four concepts, in turn, was a refinement of previous concepts adding features that the community wanted or deleting those they did not want. The final concept represents an opportunity to meet the most of the original objectives identified by the public and to provide for the redevelopment of the surrounding area.

7.1 Conceptual Design

The recommended conceptual reuse plan represents a compromise between the desire by the community for open space and the desire to establish a commercially viable use of the property. **Figure 7-1** presents the conceptual plan in map view. The conceptual plan will consist primarily of a passive park with a walking path and decorative retention pond. Commercial buildings will be constructed along the south side of Gimble Street facing north. The buildings will be no deeper than 70 feet from the Gimble Street right of way. A parking lot will be constructed on the western portion of the ACW Site where the current wellfield exists to provide parking for park visitors as well as visitors of the commercial space. An educational resource building is also planned for the ACW Site. The following is a point by point description of the recommended conceptual reuse plan.

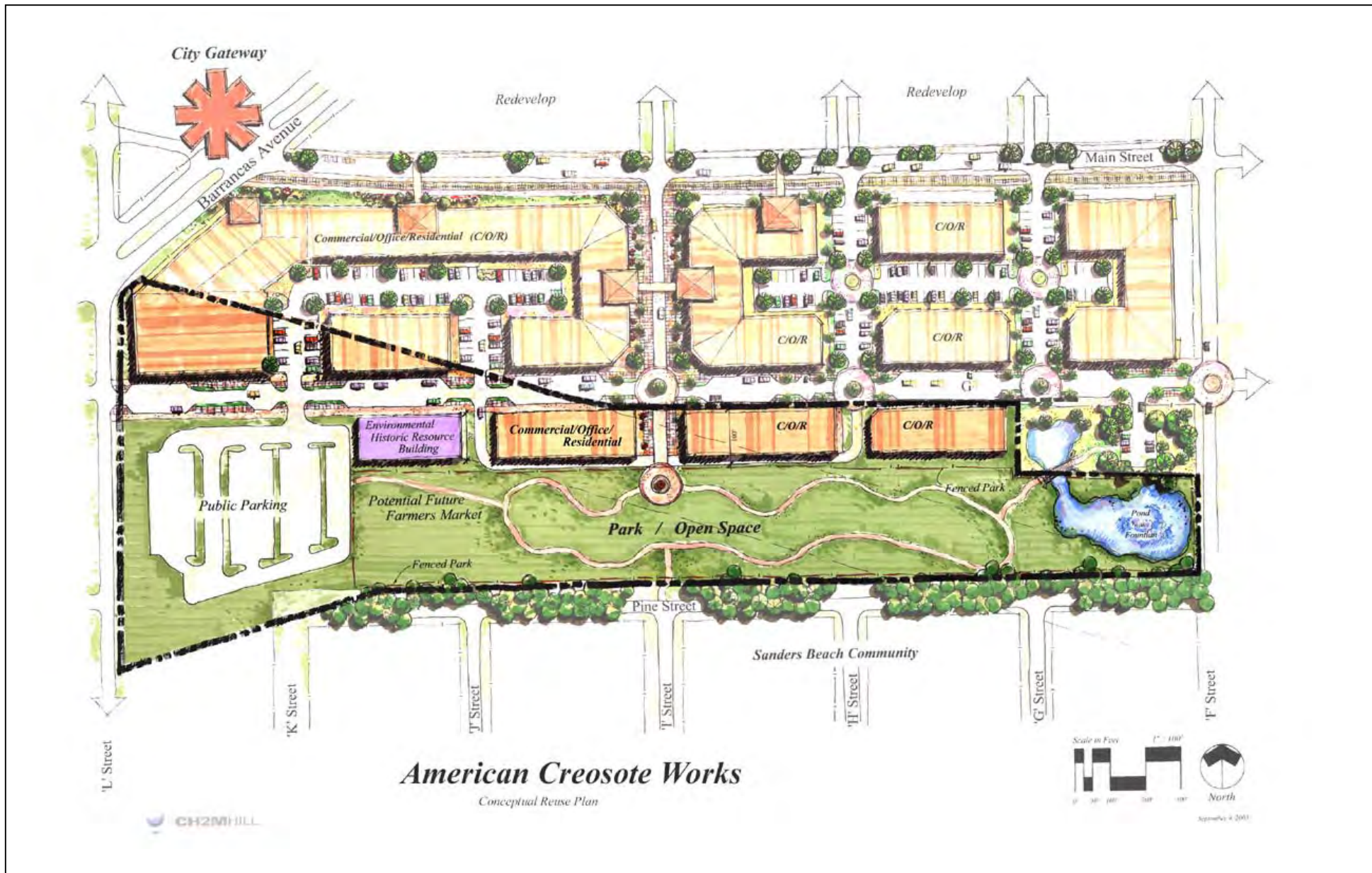


FIGURE 7-1. CONCEPTUAL REUSE PLAN

7.1.1 Passive Park

An open space/park facility will be developed on the ACW Site in the area generally located north of the Pine Street right of way, west of the "K" Street right of way, east of "F" Street and south of the retail/office/service buildings on the south side of Gimble Street. A decorative fence will enclose the park facility and gateways will be developed at key entry points. **Figure 7-2** presents the park location. **Figure 7-3** presents a conceptual view of the western entrance into the park.

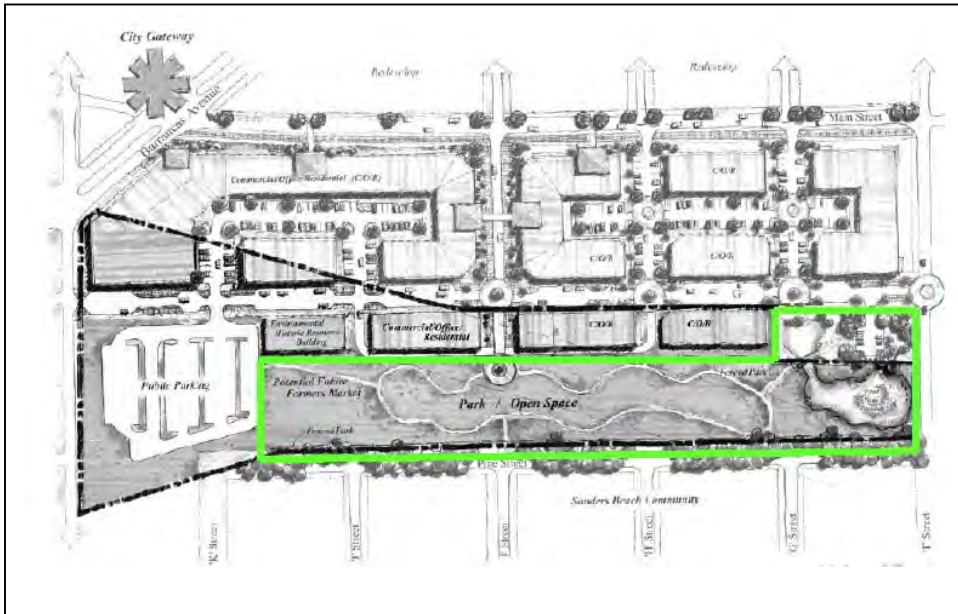


FIGURE 7-2. PASSIVE PARK LOCATION



PASSIVE PARK

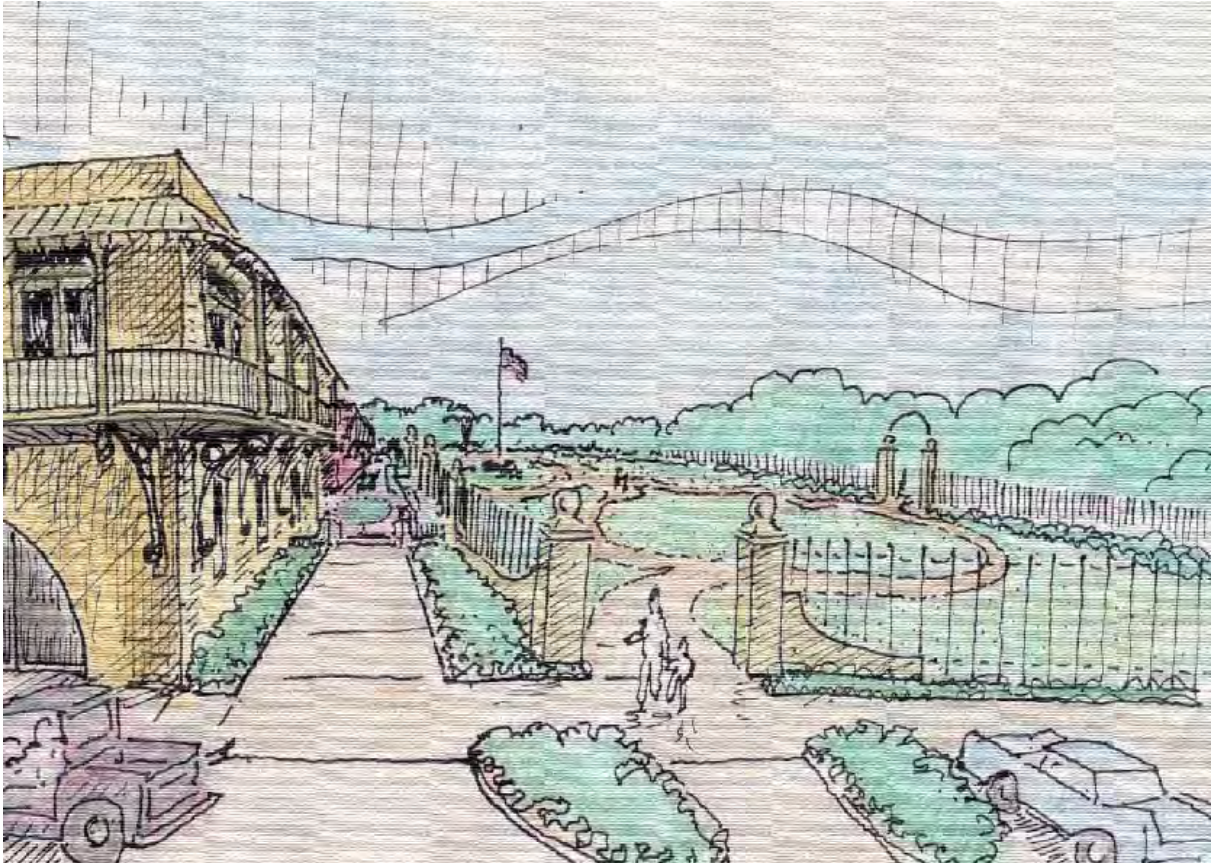


FIGURE 7-3. WEST PARK ENTRANCE

A walking trail will be developed in the park and other facilities suitable for passive recreation may be developed. The sidewalk may include decorative design features to enhance the appearance and provided uniformity throughout the area.



WALKING TRAIL

Facilities for a periodic farmers' market may be developed on the western side of the park facility.



FARMER'S MARKET

7.1.2 Pine Street

Pine Street is to be improved but not opened to through traffic. Street improvements would be made in the right-of way where necessary to provide local access to properties fronting on Pine Street. Portions of the Pine Street right-of-way may be incorporated into the open space/park facility located on the ACW Site. **Figure 7-4** presents the Pine Street location. **Figure 7-5** presents a conceptual view of the southern park entrance from Pine Street.

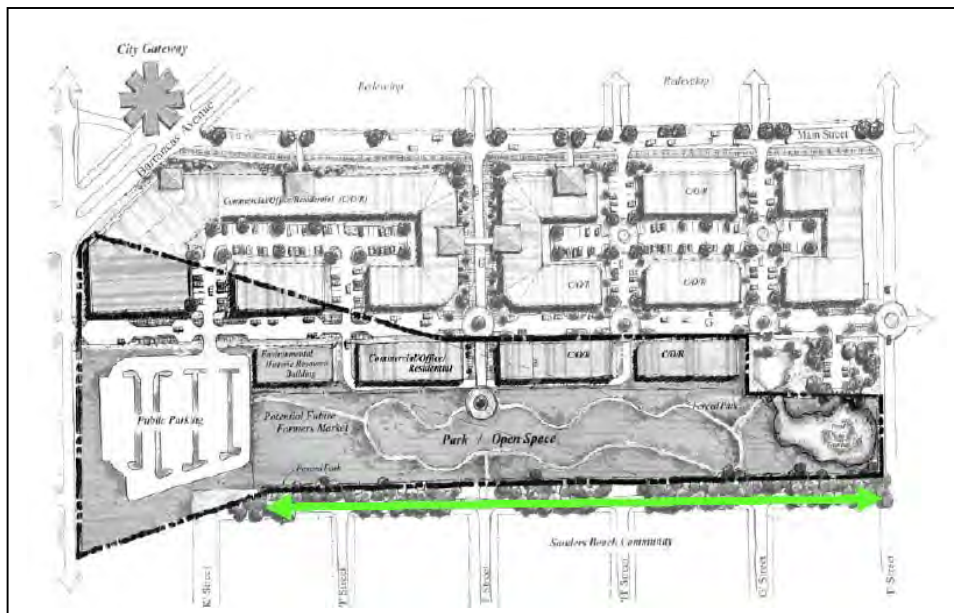


FIGURE 7-4. PINE STREET LOCATION



FIGURE 7-5. SOUTHERN PARK ENTRY FROM PINE STREET



DECORATIVE FENCE AND ARCHWAY

7.1.3 Gimble Street

Gimble Street is to be reconstructed from Barrancas Avenue to “F” Street. Road construction will be in a manner that inhibits speeding and does not result in creating “cut through” traffic. **Figure 7-6** presents the location of Gimble Street. The street will contain, at a minimum, a roundabout feature at “I” Street and a smaller roundabout feature at “F” Street.

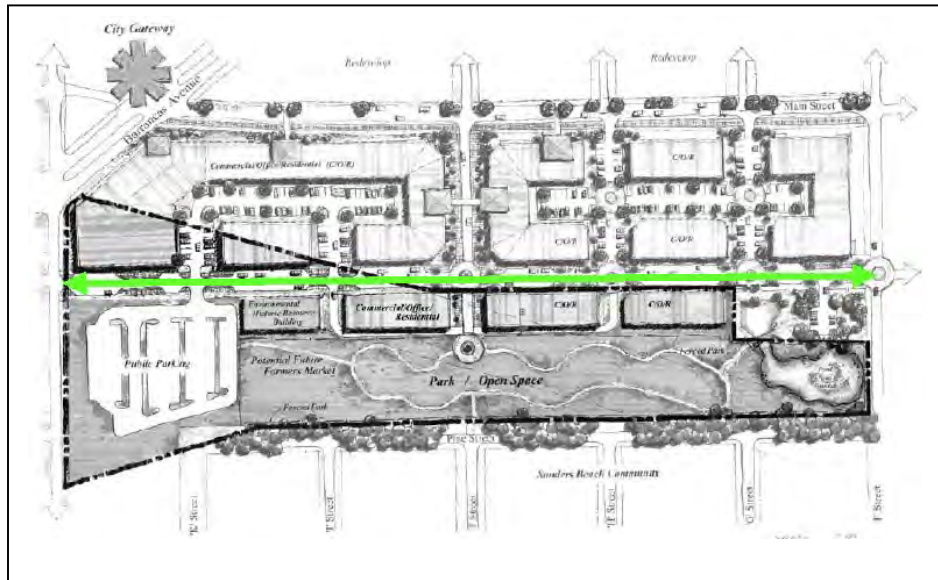


FIGURE 7-6. GIMBLE STREET LOCATION

The roadway will be developed to include sidewalks and on-street parking with parking bays parallel to the street and landscape areas (similar to Palafox Street and Belmont/DeVilliers). Streetscape will be landscaped and include streetlights. Underground utilities will be encouraged. **Figure 7-7** presents a conceptual view of how Gimble Street might appear looking towards the west.

Buildings north of Gimble Street that do not front on Main Street will be a maximum of three stories. Buildings north of Gimble Street will include office, retail, service and residential buildings to be designed in a scale consistent with the neighborhood and traditional neighborhood development principals.



ROUNDBOUT FEATURE



SIDEWALK IMPROVEMENTS



FIGURE 7-7. GIMBLE STREET LOOKING WEST

Development on the south side of Gimble Street on the ACW Site will consist of local retail/office/service buildings to be designed in a scale consistent with the neighborhood and traditional neighborhood development principals. Buildings on the south side of Gimble Street will not exceed two stories in height and will not encroach more than 100 feet into the ACW property. A building setback of 30 feet from the rear property line will be required to provide rear access to the buildings for loading/unloading and access/parking. Second floor residential may be permitted.



THREE-STORY BUILDING STYLE



TWO-STORY BUILDING STYLE

Front setbacks will be at the right-of-way line to create a sense of place and human scale/character along Gimble Street. Parking will provided on-street and in shared parking lots rather than in “suburban style” on-site parking lots. Balconies and canopies over the sidewalks will be required.

7.1.4 Main Street

Main Street will be reconstructed in a design suitable for the western gateway to the City and for Main Street, Pensacola. **Figure 7-8** presents the location of Main Street. A gateway entrance landmark will be created at Barrancas Avenue and Main Street. The streetscape will include sidewalks, landscaping, streetlights, on-street parking crosswalks and similar enhancements. Underground utilities will be required.

Buildings along Main Street will not exceed four stories. Front setbacks will be at the right-of-way line to create a sense of place and human scale/character along Main Street. Parking will be provided

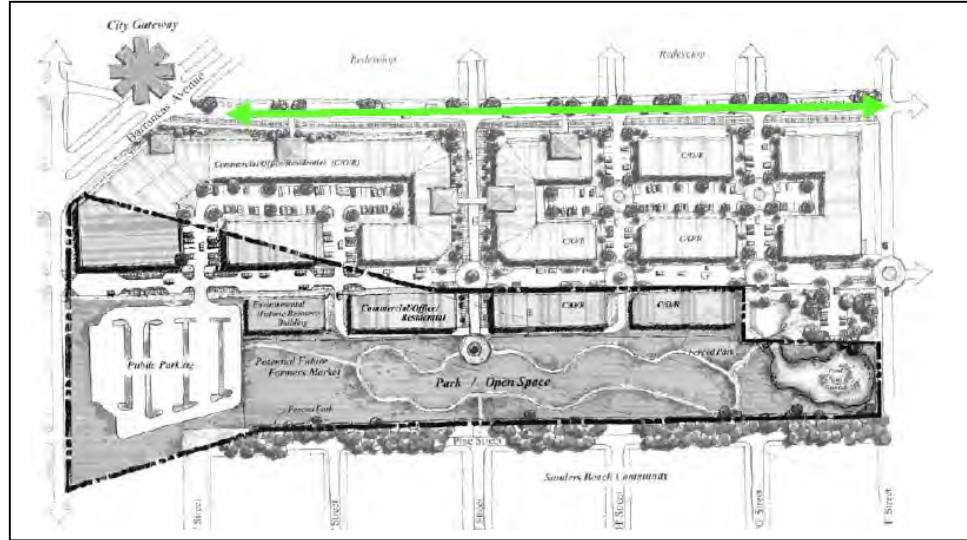


FIGURE 7-8. MAIN STREET LOCATION

on-street and in shared parking lots rather than in “suburban style” on-site parking lots. Balconies and canopies over the sidewalks will be permitted. **Figure 7-9** presents a conceptual view of how Main Street is proposed for redevelopment. The commercial land uses may be of a nature to attract a regional and community-wide market but will not include “Big Box” retail. A retail theme such as the “renovation district” may be developed to attract businesses of a similar type and to market the area to the region. Building design and architecture will be in a scale that is consistent with traditional neighborhood development principals.

The development of Main Street as shown in the conceptual designs assumes the lumber yard has moved to a more desirable location for industry-type businesses. Main Street development may be conducted in phases to encourage the industrial/manufacturing businesses to relocate and allow for more pedestrian-friendly commercial properties.



FOUR-STORY BUILDING STYLE



FIGURE 7-9. MAIN STREET LOOKING EAST

7.1.5 Side Streets

Several side streets including "L", "I" and "F" Streets will be reconstructed with a design similar to Main Street and Gimble Street. Underground utilities will be required. **Figure 7-10** presents the side street locations. The principal gateway into the park facility will be located south of the roundabout at "I" Street at the intersection with Gimble Street. The area will include a secure access that can be locked at park closing time. A decorative fence and arch entrance gateway will be included at this location. The sidewalk from Gimble Street will extend into the park through the gateway at this location and connect to the park's walking trail. **Figure 7-11** presents a conceptual view of "I" Street looking south towards the park.



FIGURE 7-10. SIDE STREET LOCATIONS

The area will include a secure access that can be locked at park closing time. A decorative fence and arch entrance gateway will be included at this location. The sidewalk from Gimble Street will extend into the park through the gateway at this location and connect to the park's walking trail. **Figure 7-11** presents a conceptual view of "I" Street looking south towards the park.

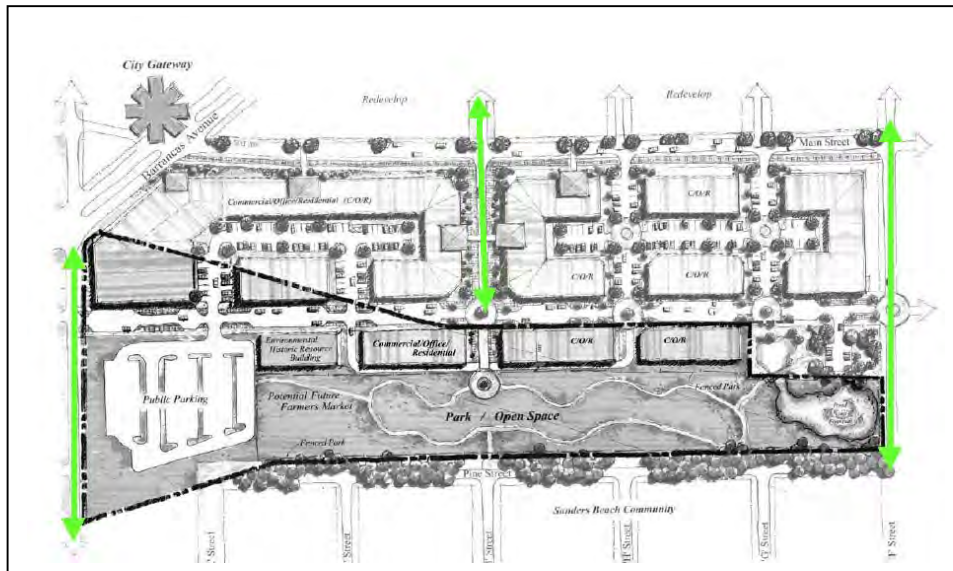


FIGURE 7-11. "I" STREET LOOKING SOUTH

7.1.6 Educational Resource Building

An educational/historical resource building will be developed on the south side of Gimble Street. **Figure 7-12** presents the proposed location of the educational resource building. The facility will include educational exhibits about the history of the ACW Site as well as the Superfund Program, site remediation efforts and other environmental issues. The facility will also

include public restrooms and a snack shop. A small arboretum may be developed and could include the sale of plant seedlings. EPA is excited about this opportunity to educate the public on the Superfund Program and has commented there may be some available funding to construct and operate this resource building.

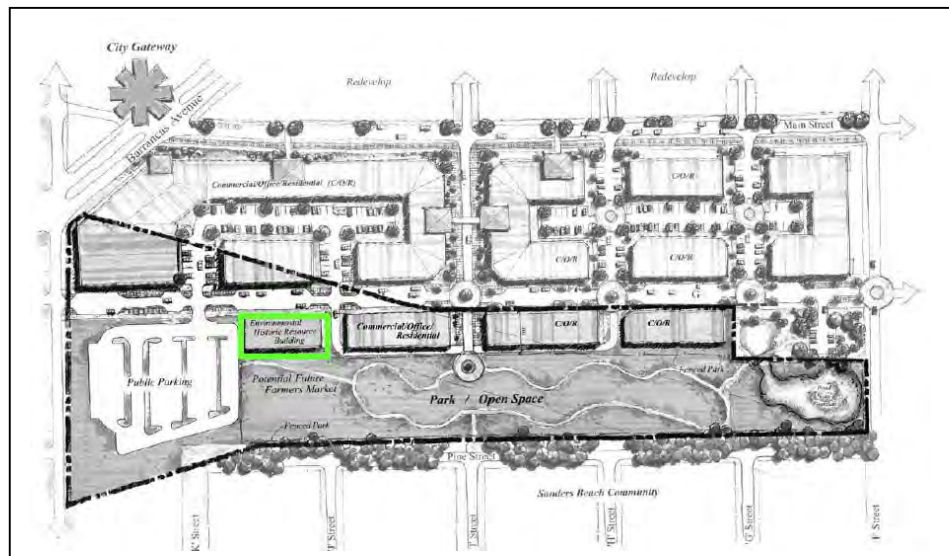


FIGURE 7-12. EDUCATIONAL RESOURCE BUILDING LOCATION

7.1.7 Wellfield/Parking Lot

A parking area will be provided on the western end of the ACW Site in the area generally between the "L" Street right-of-way and the "K" Street right-of-way. **Figure 7-13** presents the location of the wellfield/parking lot. This area will also include facilities for the EPA to

continually access their wells. The parking lot will be accessed from “L” Street. An entrance into the park will be constructed from the parking lot. This parking lot will serve as the parking area for the nearby retail/office/service facilities as well as the resource building, park and periodic farmers’ market.

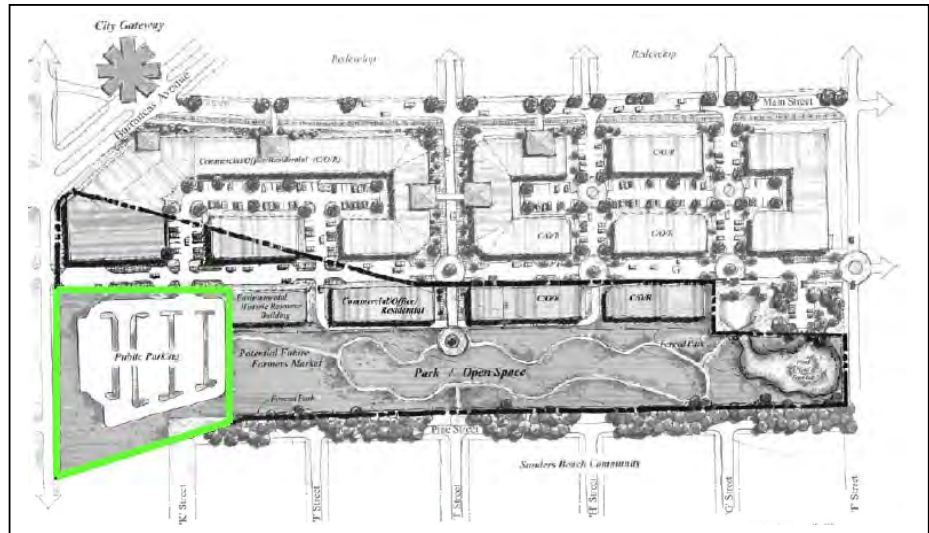


FIGURE 7-13. WELLFIELD/PARKING LOT LOCATION

7.1.8 Stormwater Retention Pond

A stormwater retention pond will be developed on the eastern end of the ACW Site (Figure 7-14). The pond may be designed to incorporate the existing pond to the north and will be permanently wet and be of a natural appearance. A fountain may be included as well as a walking bridge over the pond to connect to the walking trail in the park. Properties located at the southwest intersection of Gimble Street and “F” Street could be acquired and developed as a small parking facility for park access. Significant trees located on these properties will be preserved wherever possible.

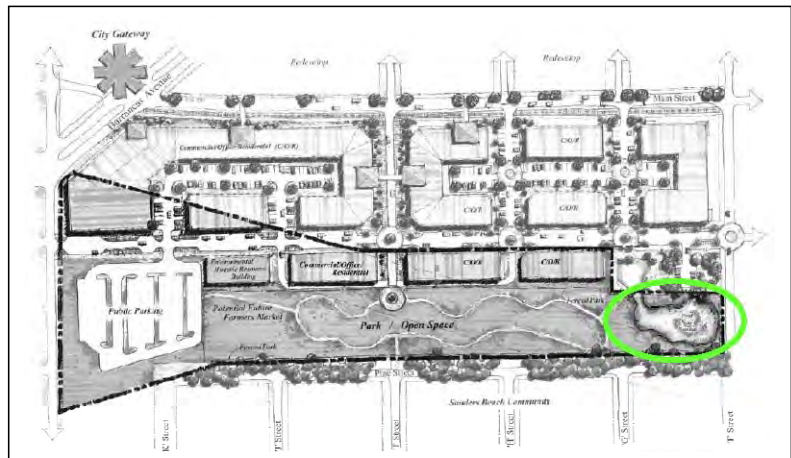


FIGURE 7-14. STORMWATER RETENTION POND LOCATION



RETENTION POND



FOOTBRIDGE

7.2 Implementation

Once the conceptual reuse plan has been endorsed by all stakeholders and receives City Council approval, the concept must be implemented in to the City's overall comprehensive plan. Implementation strategies are provided in the following sections.

7.2.1 Site Master Plan to Support Timely Development Integrated with Cleanup

The implementation of the recommended conceptual reuse plan can be phased and does support the timely development of the Site with the proposed cleanup activities. The park/open space feature on the southern two-thirds of the property can be started with the implementation of the cleanup. The development of the commercial areas on the northern one-third can be completed at a later date. At this time, the cleanup can proceed with the proper compaction and drainage design to handle such development in the future.

7.2.2 Compatibility with Community and Stakeholder Objectives

The recommended conceptual plan is compatible with the community and stakeholders' objectives. The conceptual plan provides for a balance between the commercial development of the Site while providing for a buffer between the commercial development and the residential development to the south.

7.2.3 Recommended Comprehensive Plan Amendments

To successfully implement the recommended conceptual reuse plan, a series of comprehensive plan amendments are recommended. The Future Land Use Map should be amended to eliminate the industrial land use designation of the Site. It is recommended that the Site be designated as commercial. If the City acquires the property, the open space/park portion should be designated as conservation. In the surrounding area, most of the industrial land use designation should be changed to commercial. Future land use and zoning amendment procedures are included in **Appendix B**.

7.2.4 Recommended Zoning Amendments

It is recommended that a Western Gateway Redevelopment (WGR) District zoning classification be created and applied to the area generally from Barrancas Avenue on the west to "A" Street on the east, Gimble Street on the south to Government Street on the north (**Figure 7-15**). The entire ACW Site should be initially included in the rezoning to the WGR District classification. The Redevelopment District classification will be similar to the City's existing Waterfront Redevelopment District and will include a list of permitted uses that are of a character suitable to the classification as well as building and site development design requirements. Design requirements will include regulations to promote redevelopment of the district in a character and scale that is consistent with traditional neighborhood development principals. A site plan review and approval process will be established to assure compliance with the design requirements of the district.

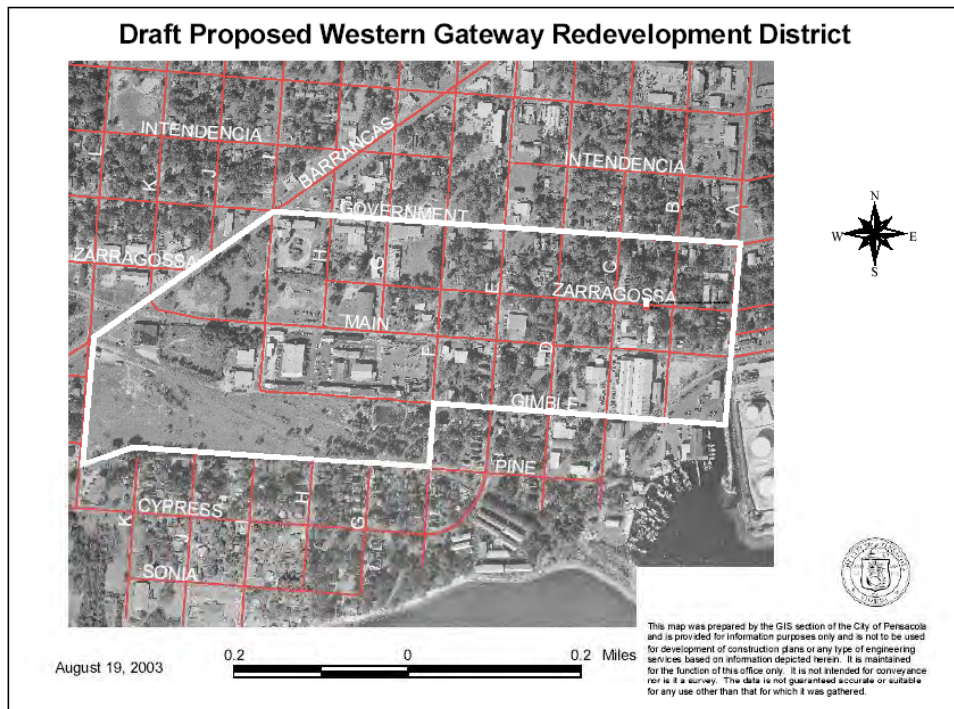


FIGURE 7-15. DRAFT PROPOSED WESTERN GATEWAY REDEVELOPMENT DISTRICT

Upon City ownership of the ACW Site, the area of the Site designated for the open space/park facility will be rezoned to Conservation District to assure the continued public open space/park use of this property. The industrially zoned properties surrounding the Site should be changed to the appropriate commercial zoning classification or the Western Gateway Redevelopment classification.

7.2.5 Deed Restrictions

The use of the southern two-thirds of the ACW Site should be restricted to public open space/park. Incorporate any institutional controls mandated by the contaminated media left on the Site (i.e., soil and groundwater restrictions).

7.2.6 Create a Community Redevelopment Area

Under Florida law (Chapter 163, Part III), local governments are able to designate areas as Community Redevelopment Areas (CRAs) when certain conditions exist. Since all the monies used in financing CRA activities are locally generated, CRAs are not overseen by the state, but redevelopment plans must be consistent with local government comprehensive plans. Examples of conditions that can support the creation of a CRA include, but are not limited to: the presence of substandard or inadequate structures, a shortage of affordable housing, inadequate infrastructure, insufficient roadways, and inadequate parking. To document that the required conditions exist, the local government must survey the proposed redevelopment area and prepare a Finding of Necessity. If the Finding of

Necessity determines that the required conditions exist, the local government may create a CRA to provide the tools needed to foster and support redevelopment of the targeted area.

The Community Redevelopment Agency is responsible for developing and implementing the Community Redevelopment Plan that addresses the unique needs of the targeted area. The plan includes the overall goals for redevelopment in the area, as well as identifying the types of projects planned for the area. Examples of traditional projects include: streetscapes and roadway improvements, building renovations, new building construction, flood control initiatives, water and sewer improvements, parking lots and garages, neighborhood parks, sidewalks and street tree plantings. The plan can also include redevelopment incentives such as grants and loans for such things as façade improvements, sprinkler system upgrades, signs, and structural improvements. The redevelopment plan is a living document that can be updated to meet the changing needs within the CRA; however, the boundaries of the area cannot be changed without starting the process from the beginning.

Downtown Pensacola's redevelopment is guided by the City's Community Redevelopment Agency which is comprised of the 10 City Council members and a citizenry determined to revitalize the historic waterfront city. Created in 1980, the Community Redevelopment Agency funds public infrastructure to foster private investment in new development and renovation. It is recommended that the City designate the general area north of the ACW Site as a CRA and that a tax increment-financing (TIF) district be established to fund infrastructure and redevelopment related improvements. The TIF district would include the entire ACW Site and those properties north of Gimble Street to Government, between Barrancas Avenue and "A" Street.

Several steps will have to be accomplished before the CRA becomes reality. These steps are briefly outlined below.

- Adopt the Finding of Necessity. This will formally identify the blight conditions within the targeted area and establish the area boundary.
- Develop and adopt the Community Redevelopment Plan. The plan addresses the unique needs of the targeted area and includes the overall goals for redevelopment in the area, as well as identifying specific projects.
- Create a Redevelopment Trust Fund. Establishment of the Trust Fund enables the Community Redevelopment Agency to direct the increase in real property tax revenues back into the targeted area.

7.2.7 Brownfields Designation

EPA defines brownfield as "real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant". The remediation and redevelopment of brownfields is a key strategy in the City's overall redevelopment goals. Because brownfields present difficult challenges for redevelopment, many communities offer incentives to encourage private investment to return these underutilized sites to productive use. In 1997, the Florida Legislature established the Brownfield Rehabilitation Program that offers a number of economic and regulatory incentives for cleanup and redevelopment of sites that are officially designated as brownfields. In order for a site to become officially designated as a

brownfield, the local government entity must adopt a resolution declaring the site a brownfield. Additionally, certain public notice and public input requirements must be fulfilled in accordance with the Florida Brownfields Redevelopment Act.

The brownfield designation process generally takes months to complete. In many cases, real estate deals are time sensitive transactions and cannot accommodate the time necessary to navigate through the brownfields designation process. Consequently, many potential redevelopers of brownfield properties develop on greenspace (undeveloped land) to avoid delays in their project. To avoid these delays, many communities proactively designate their older commercial/industrial areas as brownfields, rather than waiting until a property owner makes a specific request for designation. It is recommended that the City designate appropriate properties within the ACW study area as "Brownfield Areas" that may be eligible for incentives to help spur development in the area.

7.2.8 Restoration Design District

There is a strong interest in the community to see the establishment of small neighborhood retail within the ACW Site and the surrounding area. One way to accomplish this is to create a destination commercial area. This could be accomplished by locating one or more "Big Box" type of establishments in the area. Such projects are businesses that people drive to, thus a destination commercial establishment. However, the community is strongly opposed to any "Big Box" construction.

Another way to accomplish this goal is to co-locate small specialty businesses that draw people from a wide geographic area. This group of businesses then becomes the destination commercial area. This destination area can then support the small neighborhood retail shops desired by the community (such as cafés, etc.).

7.2.8.1 Concept

The City of Pensacola has a very long history. There has been and is ongoing restoration of old buildings and the construction of new buildings that have historical features. The restoration and preservation of historical buildings, the redecoration of older structures, and the construction of theme buildings is a large business in Pensacola.

The co-location of professionals, businesses, and trades specializing in these services would complement that business and would create the destination commercial area needed for the success of the redevelopment of the ACW Site and the surrounding neighborhood. The proposed name for such an area is the "Pensacola Restoration Design District."

It is important to think big on the impact of such an area. The market for these businesses could stretch west to Mobile, north into southern Alabama and southwest Georgia, and east to Tallahassee.

7.2.8.2 Description

The Pensacola Restoration Design District would be initially located along Main and Gimble Streets between "F" Street and Barrancas. It could grow west toward Pace Boulevard and north. Distinctive Kitchens and Wickes Lumber would be the seeds to the development of this area. Additional retail/office space would be located along Main and Gimble Streets.

These streets would be designed with on-street parking. Additional off-street parking would be provided behind the buildings and in public parking lots.

The intention is to attract professional, specialty trades and retail businesses to the area to create a destination commercial area. As a result, a variety of jobs with different skill levels and pay levels would be created. The local schools could become involved to develop an educational program to teach the necessary trades and skills needed by the businesses of the area.

A key landmark would be established on Barrancas Avenue to identify the area as the Pensacola Restoration Design District. The redevelopment of the area would be designed to encourage pedestrian activities in the area.

Examples of other design districts throughout the country are presented in **Table 7-1**.

TABLE 7-1
Examples of Design Districts

<p>Miami, Florida Population 362,470</p>	<p>The Miami Design District is an 18 block “Community of Design” located in Miami, Florida. The district is located just north of downtown Miami between North Miami Avenue and Northeast 2nd Avenue and 38th Street and 42nd Street. This area is becoming the home of interior designers, architects, home furnishing, art galleries, and furniture and design showrooms. It is open to the public Monday through Saturday. The development plan for the District is based on a pedestrian-friendly community. More information can be obtained from the website at (http://www.designmiami.com).</p>
<p>Key West, Florida Population 25,478</p>	<p>The Flagler Street Design District includes a wide variety of stores that sell everything from plumbing fixtures to wallpaper to furniture. They sell upscale products to people who are building new structures or redecorating old ones. More information can be obtained from the website at (http://www.upperkeysreporter.com/special1/specialcontent/special1.htm).</p>
<p>Memphis, Tennessee Population 650,100</p>	<p>The Memphis Antique & Design District is located between Central Gardens and Chickasaw Gardens. It is home to shops, showrooms, and studios, which feature antiques, decorative arts, interior design, artisan’s wares, decorative appointments, and furnishings. Products include furniture, accessories, art, oriental rugs, gifts, fabric, ceramic tiles, stained glass, architectural elements, jewelry, silver, and much, much more. More information can be obtained from the website at (http://www.memphisantiquedistrict.com).</p>
<p>Atlanta, Georgia Population 416,474</p>	<p>Miami Circle Design District is located off Piedmont Road just north of the Lindbergh MARTA station. The District has grown to more than 70 shops since its beginning in the 1970s. More information can be obtained from the website at (http://www.buckhead.net/miamicircle/).</p>
<p>Savannah, Georgia Population 131,510</p>	<p>Starland Design District is located south of the Savannah historical district encompassing some forty blocks of midtown Savannah. The District was started in 1998 and is an Urban Renewal and Neighborhood Revitalization project. It is centered on the old Starland Dairy property and includes the surrounding commercial and residential neighborhood. The purpose of the District is to serve as a focal point where artists, designers, craftspeople, clients and neighbors can work, live, and discover one another. Sixteen businesses are currently located in the District. More information can be obtained from the website at (http://www.starlandsavannah.com/).</p>
<p>Dallas, Texas Population 1,188,580</p>	<p>The Dallas Design District is located in the old Trinity Industrial District just west of downtown Dallas. The area has a multiple use zoning that allows retail, residential and research. It is adjacent to the Trinity Antique District. Historically, the showrooms have been closed to the public. These days, several showrooms openly court the public, and Slocum Street has attracted about 30 antique dealers. Many showrooms stay open until 6 p.m. weekdays and they are open Saturdays.</p>

TABLE 7-1 (CONTINUED)
Examples of Design Districts

<p>Solana Beach, California Population 12,979</p>	<p>The City of Solana Beach designated the Cedros Design District in 1995. Originally a dusty farm road, in the 1940s Quonset huts were constructed to house the Bill Jack Scientific Instrument Company. When the company went out of business in the 1970s, the huts were converted to other uses such as artist's lofts, woodworking studios and offices. Today, there are 85 specialty retail establishments including interior designers, architects, art galleries, custom-home furnishing outlets, antiques and collectible malls and chic clothing and jewelry shops. More information can be obtained from the website at (http://www.cedrosdesigndistrict.com/).</p>
<p>San Francisco, California Population 776,733</p>	<p>The San Francisco Design Center is celebrating its 30th anniversary and is a major destination center for design products on the west coast. This center is a collection of showrooms with offerings from floor coverings, to furniture, fabric, and wall coverings. These showrooms carry products from over 2,000 manufactures. More information can be obtained from the website at (http://www.sfdesigncenter.com/).</p>
<p>Seattle, Washington Population 563,374</p>	<p>Seattle Design Center was established in the early 1970's. It is the regional center for interior designers, fine furniture manufactures, and home furnishings for the Pacific Northwest. It has more than 60 showrooms and 360,000 square feet. The Design Center has been instrumental in establishing the Seattle Design District. Home to metal fabricators, textile manufactures, tile and granite suppliers, as well as numerous small businesses. More information can be obtained from the website at (http://www.seattledesigncenter.com/).</p>

7.2.9 Park Improvements/Structures/Sidewalks/parking

The recreation and open space improvements on the ACW site would be of a passive park type of design. For example, the landscaping would include grass and shrubs. Large trees would not be allowed due to the cap on the property. A sidewalk loop through the property and connecting access points at the four quadrants is contemplated. Benches and trash receptacles will also be provided.

A gateway entrance would be provided on the north side at I Street. This gateway is envisioned as a large gated structure that would create a grand entrance to the park. On the Gimble Street right-of-way large trees would be planted to enhance the entrance. Three additional entrances to the park are proposed, but they would be of a simple gated design. It is also recommended that a fence enclose the Park. A fence that looks like wrought iron has been proposed by the community.

A stormwater management pond is proposed at the east end of the property. This facility would be part of the remediation plan for the site. Between this pond and the existing pond for Wickes Lumber a small footbridge is proposed. If the ponds are connected, this bridge would provide access to the park. If the ponds are not connected, the bridge would provide an illusion of a larger pond.

On the west end of the property a parking lot is proposed. This lot would be designed to provide access to the wells that are located in this area. Trenches would be provided to locate the collection system piping. The pipes would be located in the trenches. The trenches could be graveled packed or have a metal grate covering to provide access to the piping.

7.2.10 Infrastructure Improvements/Streets

The Site is surrounded by water and sewer infrastructure. Water and sewer improvements should be designed at this time to determine if improvements are required in the Gimble Street right-of-way found on the ACW Site. With these facilities located in the Gimble Street right-of-way, the future commercial development can connect to those facilities. No other on-site improvements to those systems are contemplated at this time.

Drainage and stormwater management is the major infrastructure improvement needed on Site as well as off-site. The current ROD provides for the drainage of the Site to flow to the northern property line and then to the east to a retention pond located at the eastern end of the Site. With the location of the commercial development along the northern edge, the drainage patterns will have to be reconsidered. The stormwater collection system should be located at least 100 feet south of the Gimble Street right-of-way.

With the recommendation of additional commercial development in the vicinity of the ACW Site, stormwater management will become an important issue throughout the area. A master stormwater management plan for the study area should be developed as soon as possible to identify required land acquisitions and opportunities to combine facilities to save money.

In addition, "I" Street is currently an unimproved right-of-way between Main Street and Gimble Street. It provides access to two business located on the west side of the Road. "I" Street should be improved to provide better access to the adjacent properties and to provide a gateway entrance to the recreation and open space improvements on the ACW site. It is envisioned that "I" Street improvements would include a paved two-lane road, on-street parking, and wide sidewalks. Streetscape and traffic calming design would be incorporated into the overall plan of the right-of-way.

7.2.11 Acquiring Property in the Area

As the area redevelops, stormwater management and parking issues will develop. It may be necessary for the City (or the CRA) to acquire some additional land to promote the redevelopment of the area. For example, rather than having a series of small retention/detention ponds on each parcel, one regional retention/detention pond is more efficient and cost effective. The City could acquire a parcel of land to locate such a facility.

Another example is the need for parking in the area. Due to the way the property was historically subdivided, there are numerous small parcels of land. While the plan recommends on-street parking additional off-street parking will be required. As part of the overall plan for the area, the City may provide one or more parking lots for the area.

A third example, is the issue of brownfields. These sites could be acquired and used for the above describe parking facilities. Or they could be acquired for lease or to be combined with other smaller parcels to create a developable parcel.

One issue that often is raised when land acquisition is discussed for these purposes is why should public money be used to solve private property problems. If a TIF method is used to acquire property for these purposes, the property owner, through his taxes, is paying for these improvements. Another method would be through a special assessment requiring the properties that benefit from the improvements to pay for those improvements. A third

method could be a fee such as a stormwater utility fee where the beneficiary pays for the improvements.

7.2.12 City of Pensacola Capital Improvements Budget

Money for the improvements to Main Street, Gimble Street and Pine Street, and stormwater management improvements should be included in the City of Pensacola Capital Improvements Budget.

7.2.13 Economic Development Incentives

Economic Development incentives such as offered by the Enterprise Zone and the Commercial Façade Program will be offered to attract businesses to the area.

7.2.14.1 Enterprise Zone

An Enterprise Zone is a specific geographic area targeted for economic revitalizing. Enterprise Zones encourage economic growth and investment in distressed areas by offering tax advantages and incentives to businesses locating within the zone boundaries.

The need for incentives and effective tools to overcome the challenges and impediments to business development in the City's older core area led the City, in partnership with the Pensacola Area Chamber of Commerce, to request legislative authorization to apply to the Office of Tourism, Trade and Economic Development to designate an Enterprise Zone within an eligible area of the City. Legislative authorization was granted and approved by the Governor effective May 31, 2002. Creation of the Enterprise Zone was granted by Governor Jeb Bush on January 1, 2003.

The City of Pensacola Enterprise Zone was selected in accordance to physical area and population criteria as set forth in Section 290.0055(4), Florida Statutes, and pervasive poverty and general distress criteria of Section 290.0058(2), Florida Statutes. The Enterprise Zone is comprised of one contiguous area of 5.9 square miles and comprising all or portions of Census Tracts 1, 3, 4, 6, 8, 13, 14.01, 15, 16, 18, 19 and 21, all within the City of Pensacola. The ACW Site is located within Census Tract 3.

The City's mission is to revitalize the Enterprise Zone area by creating an economic and social environment that will induce investment in productive business enterprises, increase jobs and economic opportunities for the residents. Goals for the Enterprise Zone are as follows:

- Enhance the general appearance of the Enterprise Zone
- Create an environment safe for businesses and residents to work and play
- Promote reuse and cleanup of contaminated (real or perceived) sites in the Enterprise Zone
- Improve public infrastructure to support business development and to create an active, vital community
- Enhance housing opportunities in the Enterprise Zone

- Expand and improve access to education and training opportunities for residents of the Enterprise Zone
- Develop, recruit, retain and/or expand businesses that create livable wage jobs in the Enterprise Zone

7.2.14.2 Commercial Façade Program

The Commercial Façade Program provides the use of public funds to leverage private investment for general facade improvements to structures and/or to eliminate slum and blighting influences in the Pensacola Enterprise Zone and within eligible areas of the Community Development Block Grant target area within the city limits of Pensacola. It is intended to enhance the urban framework by encouraging owners of existing buildings to restore or renovate their building storefronts, thereby improving the area's physical characteristics and enhancing the visual quality and attractiveness of the commercial environment. This effort in turn is expected to stimulate occupancy of vacant buildings as small businesses and offices relocate within the targeted areas.

The Façade Program funding of exterior building improvements shall apply to (1) improvements making the property suitable for commercial, office, or mixed-use occupancy; (2) applicants who are owners of the property for which the Façade Program funds are being sought (tenants are not eligible to apply); and (3) Owners of multiple properties within the designated program area may submit an application for improvement of only one property at a time. Additional applications submitted after the initial application has been made, will only be considered if no other first-time applications are submitted and funds are available. First time applicants will have priority over repeat applicants.

Eligible activities are limited to exterior building improvements and the correction of code violations and include:

- Removal of elements which cover original architectural details and design
- Replacement of existing signs with new signage/lighting, if attached to the building
- Addition and/or replacement of awnings/ doors/ windows
- Façade Improvements, such as storefronts, display windows, painting or store exterior lighting, visible roof repairs
- Overall replacement of architectural elements, which have structural problems
- Painting, cleaning, re-pointing mortar joints of masonry
- Repairs or alterations designed to enhance the immediate exterior environment of the property
- Other activities that are limited to the correction of code violations if cited prior to application
- Any item eligible under Community Development Block Grant for this program activity

7.3 Plan Endorsement

Through a series of workshops and presentations to area interest groups, the City has received overwhelming support for the Conceptual Reuse Plan. To date, the Conceptual Reuse Plan has been endorsed by the American Creosote Works Superfund Site Redevelopment Steering Committee, the Sanders Beach Community Association, the Pensacola Area Chamber of Commerce, the Downtown Neighborhood Council, Pensacola Yacht Club as well as the City's Planning Board, Environmental Advisory Board, and Enterprise Advisory Board. Copies of endorsement letters received to date are included in **Appendix E**.

8.0 Funding and Cost

8.1 Opinion of Probable Costs

Table 8-1 presents a summary of probable costs the City may incur to redevelop the streets in the study area as well as the passive park.

TABLE 8-1
Summary of Probable Costs

Item	Assumptions	Probable Costs
Pine Street	1,800 linear feet new road construction, swale drainage, stormwater collected at eastern end of the street at "F" Street, construction cost beyond that point not included due to uncertainty as to the route of discharge, concrete sidewalk, and heavy landscaping. The costs for streetlights, potable water and sewer improvements are not included in this cost estimate.	\$798,000
Gimble Street	2,100 linear feet new road construction, curb and gutter, stormwater collected at eastern end of the street at "F" Street, construction cost beyond that point not included due to uncertainty as to the route of discharge, stamped concrete sidewalk, and landscaping. The costs for streetlights, potable water and sewer improvements are not included in this cost estimate.	\$1,465,000
"I" Street	340 linear feet new road construction, curb and gutter drainage, stormwater collected at Gimble Street and tied into the drainage on Gimble Street, stamped concrete sidewalk, streetscape landscaping. The costs for streetlights, potable water and sewer improvements are not included in this cost estimate.	\$288,750
Park & Open Space	Approximately 12.5 acres of park, 98 parking spaces on asphalt, swale drainage, final grading required for entire Site, 3,400 feet of concrete sidewalk, 20 benches and trash receptacles. Drainage to be provided by clean-up project. Perimeter fence, gateways, stormwater pond, footbridge, and lights. The costs for utilities and irrigation are not included in this cost estimate.	\$1,251,000

8.2 Federal Funding Sources

The following sections present potential funding sources that may be available for the study area and/or the ACW Site.

8.2.1 Transportation Equity Act

U.S. Department of Transportation: Transportation Equity Act for the 21st Century (TEA-21) was enacted June 9, 1998 as Public Law 105-178. TEA-21 authorizes the federal surface transportation programs for highways, highway safety, and transit for the 6-year period of 1998-2003. In 2001, Florida received over \$27 million in grant money. Cost sharing is

generally 80/20. This program will end September 30, 2003. The replacement program has not been approved at this time.

This source might be used to fund the roadway improvements that are included in this Conceptual Reuse Plan.

8.2.2 U.S. Economic Development Administration

U.S. Department of Commerce manages this grant program for the purpose of creating private sector jobs in economically depressed areas. These grants, on average, total \$850,000 per applicant. The grant funds 50 percent of the project. However, the percentage allocated is based on project criteria. This grant is available to cities, counties, states, non-profits and universities. Qualifications require that the unemployment rate must be 1 percent above the national average or that the per capita income be 80 percent or less than the national average in the applicant's area. Grants are available for various projects including water and sewer plants and lines, business incubators, industrial parks and spec buildings. To qualify, projects must be constructed on publicly owned land and be owned and operated by the applicant. Investment must *directly* create private sector jobs.

This source might be used to fund infrastructure improvements and structures that are included in this Reuse Plan.

8.2.3 Urban Park and Recreation Recovery (UPARR) Program

U.S. Department of the Interior/National Park Service (NPS) established the UPARR program to provide federal grants to local governments for the rehabilitation of critically needed recreation areas and facilities, demonstration of innovative approaches to improve park system management and recreation opportunities, and development of improved recreation planning.

Rehabilitation grants are made for close-to-home urban recreation sites that have deteriorated or where the quality of recreation services is impaired. Innovation grants cover the cost of personnel, facilities, equipment, supplies, or services associated with the development of responsive and cost-effective programs, partnerships and other approaches to improved facility design, operations or access to critical recreation services. Planning grants are made to develop Recovery Action Programs (RAP) including assessments of needs and problems, and action plans that address a system's overall priorities for revitalization.

Rehabilitation and Innovation grants are matching capital grants: 70 percent Federal and 30 percent local funds; Planning grants are matching 50 percent federal and 50 percent local funds. This source might be used to fund the park and open space improvements that are included in this Reuse Plan.

8.2.4 Transportation Enhancement Program (TEP)

The TEP is a federal program administered by the Florida Department of Transportation (FDOT). TEP guidance and direction are provided by the FDOT Environmental Management Office, whereas the selection and implementation of most enhancement projects are handled by the FDOT District Offices with input from Metropolitan Planning Organizations or County Commissions.

Funding for transportation enhancement projects is provided by the Federal Highway Administration (FHWA) through the Federal TEA-21. This funding is intended for projects or features that go beyond what has been customarily provided with transportation improvements. This program is for projects that are related to the transportation system, but are beyond what is required through normal mitigation or routinely provided features in transportation improvements. TEP is not a grant program, rather projects are undertaken by project sponsors, and eligible costs are reimbursed. This program will end September 30, 2003. The replacement program has not been approved at this time.

This source might be used to fund the roadway and rails-with-trails improvements that are included in this Reuse Plan.

8.2.5 Urban and Community Forestry Assistance Program

The USDA provides small grants of up to \$10,000 to communities for the purchase of trees to plant along city streets and for greenways and parks. To qualify for this program, a community must pledge to develop a street-tree inventory, a municipal tree ordinance, a tree commission, committee or department, and an urban forestry-management plan. This source might be used to fund the landscape improvements that are included in this Reuse Plan.

8.2.6 Small Business Tree-Planting Program

The Small Business Administration provides small grants of up to \$10,000 to purchase trees for planting along streets and within parks or greenways. Grants are used to develop contracts with local businesses for the plantings. This source might be used to fund the landscape improvements that are included in this Reuse Plan.

8.2.7 Economic Development Grants for Public Works and Development of Facilities

The U. S. Department of Commerce, Economic Development Administration (EDA), provides grants to states, counties and cities designated as redevelopment areas by EDA for public works projects that can include developing trails and greenway facilities. There is a 30 percent local match required, except in severely distressed areas where federal contribution can reach 80 percent. This source might be used to fund the infrastructure improvements that are included in this conceptual reuse plan.

8.2.8 National Recreational Trails Program

Grants are made available to government and non-profit agencies, for amounts ranging from \$5,000 to \$50,000, for the building of a trail or piece of a trail. It is a reimbursement grant program (sponsor must fund 100 percent of the project up front) and requires a 20 percent local match. This is an annual program, with an application deadline at the end of January. The available funds are split such that 30 percent goes towards motorized trails, 30 percent to non-motorized trails, and 40 percent is discretionary for trail construction.

This source might be used to fund the rails-with-trails improvements that are included in this Reuse Plan.

8.2.9 Section 108 Loan Guarantee Program

The Section 108 Loan Guarantee Program offers local governments a source of financing for economic development, large-scale public facility projects, and public infrastructure. The U.S. Department of Housing and Urban Development (HUD) sells bonds on the private market and uses the proceeds to fund Section 108 loans through the state to local governments. The local government may loan the funds (which must be repaid) to third parties to undertake eligible Community Development Block Grant activities (typically economic development) or use the funds for other eligible Community Development Block Grant activities. Community Development Block Grant future allocations are used only as secondary security for the HUD loan to the local government (the loan guarantee).

The Section 108 Loan Guarantee Program is authorized under Section 108 of the Housing and Community Development Act of 1974 (42 U.S.C. 5308) as part of the Community Development Block Grant Program (Community Development Block Grant). In 1997, the Florida Legislature passed changes to the Small Cities Community Development Block Grant Program which now allows up to \$160,000,000 in loans to be guaranteed by the state's Community Development Block Grant allocation for loans made to small cities and counties on behalf of their needs for economic and community development. The Florida Department of Community Affairs (DCA) under the Small Cities Community Development Block Grant Section in the Division of Housing and Community Development administers this program.

This source might be used to fund the infrastructure improvements needed for the economic development of the area.

8.2.10 EPA Brownfields Assessment Grant

Assessment grants provide funding for a grant recipient to inventory, characterize, assess, and conduct planning and community involvement related to brownfield sites. An eligible entity may apply for up to \$200,000 to assess a site contaminated by hazardous substances, pollutants, or contaminants (including hazardous substances co-mingled with petroleum) and up to \$200,000 to address a site contaminated by petroleum. The following apply to this grant:

- Applicants may seek a waiver of the \$200,000 limit and request up to \$350,000 for a site contaminated by hazardous substances, pollutants, or contaminants and up to \$350,000 to assess a site contaminated by petroleum. Such waivers must be based on the anticipated level of hazardous substances, pollutants, or contaminants (including hazardous substances co-mingled with petroleum) at a single site. Total grant fund requests should not exceed a total of \$400,000 unless such a waiver is requested. Due to budget limitations, no entity may apply for more than \$700,000 in assessment funding.
- The performance period for these grants is two years.

The EPA Brownfields Assessment Grant could be used on nearby sites following their designation as a brownfield site. For additional information, reference the EPA's October 2003, *Proposal Guidelines for Brownfields Assessment, Revolving Loan Fund, and Cleanup Grants*.

8.2.11 EPA Brownfield Cleanup Grant

Cleanup grants provide funding for a grant recipient to carry out cleanup activities at brownfield sites. The following apply to this grant:

- An eligible entity may apply for up to \$200,000 per site. Due to budget limitations, no entity should apply for funding cleanup activities at more than five sites. These funds may be used to address sites contaminated by petroleum and hazardous substances, pollutants, or contaminants (including hazardous substances co-mingled with petroleum).
- Cleanup grants require a 20 percent cost share, which may be in the form of a contribution of money, labor, material, or services, and must be for eligible and allowable costs (the match must equal 20 percent of the amount of funding provided by EPA and cannot include administrative costs. A cleanup grant applicant may request a waiver of the 20 percent cost share requirement based on hardship.
- In order to receive a cleanup grant, the applicant must own the property for which they are applying by the time the grant is awarded and no later than September 30, 2004. For the purposes of these guidelines, the term “own” means fee simple title.
- A minimum of a Phase I site assessment must be completed prior to proposal submission.
- The performance period for these grants is two years.

The EPA Brownfield Cleanup Grant could be used on nearby sites following their designation as a brownfield site. For additional information, reference the EPA’s October 2003, *Proposal Guidelines for Brownfields Assessment, Revolving Loan Fund, and Cleanup Grants*.

8.3 State Funding Sources

8.3.1 Enterprise Florida

Enterprise Florida, Inc. is the principal economic development organization for the state of Florida. It is a partnership between Florida’s business community and government leaders, and the organization’s mission is to increase economic opportunities for all Floridians by supporting the creation of quality jobs, a well-trained workforce and globally competitive businesses. It pursues its mission in cooperation with its statewide network of economic development partners.

8.3.1.1 Economic Development Transportation Fund (Road Fund)

In order to provide the necessary transportation infrastructure that will support new and/or expanding companies, the Road Fund has been established. New and/or expanding companies are eligible for up to \$2,000,000 in assistance in grants from Enterprise Florida when a project demands improvements in transportation infrastructure.

Improvements may include, but are not limited to turn lanes, intersection improvements, widening of a roads, and other related transportation needs. A local government is the applicant for the grant and the Florida Department of Transportation must approve the

project. The number of new jobs created by the project determines the dollar amount of the grant awarded.

Job creation criteria may be waived if two of the following five criteria are met:

- Unemployment rate exceeds the state's by three percentage points;
- Project is located in a rural county, an enterprise zone or in a targeted area of a community development corporation;
- Poverty rate exceeds the state's by three percentage points or per capita income level is three percentage points below the state's average;
- Capital investment is greater than \$10 million;
- Project is a recycling project or the local area's comprehensive plan contains an economic development element.

This source might be used to fund the roadway improvements that are included in this Conceptual Reuse Plan.

8.3.1.2 High Impact Performance Incentive Grant (HIPI)

The High Impact Performance Incentive Grant (HIPI) is a negotiated incentive used to attract and grow major high-impact facilities in Florida. The Governor's Office of Tourism, Trade and Economic Development (OTTED) provide HIPI Grants to pre-approved applicants in designated high-impact employment sectors (currently silicon technology and transportation equipment manufacturing). To participate in this program, a company must be in a designated high impact sector; create at least 100 new full-time equivalent jobs, (if a research and development facility, create at least 75 new full-time equivalent jobs), in Florida in a three year period; and make a cumulative investment in the state of at least \$100 million (if a research and development facility, make a cumulative investment of at least \$75 million) in a 3-year period.

This source maybe used to attract high-impact employment sector facilities to the area.

8.3.1.3 Total Project Participation Grant

To actualize real hard cost in the development of a project, the Total Project Participation Grant funds activities including but not limited to:

- Construction
- Land acquisition
- Project management
- Feasibility studies
- Engineering
- Equipment

The grant amount is 25 percent of appropriated funds or \$1,000,000. This source might be used to fund the development costs that are included in this Reuse Plan.

8.3.1.4 Small Bond Program

The Small Bond Program finances smaller projects (up to \$2,000,000). The financing is pooled with other projects within the state allowing projects to share in the cost of the issue. This sharing provides substantial savings to entities wishing to expand using revenue bonds. This source might be used to fund the infrastructure, park, or open space improvements that are included in this conceptual reuse plan.

8.3.2 State Community Development Block Grant

The State Community Development Block Grant Program provides states with annual direct grants which they in turn award to smaller communities and rural areas for use in revitalizing neighborhoods, expanding affordable housing and economic opportunities, and/or improving community facilities and services.

Since 1974, Community Development Block Grant has been the backbone of improvement efforts in many communities, providing a flexible source of annual grant funds for local governments nationwide. Communities can apply Community Development Block Grant funds to a variety of activities that best serve their own particular development priorities, provided that these projects (1) benefit low- and moderate-income families; (2) prevent or eliminate slums or blight; or (3) meet other urgent community development needs.

Under the State Community Development Block Grant program, HUD makes annual grants to states which in turn use the funds to provide grants to smaller communities. Florida administers the Community Development Block Grant program through the Department of Community Affairs (DCA), which for fiscal 2001 had \$32,000,000 available for distribution. DCA awards grants to smaller local governments through an annual competitive application process. The state can prioritize funds for specific activities (e.g., economic development).

The City's Community Development Block Grant program may be a source of funding for some of the recommendations of this conceptual plan.

8.3.3 Florida Communities Trust Land Acquisition Grants, Loans and Matching Grants

The Florida Department of Community Affairs manages these funds to extend incentives to local governments to protect resources identified in their local government comprehensive plans, including the conservation of natural resources. Approximately \$66 million in funds is available with a maximum award of 10 percent of the program's allocation (e.g. \$6.6 million).

- Emphasis is placed on funding economically challenged communities
- 30 percent of funding is directed toward funding in Metropolitan Areas
- 5 percent of funds are used to acquire lands for recreational trails

This source might be used to fund improvements within the Study area that will protect the City's natural environment such as Pensacola Bay.

8.3.4 Florida Highway Beautification Council/Highway Beautification Grants

The Florida Highway Beautification Council was created within the Department of Transportation the Florida Highway Beautification Council to review, score, and rank submitted Highway Beautification Grant Applications. Based on the results of this annual review process, the Secretary of the Department of Transportation may award up to a total of \$3 million in matching grants to submitting city and county governments.

Grant Applicants are required to submit construction-ready landscape plans, and if awarded a grant, agree to maintain the completed landscaped area in perpetuity. This source might be used to fund the landscaping associated with the roadway improvements recommended in this conceptual plan.

8.3.5 Waterfronts Florida

The Florida Coastal Management Program, housed in the Florida Department of Community Affairs, receives annual funding from NOAA. These funds are then dispersed and used to support local-level programs and projects. The Waterfronts Florida program grants a total of \$35,000 over two years to each of its currently designated communities. A \$10,000 grant is awarded for first-year projects which are designed to have an immediate visual impact on the targeted waterfront area. Second-year projects, which are supported by a \$25,000 grant, are aimed at creating a waterfront revitalization plan or implementing an existing plan.

Coastal governments (county and municipal) and local non-profit organizations or other similar organizations working in partnership with a local government can apply for a Waterfronts Florida designation. Eligible communities must have an approved local comprehensive plan with a coastal element, and they must also have the resources to fund a local Waterfronts Florida program manager and to maintain a Waterfronts Florida committee representing the broad interests of the waterfront area.

In odd-numbered years, waterfront communities from around the state are contacted and encouraged to apply for a Waterfronts Florida designation. The Florida Coastal Management Program will conduct on-site visits and pre-application meetings for those communities that request them. In June, the Secretary of the Florida Department of Community Affairs selects three eligible waterfront communities to award a Waterfronts Florida designation. **Table 8-2** lists the eligible waterfront communities from 1997 through 2003.

TABLE 8-2
Waterfronts Florida Communities

1997 – 1999 Communities	1999 – 2001 Communities	2001 – 2003 Communities
San Carlos Island (Lee County)	Oak Hill (Volusia County)	Panacea (Walkulla County)
St. Andrews (Panama City)	Vilano Beach (St. Johns County)	Old Homosassa (Citrus County)
Mayport (Jacksonville)	Cortez (Manatee County)	Port Salerno (Martin County)

This source might be used to fund further studies on managing and protecting the waterfront aspects of the Study area.

8.3.6 Land and Water Conservation Fund (LWCF) Program

The LWCF is a federal cooperative competitive matching grant program (one-for-one) providing financial assistance to local governments to assist with the acquisition of land for outdoor recreational activities and development of park facilities. For FY 00-01, \$3.8 million was available with a maximum grant request of \$150,000. The maximum request requires a 50/50 match ratio, and the application period for 2001-2002 is June – July. Each agency is allowed two active grants. This source might be used to fund the park and open space improvements that are included in this conceptual reuse plan.

8.3.7 Florida Recreational Development Assistance Program

FRDAP is a competitive program that provides grants for the acquisition or development of land for public outdoor recreation use and is administered by FDEP. Eligible applicants are municipal or county governments or other legally constituted entities with the legal responsibility to provide public outdoor recreation. The maximum grant amount for fiscal year 2000-01 was \$200,000. A match is required for all applications requesting more than \$50,000. The match amount increases as the amount requested increases. This source might be used to fund the park and open space improvements that are included in this Reuse Plan.

8.3.8 Florida Main Streets Program

Florida Main Street is a technical assistance program of the Division of Historical Resources, Florida Department of State, which encourages the revitalization of traditional downtown and neighborhood commercial districts through a community-based comprehensive approach. The program concentrates on cities with populations between 5,000 and 50,000. A \$10,000 start-up grant is available per designated community, and dollars are reimbursed based on the same amount spent by the local program over the course of a year - no matching funds are required. Qualification for the program includes the funding of a Main Street manager for a minimum of one year. The application deadline is the last Friday in July.

The establishment of a Main Street Program may be a tool to focus the redevelopment of the study area.

8.3.9 Economic Development Transportation Fund

The Economic Development Transportation Fund provides funding to local governments for transportation projects that serve as an inducement for business retention, location or expansion in the state of Florida. Up to \$2 million per grant may be awarded for local governments that exercise maintenance jurisdiction over the proposed transportation project. This source might be used to fund the roadway improvements that are included in this Reuse Plan.

8.3.10 Not-for-Profit Organization Grants and Loans

8.3.10.1 Kodak American Greenways Awards

The Eastman Kodak American Greenways Awards is a partnership project of Kodak, the Conservation Fund, and the National Geographic Society. This program awards small grants (\$2,500) to stimulate the planning and design of greenways in communities throughout America. The annual awards program was instituted in response to the President's Commission on Americans Outdoors' recommendation to establish a national network of greenways.

The regional 2001 project winner was Broward Urban River Trails, in Ft. Lauderdale, to develop a linear park along an abandoned railroad corridor linking Broward Urban River Trails to the corridor and neighborhoods. This source might be used to fund the rails-with-trails and the park and open space improvements that are included in this Reuse Plan.

8.3.10.2 Bank of America Catalyst Fund

This fund supports inner-city efforts to develop and sustain meaningful and lasting development projects. The fund also includes a venture capital initiative to provide funding for businesses that create or preserve jobs and improve the economic status of urban areas. This source might be used to fund the economic development activities that are included in this Reuse Plan.

8.3.10.3 Beneficia Foundation

Beneficia Foundation's mission is to enhance the quality of life through the conservation of the environment and promotion of the arts. Beneficia favors programs that are innovative, catalytic, address unmet needs, and strive for self-sustainability, and supports social issues and arts among their various programs. Specialty areas include the environment, general water resources, wildlife, fisheries and habitat.

8.3.10.4 National Fish and Wildlife Foundation

The General Challenge Grant program awards challenge grants, on a competitive basis, to eligible grant recipients, including federal, tribal, state, and local governments, educational institutions, and non-profit conservation organizations. Project proposals are received on a year-round, revolving basis with two decision cycles per year. Grants typically range from \$10,000-\$150,000, based upon need. Organizations may also apply for a small grant of \$5,000 or less at any time throughout the year.

The National Fish and Wildlife Foundation is a private, non-profit, 501(c)(3) tax-exempt organization established by Congress in 1984. The Foundation fosters cooperative partnerships to conserve fish, wildlife, plants, and the habitats on which they depend. The Foundation works with its grantees and conservation partners to stimulate private, state, and local funding for conservation through challenge grants.

Challenge grants are awarded to projects that:

- Address priority actions promoting fish and wildlife conservation and the habitats on which they depend

- Work proactively to involve other conservation and community interests
- Leverage available funding
- Evaluate project outcomes

This source might be used to fund the park and open space improvements that are included in this Reuse Plan.

8.4 Local Funding Sources

8.4.1 Tax Increment Financing District

As stated in Section 7.2.7, the Community Redevelopment Agency guides Downtown Pensacola's redevelopment. The public investment by the Community Redevelopment Agency and other public entities of \$42.1 million in improvements has generated \$127.5 million in private investment in the agency's urban core, extending south from Cervantes Street to the waterfront and bounded by "A" Street on the west and 17th Avenue on the east. Other areas can be designated under the Community Redevelopment Agency by creating a TIF district.

TIF is a method of financing public development through the issuing of bonds. A public agency is authorized by the Florida Statutes to issue bonds as a way of repaying indebtedness incurred by local redevelopment agencies. It permits cities and counties to issue revenue bonds that pledge the incremental tax increase in property values resulting from redevelopment projects to be used for repayment. It provides that the assessed property value of a redevelopment project area be frozen upon establishment of the project. The frozen base continues to go to the local taxing agencies through the duration of the redevelopment project. Any growth in the assessed property value in the redevelopment project area over the frozen base is used in the repayment of indebtedness incurred by the public agency in conjunction with the development or redevelopment area.

8.4.2 Local Option Taxes

The Local Option Sales Tax (LOST), provides funding for capital projects and can also be used for the purchase of public safety capital equipment. The citizens of Escambia County originally authorized the LOST for a period of seven years in a referendum in 1992. The original authorization expired in June 1999. In May 1997, the citizens of Escambia County approved an eight-year extension of the tax through May 31, 2007. Collections, however, will be received through June 30, 2007 (City of Pensacola 2003). LOST funds are used for the construction of various infrastructure improvements not financed by proprietary funds, including port improvements, parks and recreation improvements, street resurfacing and reconstruction, fire station renovations and similar capital projects.

8.4.3 Stormwater Utility Fee Fund

Many of Pensacola's neighborhoods were developed before stormwater runoff was recognized as a major problem. With no regulatory requirements in place, little action was taken to prevent or contain stormwater runoff from entering water bodies. To address the

growing problem, the Pensacola City Council approved a stormwater management ordinance in November 2000. In July 2001 a resolution was adopted creating a stormwater utility and establishing a non-ad valorem stormwater utility fee of \$4.40/month for the standard equivalent stormwater unit. The Stormwater Utility Fee Fund accounts for the receipts and expenditures of the stormwater utility fee revenue. Expenditures are for the day-to-day operations of stormwater and street cleaning functions (City of Pensacola 2003).

8.4.4 Commercial Façade Program

As discussed in Section 7.2.14.2, the City of Pensacola Housing Department/Community Redevelopment Agency Commercial Façade Program applies to commercial or mixed use properties fronting on corridors located in the designated Enterprise Zone within the Community Development Target Area or within the Community Redevelopment Area, and the Old East Hill area, located generally between Cervantes Street and Wright Street, and Ninth Avenue and Hayes Street. Funding for the Commercial Façade Program is provided in two forms, grants and forgivable loans.

Eligible applicants can receive a one-time grant not to exceed \$2,000.00 for facade improvements for a stand-alone project. Façade grants shall be secured by a lien against the involved property. The lien shall be forgiven after a period of one year from the date of project completion. Grants are not subject to matching funds.

Forgivable loans up to a maximum of \$50,000.00 per owner can be obtained, with a requirement that the property owner provide a minimum of 100 percent match. The loan will be extended over a period of five years, at a zero percent interest rate. All loans will be secured by a mortgage/trust deed. The loan is forgiven in equal amounts (20 percent) annually over a five year period, from the date of loan closure, providing that the owner maintains the property in a commercial or mixed-use and does not sell or otherwise transfer ownership of the property or convert to 100 percent non-commercial use. If any of the prior referenced activities should occur within the 5-year period, the balance of the loan will then become due and payable.

Façade program funding, either a grant or a loan, is limited to one time per property. Both grants and loans are limited to funding allocations for any given fiscal year. All commercial rehabilitation is limited to exterior improvements of the building and the elimination of code violations [subject to Community Development Block Grant regulations found in 24 CFR Part 570.202(a) (3)].

8.4.5 City of Pensacola Enterprise Zone Incentives

The City of Pensacola provides grants not to exceed \$2,000, and/or five (5) year forgivable matching loans not to exceed \$50,000, to owners of commercial buildings located in the Enterprise Zone. Eligible applicants can receive a grant not to exceed \$2,000 for facade improvements for a stand-alone project, or a deferred loan not to exceed the maximum amount of \$50,000 per property owner. Grants are not subject to matching funds. Only property owners may apply. Loans require a minimum 100 percent match. City funds are limited to exterior improvements of the building and/or elimination of code violations. Funding is limited and is appropriated annually by City Council. Each applicant is limited to one grant and one loan. All grants will be secured by a lien. All loans will be secured by a

mortgage/trust deed. Liens are forgiven 1 year from the date of project completion. Loans will be forgiven 20 percent per year over a 5-year period. The loan balance is payable if the property is sold or if the ownership is transferred within 5 years from the date of the loan. Projects must demonstrate a public benefit of visibly eliminating slum and blight. Businesses must complete a UBED application form available online, or from the City's Enterprise Zone Coordinator, CRA or Housing Department. Each application will be evaluated for award by a review committee. Applications over \$10,000 will be evaluated and submitted to City Council for approval.

8.4.6 City of Pensacola Economic Ad Valorem Tax Exemption

Escambia County offers several ad valorem tax exemptions, including the economic development exemption. Numerous factors, such as the size of the business and number of employees, influence the amount and length of the exemption granted by the Escambia County Commissioners. Applications for all exemptions must be made no later than March 1 of the assessment year. Initial applications must be made in person at the Escambia County Property Appraiser's Office.

9.0 References

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U.S. EPA, Office of Emergency and Remedial Response, *Reuse of CERCLA Landfill and Containment Sites*, OSWER 9375.305P, September 1999.

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U.S. EPA, Office of Solid Waste and Emergency Response, *Reuse Assessments: A Tool to Implement the Superfund Land Use Directive*, OSWER 9355.7-06P, June 2001.

U.S. EPA, Office of Emergency and Remedial Response, *Reusing Superfund Sites: Commercial Use Where Waste is Left on Site*, OSWER 9230.0-100, February 2002.

Appendix A Permitted Land Uses

TABLE A-1										
Permitted Uses by Zoning District										
Use\Zoning District	R1A	R1AA	R2A	R2	RC	C1	C2	C3	M1	M2
Single-family detached dwellings	17.4 u/a	*	12.8 u/a	*	*	*	*	*		
Accessory residential units	*	*								
Single-family attached dwellings (townhouse)	*	*	21.8 u/a	*	*	*	*	*		
Single-family attached dwellings (quadraplex)			21.8 u/a	*	*	*	*	*		
Single-family detached zero lot line				*	*	*	*	*		
Two-family attached dwellings (duplex)	17.4 u/a	*	17.4 u/a	*	*	*	*	*		
Multiple-family attached dwellings			35 u/a	35 u/a	35 u/a	35 u/a	35 u/a	35 u/a		
Community residential homes	*	*	*	*	*	*	*	*		
Residential design manufactured homes	12.4 u/a	*	12.8 u/a							
Manufactured homes park			*		*	*				
Family day care homes	*	*								
Bed and Breakfast			*	*	*	*	*	*		
Schools and educational institutions	*	*	*	*	*	*	*	*	*	*
Libraries and community centers	*	*	*	*	*	*	*	*	*	*
Buildings used exclusively by the federal, state, county and city government for public purposes	*	*	*	*	*	*	*	*	*	*
Churches, Sunday school buildings and parish houses	*	*	*	*	*	*	*	*	*	*
Home occupations	*	*	*	*	*	*	*	*	*	*

TABLE A-1										
Permitted Uses by Zoning District										
Use\Zoning District	R1A	R1AA	R2A	R2	RC	C1	C2	C3	M1	M2
Municipally owned and operated parks and playgrounds	*	*	*	*	*	*	*	*	*	*
Childcare facilities					*	*	*	*	*	*
Private clubs and lodges					*	*	*	*	*	*
Boarding and lodging houses					*	*	*	*	*	*
Dormitories					*	*	*	*	*	*
Office buildings					*	*	*	*	*	*
Retail food and drug store					*	*	*	*	*	*
Personal service shops					*	*	*	*	*	*
Clothing and fabric stores					*	*	*	*	*	*
Home furnishing, hardware and appliance stores					*	*	*	*	*	*
Banks					*	*	*	*	*	*
Bakeries (retail)					*	*	*	*	*	*
Pawnshops and secondhand stores					*	*	*	*	*	*
Floral shops					*	*	*	*	*	*
Health clubs, spas, and exercise centers					*	*	*	*	*	*
Martial arts studios					*	*	*	*	*	*
Laundromats and dry cleaners					*	*	*	*	*	*
Laundry and dry cleaners pick-up stations					*	*	*	*	*	*
Restaurants					*	*	*	*	*	*
Studios					*	*	*	*	*	*

TABLE A-1										
Permitted Uses by Zoning District										
Use\Zoning District	R1A	R1AA	R2A	R2	RC	C1	C2	C3	M1	M2
Mortuary and funeral parlors					*	*	*	*	*	*
Appliance repair shops					*	*	*	*	*	*
Gasoline and service stations					*	*	*	*	*	*
Retail sales and services					*	*	*	*	*	*
Motels/hotels					*	*	*	*	*	*
Vending Machines					*	*	*	*	*	*
Car Washes					*	*	*	*	*	*
Movie theaters, except drive-in theaters					*	*	*	*	*	*
Open air sale of trees, plants and shrubs					*	*	*	*	*	*
Pet shops					*	*	*	*	*	*
Parking lots and parking garages					*	*	*	*	*	*
Pest extermination services					*	*	*	*	*	*
Animal hospitals and veterinary clinics					*	*	*	*	*	*
Bars					*		*	*	*	*
New car lots and used car lots					*		*	*	*	*
Pool halls					*		*	*	*	*
Newspaper offices and printing firms					*		*	*	*	*
Business schools					*		*	*	*	*
Car rental agencies and storage					*		*	*	*	*
Marinas					*		*	*	*	*

TABLE A-1										
Permitted Uses by Zoning District										
Use\Zoning District	R1A	R1AA	R2A	R2	RC	C1	C2	C3	M1	M2
Major public utility buildings and structures including radio and television broadcasting stations					*		*	*	*	*
Amusement machine complex					*		*	*	*	*
Cabinet shops and upholstery shops					*		*	*	*	*
Electric motor repair and rebuilding					*		*	*	*	*
Mini-storage warehouses					*		*	*	*	*
Trade schools					*		*	*	*	*
Garages for the repair and overhauling of automobiles					*		*	*	*	*
Bowling alleys					*		*	*	*	*
Skating rinks					*		*	*	*	*
Recreational or amusement places for profit					*		*	*	*	*
Sign shop					*		*	*	*	*
Industrial laundries and dry cleaners					*			*	*	*
Retail Lumber and building materials					*			*	*	*
Warehouses					*			*	*	*
Plumbing and electrical shops					*			*	*	*
Outside kennels, runs or exercise areas								*	*	*
Growing and wholesale of retail sale of trees, shrubs and plants								*	*	*
Bakeries, wholesale								*	*	*
Ice cream factories and dairies								*	*	*

TABLE A-1										
Permitted Uses by Zoning District										
Use\Zoning District	R1A	R1AA	R2A	R2	RC	C1	C2	C3	M1	M2
Stone yard or monument works									*	*
Manufacture of electrical signs, drugs, food products, musical instruments, toys, pottery, firearms, boats, farm tools, aircraft, automobiles									*	*
Industrial research laboratories									*	*
Community correction centers									*	*
Uses not permitted in M-1										*
Hospitals, clinics				*						
Nursing homes, rest homes, convalescent homes				*						
Social services homes/centers				*						
Private stables	*	*	*	*						
Minor structures for the following utilities: unoccupied gas, water and sewer substations of pump stations, electrical substations and telephone substations	*	*	*	*						
Accessory structures, buildings and uses customarily incidental to the above uses	*	*	*	*	*	*	*	*	*	*
Cemeteries	*	*		*						
u/a: Units per acre										

Appendix B

Future Land Use and Zoning Amendment Procedures

Future Land Use Map Amendment Procedure

As described above, all land development orders must be consistent with the comprehensive plan. In order to zone the property for a use other than industrial, the future land use map needs to be amended to an appropriate land use designation. The following is a description of that process.

1. The applicant submits Comprehensive Plan amendment application to Planning Department at least 30 days prior to Planning Board hearing. There is a non-refundable filing fee \$350 to be submitted with the application.
2. The applicant publishes a two-column by 10-inch display advertisement with a map in the newspaper with type no smaller than 18 point in the headline announcing the date, time and location of the Planning Board and City Council public hearings. This is required at least 7 days prior to the Planning Board meeting. The Planning Department prepares the ad.
3. The Planning Department places sign with public notice on property at least 7 days prior to Planning Board public hearing.
4. The Planning Board reviews future land use amendment at public meeting and makes recommendation to City Council.
5. The appropriate City Council Committee reviews Planning Board recommendation and reports to City Council with recommendation for transmittal to the Department of Community Affairs (DCA).
6. The City Council reviews the Comprehensive Plan amendment at a public hearing and either approves the request for transmittal to DCA or disapproves the request for transmittal and further consideration.
7. The Planning Department transmits 10 copies of the Plan amendment to the DCA and regional and state agencies.
8. After a 60-day review period, the DCA shall transmit in writing its Objections, Comments, and Recommendations (OCR) Report to the City for a City Council public hearing date. The City shall consider all comments received, but may adopt the amendments despite any adverse comments received. **
9. The appropriate City Council Committee reviews the Planning Board recommendation and DCA comments and reports to City Council with recommendation for a City Council public hearing date.
10. The City Council reviews the Committee recommendation and sets a public hearing date, which will be at least 40 days from this date.
11. The Applicant secures list from local title company of current property owners within a 500-foot radius of the proposed rezoning. Public notices (copy of letter and map provided by the Planning Department) are mailed via certified-return receipt at applicant's expense, at least 30 days prior to scheduled City Council public hearing date. Notice shall state date of the public hearings required by the Council.

12. The Planning Department places sign on property with the future land use amendment announcing date, time, and location of City Council public hearing at least 15 days prior to the hearing.
13. The applicant publishes a two column by 10-inch display advertisement with a map in the newspaper with type no smaller than 18 point in the headline announcing the date, time, and location of the City Council public hearing. This is required at least 5 days prior to the City Council public hearing. The Planning Department prepares the ad.
14. At least 5 days prior to the second public hearing, the applicant shall file with the City Clerk an affidavit showing:
 - a) the lands that lie within 500-foot radius of the property requested to a future land use map amendment,
 - b) the names of the owners of said lands,
 - c) legal descriptions,
 - d) the date and post address to which copy was mailed, and
 - e) the return receipt notices that were mailed, received, or returned.
15. The City Council shall hold a public hearing, as advertised above. The hearing shall be held after 5 PM on a weekday. The first reading of the Comprehensive Plan amendment ordinance may be read at the second public hearing. The second reading of the ordinance may be read at the next regularly scheduled Council meeting.
16. The adopted ordinance(s) will not become effective until DCA completes its 45-day compliance review.
17. Any affected person may, within 21 days after publication of the DCA notice to find the Plan amendment in compliance, file a petition with the DCA pursuant to S.100.57, F.S.

* The local planning agency (Planning Board) is required to hold a public hearing on all Plan amendments prior to transmittal to DCA. In order to provide ample time for the State mandate, a 30-day public notice would be required. This time will also be needed for the City staff to review all amendments and zoning changes if this process is consolidated into a twice-a-year procedure.

** The City is required to hold an additional public hearing on the proposed changes, if any, included in the comments from the DCA. If the City does receive objections from DCA, conducts the public hearing and still does not adopt revisions which bring the amendment into compliance, DCA will issue a notice of intent to forward the amendment to the Division of Administrative Hearings. If the administration Commission finds that the amendment is not in compliance, it shall specify remedial actions required by the City to bring the amendment into compliance. The Commission may also direct State agencies not to provide funds to increase the capacity of roads, bridges, and water/sewer systems in non-complying local governments. In addition, funds from the Recreation Development Assistance Program and the Revenue Sharing Program may also be withheld.

Zoning Map Amendment Procedure

The following is the procedure for a zoning map amendment.

- 1) The applicant submits rezoning amendment application to Planning Department at least 30 days prior to Planning Board hearing. There is a non-refundable filing fee \$350 to be submitted with the application.
- 2) The Applicant publishes a two column by 10 inch display advertisement with a map in the newspaper with type no smaller than 18 point in the headline announcing the date, time and location of the Planning Board and City Council public hearings. This is required at least 7 days prior to the Planning Board meeting. The Planning Department prepares the ad.
- 3) The Planning Department places sign with public notice on the property at least 7 days prior to Planning Board public hearing.
- 4) The Planning Board reviews the rezoning amendment at public meeting and makes recommendation to City Council.
- 5) The appropriate City Council Committee reviews the Planning Board recommendation and reports to City Council.
- 6) The City Council reviews the rezoning at a public hearing (First Reading), and sets a public hearing date, which will be at least 40 days from this date.
- 7) The applicant secures list from local title company of current property owners within a 500-foot radius of the proposed rezoning. Public notices (copy of letter and map provided by the Planning Department) are mailed via certified-return receipt at applicant's expense, at least 30 days prior to scheduled City Council public hearing date. Notice shall state date of both public hearings required by the Council.
- 8) The Planning Department places a sign on property to be rezoned announcing date, time, and location of City Council public hearing at least 15 days prior to the hearing.
- 9) The Applicant publishes a two column by 10 inch display advertisement with a map in the newspaper with type no smaller than 18 point in the headline announcing the date, time, and location of the City Council public hearing. This is required at least 5 days prior to the City Council public hearing. The Planning Department prepares the ad.
- 10) At least 5 days prior to the second public hearing, the applicant shall file with the City Clerk an affidavit showing:
 - a) the lands that lie within 500' radius of the property requested to a future land use map amendment,
 - b) the names of the owners of said lands,
 - c) legal descriptions,
 - d) the date and post address to which copy was mailed, and

- e) the return receipt notices that were mailed, received, or returned.

The City Council shall hold a public hearing, as advertised above. The hearing shall be held after 5 PM on a weekday. The second reading of zoning map amendment ordinance is read and voted up or down.

Appendix C Fact Sheets



Don't miss the
 American Creosote Works Superfund Site
 Redevelopment Workshop!
 It's your chance to make history!

Thursday, May 15th 2003, from 5 - 9 p.m.
 at the Sanders Beach Community Center
 913 "I" Street

P.S. Spread the word!
 Make sure your neighbors plan to participate as well!



YOU ARE INVITED TO PARTICIPATE

In a Public Workshop For The
 American Creosote Works
 Superfund Site Redevelopment

The City of Pensacola and CH2MHILL are requesting your participation in a Workshop to discuss potential future reuses of the American Creosote Works Superfund Site.

Thursday, May 15th 2003, from 5 - 9 p.m.
 at the Sanders Beach Community Center
 913 "I" Street

Now is your chance to make history! Be a part of the reuse development of the former American Creosote Works Site. This meeting is the first of a series of public workshops and will be a brainstorming session to gather your ideas of what the site's future holds. Bring your ideas to the meeting of what you would support or even oppose at the 18-acre site and surrounding area. Call your friends and neighbors and get involved!

For further information, call the City
 of Pensacola Planning and Neighborhood
 Development Department at (850) 435-1670
 or visit www.ci.pensacola.fl.us
 and click on
 American Creosote Works Redevelopment.

Workshop hosted by:



City of
Pensacola



Architectural Affairs



Planning and Neighborhood Development
 City of Pensacola
 6th Floor, City Hall
 P.O. Box 12910
 Pensacola, FL 32521-0031

History of the American Creosote Works Superfund Site

From 1901 to 1981, American Creosote Works, Inc. (ACW) conducted wood preserving operations on its 12-acre site, located at the corner of "L" Street and Barrancas Avenue just north of the Sanders Beach area. ACW's process involved the use of creosote and pentachlorophenol (PCP). Liquid wastes were discharged into two unlined ponds, and aromatic hydrocarbons and dioxins contaminated the groundwater, soil, and sediment. The United States Environmental Protection Agency (USEPA) designated the ACW site and immediate surrounding area (a total of 18 acres) as a Superfund site in 1983. In 1985, USEPA signed a Record of Decision (ROD) that selected a remedy for all onsite and offsite contaminated surface soil (top two feet of soil), sludges and sediments. The remedy was to consolidate these materials into an onsite landfill. The State of Florida did not agree, and further studies were conducted. A May 1989 ROD called for onsite biological treatment of the soil. Unfortunately, the treatment was not effective, and an Amended ROD (AROD) was submitted in 1999 calling for the construction of a multi-layer, approximately 4-foot thick soil cap. Although protective, this soil cap would limit the future use of the site.

The USEPA's most recent recommendation calls for a modified asphalt cap (rather than the previously suggested soil cap) to contain the

contamination and protect the surrounding communities. First, the soil, sludge, and sediments contaminated with creosote would be consolidated on the site, which would isolate the waste and prevent chemicals in the waste from moving into surrounding areas. Then, the surface of the waste would be covered with a special 4-inch thick asphalt cap to prevent direct human exposure to the toxic chemicals left in place and prevent rain from seeping through to the underlying soils. The groundwater at the site, which is currently being addressed, would continue to be monitored regularly to ensure the cap is effectively containing the waste.

In response to concerns raised by the community, the USEPA agreed to postpone construction of the cap until the City and the community have had an opportunity to evaluate redevelopment options for the site. The City of Pensacola has since sought and received USEPA's approval to develop a conceptual design for the redevelopment of the site. The USEPA granted \$50,000 to the City of Pensacola under the Superfund Redevelopment Initiative (SRI) to enable the City to plan for the ACW site redevelopment. Under this grant, the City retained the consulting team of CH2MHILL in Navarre, Florida and partner Architectural Affairs, Inc. of Pensacola to assist in planning and design.

The Community's Role in Planning the ACW Site Redevelopment

Future land use, as determined by the community, will be an important consideration for the site reuse assessment. The redevelopment assessment process will ensure that future land use assumptions are incorporated into the development, evaluation, and selection of cleanup activities, wherever appropriate.

The City of Pensacola and the CH2MHILL team are depending on input from the residential and business communities surrounding the ACW site to help determine the best redevelopment use. The consulting team will use the \$50,000 SRI grant to work with the neighborhood and other stakeholders to develop conceptual plans for the redevelopment of the property. The goal is to redevelop the property so that it will be an asset to the neighborhood and benefit the entire city.

Issues such as current and future zoning, stormwater management, environmental constraints and funding must be incorporated into

the future reuse. Federal funding for Superfund cleanup is limited, and many regions are competing for Superfund dollars.

While formulating your ideas, keep in mind the level of noise, traffic, and lighting that will be acceptable to you. Also, be prepared to discuss the future reuse options that you oppose as this is equally important in the selection process.

We also encourage you to consider not only the immediate 18-acres of land known at the ACW site, but the entire surrounding area and the potential links to downtown and the waterfront.

The choice is yours to make!

Community and stakeholder input will be obtained in several ways:



1. **Public workshops** will be held in the community closest to the ACW site. At the first workshop, the City of Pensacola and the CH2MHILL team will give a brief presentation that explains the project and outlines known opportunities and limitations on site reuse. Then, participants will break into workgroups, where they will work together to identify possible uses for the site as well as list uses that are not acceptable to the community. By the end of the first workshop, the community should have identified several redevelopment scenarios which the City and consultants can analyze to determine whether they are environmentally and economically feasible. The

results of this analysis will be presented to the community and stakeholders at a second workshop, and the best scenario will be carried forward for implementation, based upon USEPA and Pensacola City Council approval. Other workshops will be scheduled as needed.



2. The City of Pensacola has established a website that allows you to provide **input online** using the form provided. You do not have to give your name. All comments will be considered in the planning process. The website will also have the latest information available on the ACW site reuse initiative, including meeting notices and minutes from previous workshops and Steering Committee meetings. Visit www.ci.pensacola.fl.us and click on **American Creosote Works Redevelopment**.



3. Use the **comment-by-mail form** below to submit written comments and suggestions.



4. You may also **phone your comments** to the City of Pensacola, Planning and Neighborhood Development, at 850- 435-1670.



What's Your Vision for the ACW Site?

The City of Pensacola needs your input! Please submit your suggestions and comments for the American Creosote Works Superfund Site Redevelopment.

I would like to see the ACW site reused for:

I do not want the ACW site used for:

Name _____

Optional Address: _____

Telephone: _____ E-mail address _____

Clip and mail this form to: Planning & Neighborhood Development Attn: ACW Site Reuse Initiative
City of Pensacola, 6th Floor, City Hall P.O. Box 12910 Pensacola, FL 32521-0031



You've Planted the Seeds!!!

Now Come See What's Blooming in Your Community!

Please Join the City of Pensacola
Planning and Neighborhood Development Department for a
Presentation of Possibilities

A Workshop to Review Preliminary Conceptual Designs
for the Reuse of the
American Creosote Works Superfund Site
Thursday, July 10, 5:30- 9:00 p.m. at
Grotto Hall, 1000 South "K" Street

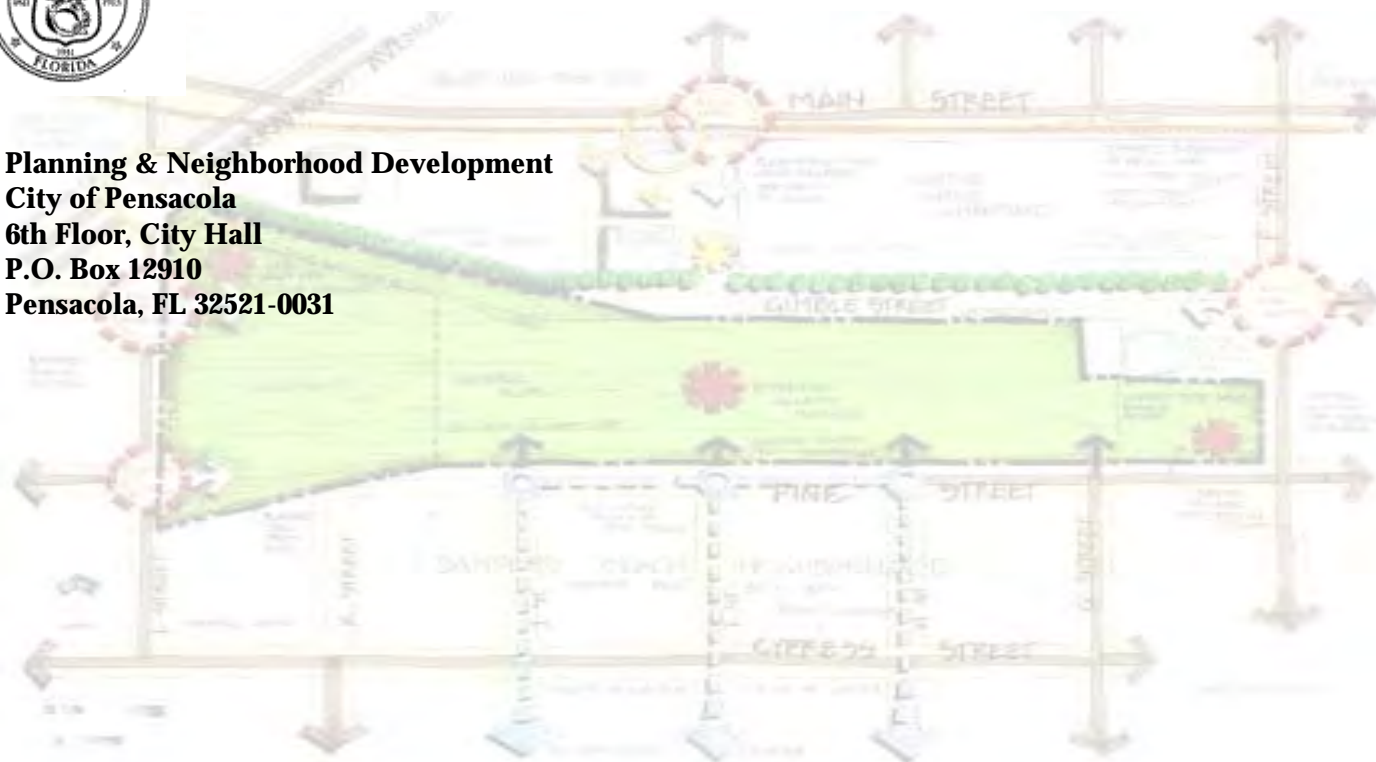
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A Workshop to Review Preliminary Conceptual Designs
for the Reuse of the
American Creosote Works Superfund Site

Now is your chance to make history! Be a part of the
Reuse Assessment of the former American Creosote Works Site.
Call your friends and neighbors and get involved!



Planning & Neighborhood Development
City of Pensacola
6th Floor, City Hall
P.O. Box 12910
Pensacola, FL 32521-0031



For further information, call the City
of Pensacola Planning and Neighborhood
Development Department at (850) 435-1670
or visit www.ci.pensacola.fl.us
and click on
[American Creosote Works Redevelopment](#)



City of Pensacola



History of the American Creosote Works Superfund Site

From 1901 to 1981, American Creosote Works, Inc. (ACW) conducted wood preserving operations on its 12-acre site, located at the corner of "L" Street and Barrancas Avenue just north of the Sanders Beach area. ACW's process involved the use of creosote and pentachlorophenol (PCP). Liquid wastes were discharged into two unlined ponds, and aromatic hydrocarbons and dioxins contaminated the groundwater, soil and sediment. The USEPA designated the ACW site and immediate surrounding area (a total of 18 acres) as a Superfund site in 1983. In 1999, an Amended Record of Decision (AROD) was submitted calling for the construction of a protective cap to eliminate direct exposure to contaminants and prevent further infiltration of rainwater to the contaminated groundwater beneath the site.

Earlier this year, the USEPA granted \$50,000 to the City of Pensacola under the Superfund Redevelopment Initiative (SRI) to enable the City to plan for the ACW site redevelopment. Under this grant, the City retained the local consulting team of CH2M HILL and Architectural Affairs. The consulting team will assist in the ACW Site Reuse planning and design.

First Workshop Held May 15, 2003

The City of Pensacola and the CH2M HILL team have already held the first of a series of public workshops. On May 15, 2003, workshop participants, including residents and business owners, contributed many creative ideas. At the end of the workshop, those stakeholders present voted to elect their top three choices.

The top three choices selected by the stakeholders were:

1. Small retail shops
2. Passive Park
3. Library



Following the meeting, the City of Pensacola and their consulting team developed a number of conceptual design sketches to visually illustrate how these concepts might be implemented. They have also researched the viability of each concept.

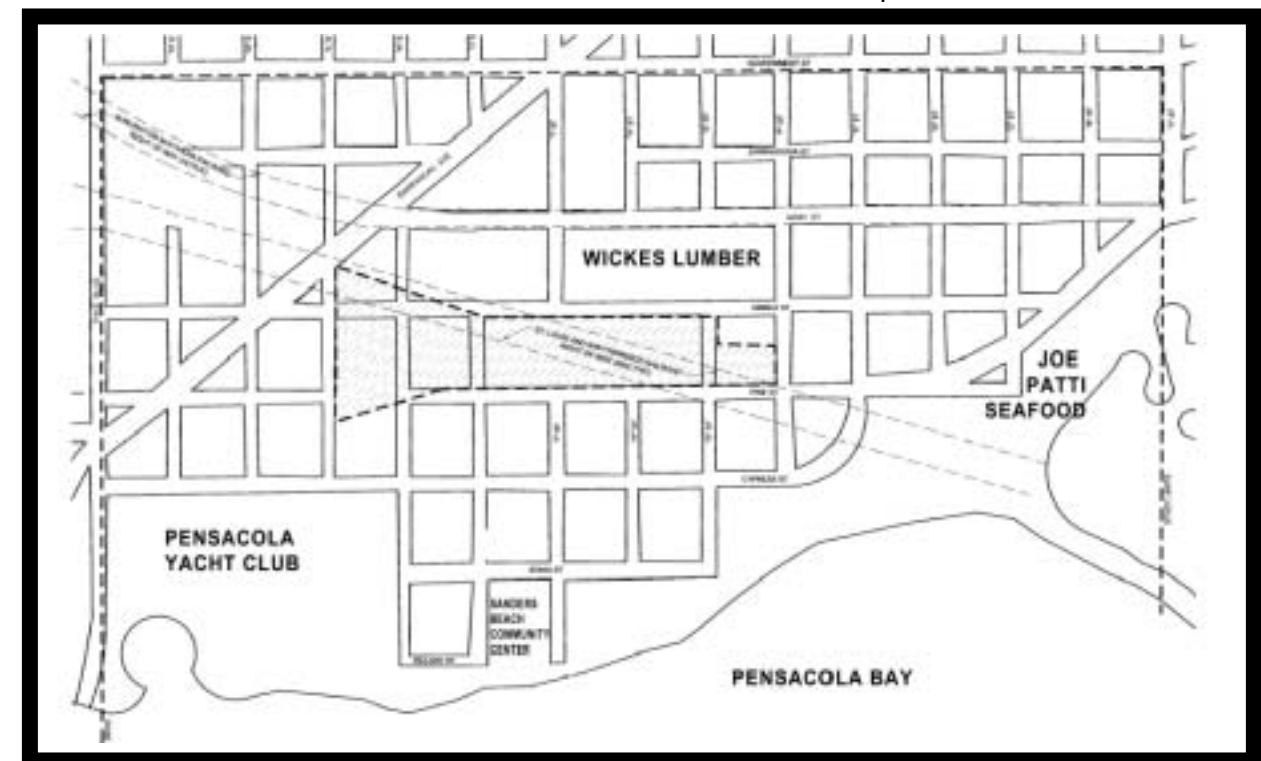
Join Us for Workshop #2

We invite you to participate in the second workshop at Grotto Hall on July 10, 2003, to see a presentation of the conceptual designs and hear the results of the reuse assessment. We have obtained input from area leaders on the feasibility of these ideas such as funding for a new library, market need for retail in the area, and so on. We would like to hear your feedback and encourage you to take part in these discussions.

We will provide all participants with a take-home packet of materials so you can review the proposed concepts and either refine them or offer new ideas of your own.

Don't miss the opportunity to help shape the vision of the American Creosote Works Superfund site. The City of Pensacola wants to hear from you!

Project Study Area



What's Your Vision for the ACW Site?



We hope you can attend the workshops, but if you are unable to attend, there are other ways you can contribute your ideas to this process.

1. **Online Input.** The City of Pensacola has established a website that allows you to provide your feedback online. The website will also provide the latest information available regarding the ACW site reuse initiative, and will include meeting notices and minutes from previous public workshops and Steering Committee meetings. Visit us at www.ci.pensacola.fl.us and click on [American Creosote Works Redevelopment](#).
2. **Mail In Comments.** Mail comments or conceptual sketches to Planning & Neighborhood Development Attn: ACW Site Reuse Initiative, City of Pensacola, 6th Floor, City Hall P.O. Box 12910 Pensacola, FL 32521-0031
3. **Phone In Comments.** You may also contact the City of Pensacola, Planning and Neighborhood Development, at 850-435-1670.

**Please Join the City of Pensacola
Community Development Department for a
Presentation of the Proposed Conceptual Reuse Plan for the
American Creosote Works Superfund Site
at the**

City Council's Economic and Community Development Committee Meeting

October 6th, 4:00 pm, 2nd floor City Hall

and

City Council Meeting

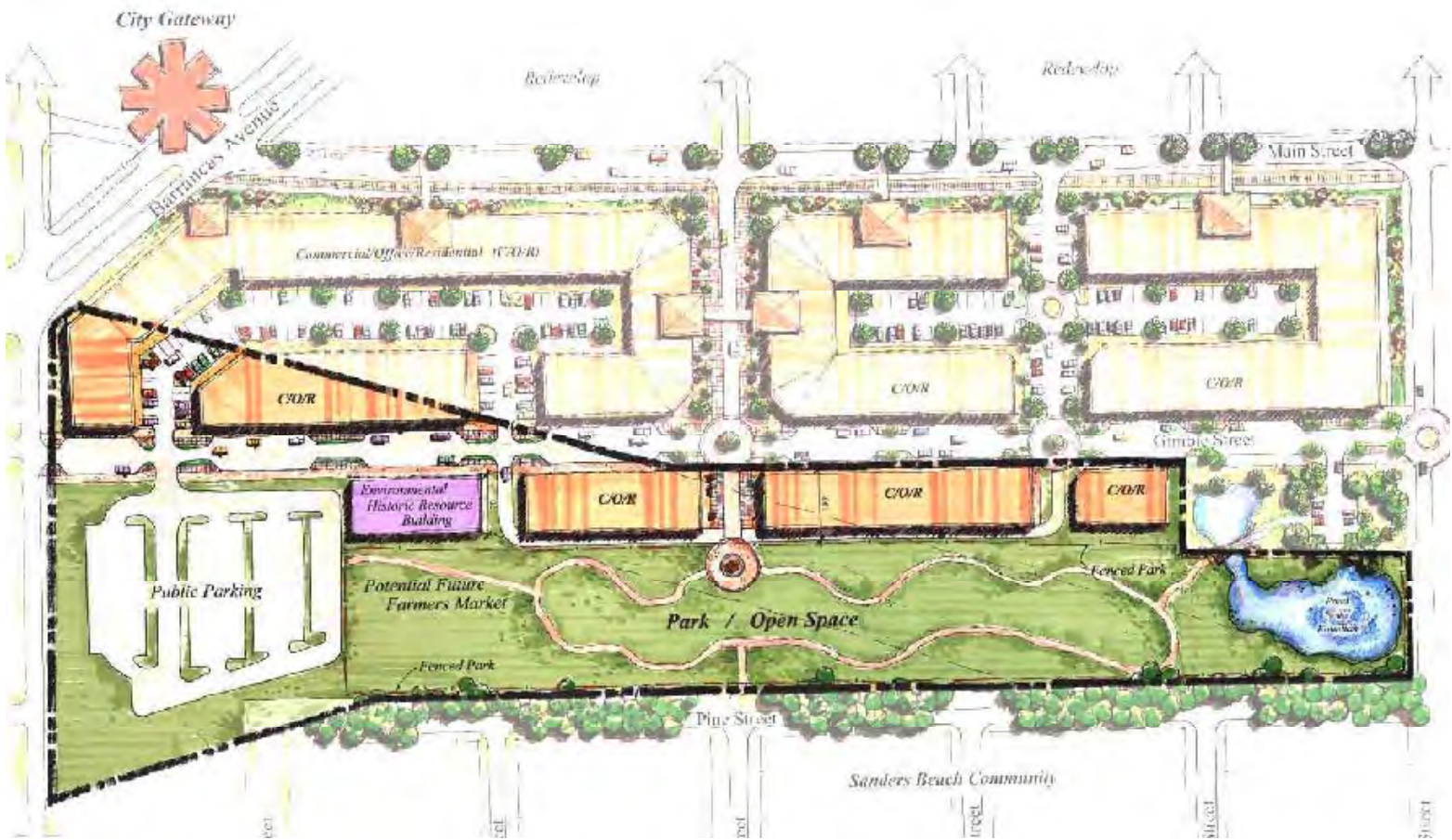
October 9th, 7:00 pm, City Hall Council Chambers

180 Governmental Center



**Community Development Department
City of Pensacola
6th Floor, City Hall
P.O. Box 12910
Pensacola, FL 32521-0031**





After a series of public workshops this summer with community stakeholders, a conceptual reuse plan has been developed for the American Creosote Works site. The preferred reuse plan selected by the local community involves creating



a large, passive park to act as a buffer between the commercial properties to the north and the Sanders Beach community to the south. The park would encompass approximately 12-acres of the 18-acre site and would be surrounded by decorative fencing and include a walking path. Local streets will be upgraded and landscaped to create a pedestrian-friendly environment.

A resource building would be constructed along Gimble Street to include educational exhibits about the history of the site as well as the Superfund program, site remediation efforts and other environmental issues.

Also along the north side of the property, commercial/office/ residential buildings would be constructed with commercial retail or offices on the ground floor with possible offices and/or residential spaces on the upper floors.



Redevelopment along Main Street north of the site will be encouraged to match the development at the site, thus creating a western gateway district leading to the downtown Pensacola area.

The community and the City are very excited about this great opportunity to redevelop this vacant site. The conceptual reuse plan has been endorsed by the American Creosote Works Superfund Site Redevelopment Steering Committee, the Sanders Beach Community Association, the Pensacola Area Chamber of Commerce as well as the City's Planning Board, Environmental Advisory Board, and Enterprise Advisory Board.



City of Pensacola



ARCHITECTURAL
a.s.f.a.i.r.s

Appendix D Related Newspaper Articles

Superfund cleanup gets local

Creosote site's neighbors, city ponder future, seek feds' help

Scott Streater
@PensacolaNewsJournal.com

For 20 years, the American Creosote Works Superfund site has sat abandoned, a blight on the landscape just west of downtown Pensacola and a doleful reminder of the region's serious pollution problems.

The weed-infested parcel, once the location of a wood-treating plant, is surrounded by a chain-link fence topped with barbed wire. Metal



Inside

- Spring cleanup plans surprise residents, **2A**.
- University conference focusing on environment draws to a close, **1C**.

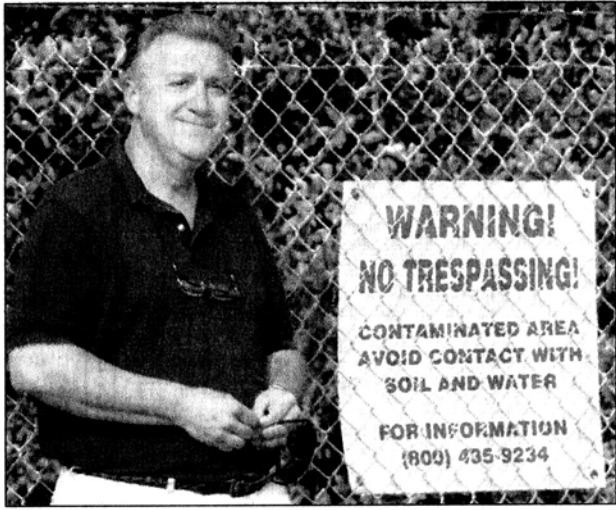
are readying plans to transform the 18-acre site into a community asset.

However, it might be a long time before their dreams are realized. Millions of dollars in federal money that would have been used to clean and cap the site have been redirected elsewhere while the city decides on the property's future use.

Neighborhood residents hope the land could one day be home to a bustling office

signs only a few feet from nearby homes warn: "Contaminated area. Avoid contact with soil and water."

But now, residents of the adjacent Sanders Beach community and city leaders



Katie King@PensacolaNewsJournal.com

Bob Neiger, 55, chairman of the Sanders Beach Community Association, is fighting to get the city and federal regulators to clean and reuse the American Creosote Works Superfund site and help improve the neighborhood that surrounds it.

Sanders Beach residents seek use for Superfund site



Townsend

Steve Mraz

@PensacolaNewsJournal.com

The Sanders Beach neighborhood is one step closer to determining a future use for the nearby American Creosote Works Superfund site.

The Pensacola City Council's Economic and Community Development Committee voted unanimously Monday to approve a \$50,000 reuse study for the 18-acre site. The study, which is being conducted by CH2M Hill Inc., is funded by a U.S. Environmental Protection Agency grant.

The American Creosote Works site is an abandoned wood treating facility at 701 South J St. The company, which used toxic creosote and pentachlorophenol in wood preservation, operated from

1902 to 1981.

"We're at the point, as a city, where we need to determine if we want a ball park, a park, a new library or office buildings," said Bob Neiger, president of Sanders Beach Neighborhood Association. "What would everybody concerned like to see?"

Throughout the study, CH2M Hill will hold public meetings to get input on site reuse and redevelopment. Not only will Sanders Beach residents be involved, but also the city is identifying nearby businesses that could be affected by the project.

"It needs to be, in this case, much larger than Sanders Beach," said City Manager Tom Bonfield.

The EPA earmarked \$2.7 million for excavation of off-site contami-

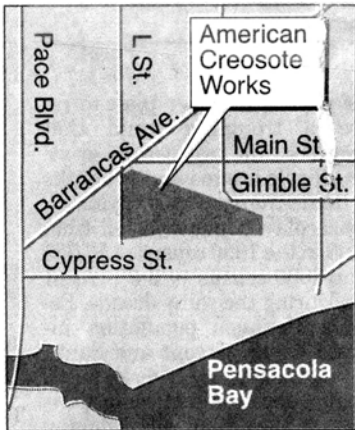
nated soils and preparation for an on-site remedy. In 1999, the EPA decided that capping the site with asphalt would be an adequate on-site remedy.

The city and neighbors opposed the cap because it restricts future use, might have to be maintained with city funds and might degrade before the contaminants degrade.

Now, the idea of an asphalt cap will be re-evaluated.

The study is slated to begin in April and end with a presentation of a final reuse plan to the City Council in October.

"I don't know what the final recommendation will be, but in my opinion it's going to be something exciting where we can utilize the property," said Councilman Ronald Townsend.



News Journal graphic

Residents making Superfund site plans

Anton Caputo

@PensacolaNewsJournal.com

For more than two decades, the 18-acre American Creosote Works site in downtown Pensacola has been a vacant, overgrown field — a derelict reminder of the site's shameful industrial history.

Residents of the nearby Sanders Beach neighborhood would like to put that history behind them.

Those residents, and the City of Pensacola, have begun the process of deciding how to redevelop the area that has been on the federal Superfund list of the nation's most polluted sites since 1983.

The initial redevelopment ideas: a park, a library site, a collection of small retail shops, or, a combination of the three.

"We want something that fits into the community," said neighborhood resident Nancy Neiger. "What we don't want is another industrial business, or a big store like a Target."

The site is only about a mile from downtown's South Palafox Street and about three blocks from Pensacola Bay. Its successful redevelopment could go a long way to revitalize the Sanders Beach neighborhood and the downtown waterfront, said Michelle MacNeal, owner of Pensacola's Architectural Affairs Architects Inc.

"Downtown's got to move somewhere, and the west is certainly a place where the growth and development can occur," she said.

The city, with a \$50,000 federal grant, has contracted with consulting firm CH2M Hill to come up with a redevelopment plan. MacNeal's firm also is working on the plan, which should be complete roughly by September.

Between now and then, CH2M Hill will have several public workshops, like the one earlier this month at which residents identified the top three proposed uses for the site.

Both the EPA and the city have to approve any redevelopment plan.

The federal government probably will fund some of the site's redevelopment. The Environmental Protection Agency has earmarked \$2.7 million for excavation of off-site contaminated soils and other cleanup on the site, but has agreed to wait until the plan is done to start the on-site work.

CH2M Hill project manager Amy Twitty said it probably will be several years until the redevelopment begins, but she believes the property's potential makes it worth the wait.

"The value of the property, had it not been a Superfund site, would be very high," she said. "It's just a few blocks to the water, close to downtown, close to Joe Patti's. If they put the right thing down there, it could help the whole area."

PENSACOLA News Journal

MONDAY, AUGUST 11, 2003



Maintain
style
rain or
shine
LIFE, 1B

Superfund site could go back to nature

Sheila Ingram

@PensacolaNewsJournal.com

Residents have struggled for more than 20 years about what to do with a contaminated Superfund site in the Sanders Beach neighborhood.

After considering a laundry list of options for the 18 acres, including retail shops, a police substation or mixed commercial uses, the consensus is to make it a natural park.

The area was formerly American Creosote Works, a wood-treating company that allowed pollutants to infiltrate the ground and possi-

Residents push for green space at cleaned-up creosote plant

bly seep into Pensacola Bay. It was declared a Superfund site in 1983.

"We think this can be a really good green space, if we can get cooperation on all sides," said Nancy Neiger, treasurer/historian of the Sanders Beach Community Association.

Although re-use of the American Creosote land is likely years away, the residents want their wishes to be considered. Most Sanders Beach area residents have indicated that they are firm-

ly against a mega 24-hour retail store or a huge builder's supply business for the area.

But they realize that the City of Pensacola may be looking for ways to make the area of about 3,500 residents commercially viable, so the city will get a return on its investment.

"We can't just look at this site in a vacuum," said Kevin Cowper, director of the city's planning and neighborhood development department. "We've got to look at the entire Sanders Beach neighbor-

hood and areas down Main Street and the potential for all of those areas."

Cowper said the area is the western gate to the city and the first part of the city that many visitors see.

Engineering firm CH2M Hill is winding down a \$50,000 federally funded study after gathering input from public meetings in May and July.

CH2M Hill Project Manager Amy Twitty said conceptual plans for the site will be presented in the next two

months to a steering committee, which includes representatives from the Environmental Protection Agency, the neighborhood, the City of Pensacola and local Realtors.

The plan is expected to be presented to City Council for approval in October.

"We want to make sure we're taking the right path forward," Twitty said. "We don't want this to be a futile mission. We want it to be something that can really happen."

Both the EPA and the city

must approve any redevelopment plan.

Still to be decided is what kind of "cap" will be placed over the contaminated site to seal it off. The EPA is considering a 4-foot permeable clay cap covered by topsoil, and a new method that uses a 4-inch layer of modified asphalt, with fewer permeable features.

"We have some performance concerns about an asphalt cap," Neiger said.

EPA officials plan a broad groundwater monitoring program to determine the size of the plume of contaminants

See SUPERFUND, 6A

Superfund site could become park

FROM 1A

from the site and where it's headed. That will mean more monitoring wells, which may be added in the next six months.

Also, the EPA has asked the U.S. Army Corps of Engineers to determine if the contamination plume is in the bay, and University of West Florida researchers will continue researching whether toxic

chemicals in the water are affecting sea life.

Federal regulators have been pumping out creosote from the American Creosote site since 1998. Regulators say 3 million gallons still might be trapped underground, and it will take about 50 years to finish pumping out the toxic waste.

Thomas Lightcap, Corps of Engineers environmental program

manager, said no one knows when the cleanup will be finished.

"This has been particularly difficult because American Creosote Works and Escambia Wood Treating Company are owned by bankrupt corporations," Lightcap said. "Then the taxpayers have to foot the bill, and there's millions and millions of dollars that are needed for hundreds of sites across the country."

EDITORIALS

Superfund re-use is about priorities

The question over what to do with the American Creosote Superfund site speaks volumes about the challenges facing officials in the City of Pensacola. It also points to the complexity today of trying to meet community needs anywhere.

City officials, mindful of the geographical limits to city growth and the resulting pressures on the city's property tax revenues, have a vital interest in turning the 18-acre site into an economic asset. If the city can't expand its borders, and the lack of open land within the city restricts new growth, maximizing what is available becomes increasingly important.

Creating tax-paying businesses on the site that provide jobs for people who will turn around and spend their money on other tax-paying activities is one way of growing the tax base. With a nascent tax-cut movement at least sparking debate in the city, creating a stronger property tax base is one way to protect city revenues.

On the other hand, residents of the area — through the Sanders Beach Community Association — are signaling their interest in creating a park or other green-space that can enhance the liveability and attractiveness of the area. There is less interest in creating a commercial enclave on the site, at least if it means cre-

ating what residents might see as visual blight and something that will bring traffic congestion and noise.

In thinking of compromises, there might be some:
■ Maybe there's room for both a park and commercial use on the site.

■ Or maybe if the city

requires heavy landscaping from any commercial use, it will help meet residents' desires for how the site should look.

For the city, the first task is to figure out why area residents are thinking the way they are. That is, what is it about the area that is driving their opinions?

Maybe residents think the area looks blighted. Or that there is already too much traffic or noise. Do they see a lack of parks or recreational facilities in that part of town? Maybe they want to take advantage of the opportunity to restore more of a neighborhood feel to an area that is bordered by major traffic thoroughfares and industrial activities.

There might be more opportunity than it first appears to satisfy both sides. For instance, a well-done park — on at least part of the site — might contribute to redevelopment improvements that can lead to a broad increase in property values, helping both sides get what they want.

The goals — a financially healthy city that meets residents' needs — needn't be mutually exclusive.

DEVELOPMENT

*City and residents can
compromise on the future
of Superfund site.*

'Beautiful' plan in store at creosote cleanup site

Committee OKs park, development proposal

Sheila Ingram

@PensacolaNewsJournal.com

An ambitious plan to create a western gateway into downtown Pensacola at the American Creosote Works Superfund site was given final approval by a steering committee on Monday.

The proposal includes a park with open space, small retail and commercial buildings with a historic facade, walkways and an attractive stormwater-disposal site, possibly with walkovers and fountains.

It's a compromise for residents in the area who feared large, boxy department stores and other industrial uses would be allowed after environmental cleanups of the 18-acre Environmental Protection Agency Superfund site.

"In the long run, I think we will see something on the west end of Pensacola that will rival anything on the south end or the north end," said Bob Neiger, a panel member and resident who lives near the Superfund site.

"It's an absolutely beautiful idea, and is a great thing for Pensacola," he said.

Final implementation of the plan for the area — designated as a Superfund site in 1983 — is probably 10 to 20 years down the road.

The open space, which will include decorative fencing and entryways similar to those in downtown's Aragon development, will provide a buffer between residents who live near Sanders Beach and the small, commercial areas.

With reuse outlines in place, environmental officials can finish their cleanup plans, said Kevin Cowper, the city's director of the Department of Community Development.

Maher Budeir, the EPA's project manager for the site and a steering committee member, predicted that on-site cleanup can begin in about a year after approval of a reuse plan.

The Environmental Protection Agency has earmarked \$2.7 million for excavation of off-site contaminated soils and other cleanup currently at the site, but is waiting for the reuse plans before starting the on-site work.



Neiger



Cowper

Superfund site proposal clears committee hurdle

FROM 1C

Both the EPA and the city must approve the redevelopment plan, and the EPA will have to do engineering work on the north side of the contaminated area that is being suggested for buildings, Cowper said.

City planning and environmental committees will review the proposal before presenting it to the council in October.

Still to be decided is what kind of "cap" will be placed over the contaminated site to seal it.

The EPA is considering a 4-foot, permeable, clay cap covered by topsoil, and a new method that uses a 4-inch layer of modified asphalt, with fewer permeable features.

Also, the EPA has asked the U.S. Army Corps of Engineers to determine if the contamination plume is in the bay, and University of West Florida researchers will continue to research whether toxic chemicals in the water are affect-

ing sea life.

"This is entirely a doable plan," Cowper said. "We need to get the cleanup behind us."

Because the area is a Superfund site, surrounding areas could qualify as a Brownfield area, which includes financial incentives for redevelopment.

Future financing could come from a community-redevelopment tax-increment financing district and incentives from Enterprise Zone and Commercial Facade Programs to attract businesses.

The city used a \$50,000 federal grant to hire consulting firm CH2M Hill to guide the redevelopment plan process.

Plans for Superfund site worthy of consideration

For too long residents near the American Creosote Works Superfund site have been waiting and hoping for something good to come out of a bad situation.

The waiting and hoping could be closer to fruition now that a steering committee has given final approval of an ambitious plan to create a western gateway into downtown Pensacola that members say will "rival anything on the south end or the north end."

The lack of sufficient cleanup has held up any possible redevelopment or use of the prime piece of land that the Environmental Protection Agency has been working on since 1998.

But a new proposal for the Superfund site that includes a park with open space, small retail and commercial buildings with a historic facade, walkways and an attractive stormwater-disposal site, possibly with walkovers and fountains is worth considering.

While final implementation of the plan is probably 10 to 20 years away, it is a good start for an area that

was designated a Superfund site in 1983.

It is good news that the EPA has earmarked \$2.7 million for excavation of off-site contaminated soils and other cleanup currently at the site, even though on-site work has to wait for the reuse plans.

It's still undecided what kind of cap will be placed over the contaminated site to seal it. The EPA is considering a 4-foot, permeable, clay cap covered by topsoil, and a new method that uses a 4-inch layer of modified asphalt, with fewer permeable features.

Both the EPA and the City of Pensacola should approve the redevelopment plan, and the EPA must complete engineering work on the north side of the contaminated area that is being suggested for development.

The lack of sufficient cleanup has held up any possible redevelopment or use of the 18-acre piece of property for too long. It's time to put the cleanup behind and get on with making the redevelopment a reality.

DEVELOPMENT

Plans for the Superfund site are a step in the right direction.

"I have no specific reason to be concerned. However, if anyone has specific information, maybe there will be a need to reconsider."

— Maher Budeir, Environmental Protection Agency official addressing water contamination from the American Creosote Superfund site

EPA: Creosote cleanup years away

Contaminated soil first priority at Superfund site

Sheila Ingram
and Elizabeth Blumink
@PensacolaNewsJournal.com

Finishing the soil contamination cleanup at the American Creosote Superfund site could take two years, and it could take longer than that to deal with groundwater issues, a top environmental official said Tuesday.

Maher Budeir, American Creosote Superfund site manager for the Federal Environmental Protection Agency, said off-site cleanup near the Sanders Beach area

should be finished by Nov. 7.

Budeir said he is researching what kind of "cap" will be needed to cover the contaminated soil on the 18-acre site. The cap will keep other areas from being affected by the underground toxic waste that festered for decades when the location was the operating site of a wood-treating company. The plant, which used oily liquids and toxins, was in operation for 60 years.

After Nov. 7, groundwater monitoring becomes a higher priority.

"That's an area that kind of took a back seat," Budeir said. "Soil always takes the highest priority."

Budeir said decisions will be made soon on what type of program will be designed to clean up and monitor possible groundwater contamination.

When asked if a plume of

toxic chemicals has already spilled into Pensacola Bay, Budeir replied: "We don't know that yet."

A recent News Journal investigation outlined how various state and local agencies ignored signs that drinking water for Pensacola and Gulf Breeze residents might have contained high levels of radium from the Agrico Chemical Co. Superfund Site for four years. Another old wood-

treating plant — Escambia Treating Co. — also a Superfund site, is located near the Agrico area.

Budeir said he has nothing to do with the other two contaminated sites in Escambia County.

He said he has no reason to believe that signals of water contamination were ignored in the American Creosote Site area.

"I have no specific reason to

be concerned. However, if anyone has specific information, maybe there will be a need to reconsider," he said.

Budeir said the cap over the Creosote site likely will be a combination of clay or asphalt.

He said he is confident that any groundwater contamination will be contained by the cap, when it is installed and covered by topsoil.

"If this site was not suitable for us, we would not have done it," he said.

See SUPERFUND, 4C

Superfund site cleanup plan has some optimistic

FROM 1C

A cap will hold up for more than 50 years, but groundwater also will be monitored continuously, and the state will do an overall evaluation of how the cap is performing every five years, he said.

"The major reason we build caps is to eliminate kids or other people — or other ecosystems — from coming into contact with contaminated soil," he said.

Budeir told a group of Sanders Beach area residents that the cleanup of a ditch near the Pensacola Yacht Club will be delayed because of elevated water tables, the result of recent heavy rain. He also said additional sampling needs to be done in an area on the east side of an E Street ditch.

A reuse plan that includes small retail and commercial buildings with a historic facade, walkways and fountains is probably 10 to 20 years away — even

though the reuse concept is expected to be approved by the Pensacola City Council next month.

Resident Chip Copton, 67, said that he and other senior citizens in the neighborhood will not live long enough to enjoy the reuse plan. He said EPA should conduct a more thorough cleanup, instead of just digging out the surface soils.

"What good is it, if all they've done is move the surface of it?," he said.

Some residents said they felt optimistic about the cleanup and the proposed reuse.

"I think we are getting a very good response from EPA," said Nancy Neiger, treasurer and historian of the Sanders Beach Community Association.

"The (reuse) concept is going to be nice," said Pat Sutchy, who resides on E Street. "The city will have their revenues. We will have our peace of mind, our own green space," she said.

Pensacola officials accept plan to turn creosote site into park

Sheila Ingram

@PensacolaNewsJournal.com

Pensacola City Council members accepted Monday an ambitious plan for transforming the American Creosote Works Superfund site.

The reuse plan for the 18-acre site allows for about 12 acres of park space, walkways and fountains — plus small retail and commercial buildings in keeping with downtown's Historic District. It also includes attractive entryways that will welcome people into the western side of the city, so the first glimpse they get of downtown will be a favorable one.

"It's a very ambitious, very doable plan," said Kevin Cowper, director of the city's Planning and Neighborhood Development Department. "We recognize it will take a long time."

The downside for the area near the Pensacola Yacht Club and the Sanders Beach neighborhood is that the area is still off-limits and contaminated.

Federal regulators have been pumping out creosote from the site since 1998, but there is still 1 million to 3 million gallons of toxic groundwater deep underground.

City Environmental Director Rick Harter told council members that only 100,000 gallons have been removed so far. He estimated it will be at least 20 years before all the contamination can be removed, but some state and federal regulators have estimated that the process could take up to 50 years.

The area was formerly American Creosote Works, a wood-treating company that allowed the toxic chemical to infiltrate the ground for 80 years.

Harter said there is no definitive answer on whether contaminants have entered Pensacola Bay. Officials with the Environmental Protection Agency and Army Corps of Engineers are trying to answer that question.

It will likely be five years before work begins on the conceptual plan approved in committee on Monday. The City Council will consider the plan at its Thursday night meeting.

Council member Hugh King was absent from Monday's meeting.

Council member John Jerralds questioned why the cleanup at the former American Creosote Works site is moving faster than the Escambia Treating Company Superfund site, another old wood-treating site that was located off Palafox Street.

Harter said officials are still uncertain as to the size of the contamination caused by the former Escambia Treating Co. Superfund site.

"They both need to be dealt with as soon as possible," Harter said.

Sanders Beach resident Nancy Neiger said people who live in the area will find willing business owners to relocate to that area af-

ter the contaminants are removed.

Resident Charles Fairchild cautioned city officials not to lose sight of other areas of the city. "In reality, this now, becomes to me, the new baby of the city," he said. "There are other areas with prob-

lems. I hope we don't put all of our resources here."

The Agrico Chemical Co. Superfund site is drawing new attention because of reports that officials ignored high levels of radium in drinking water suspected to come from the site.

Tuesday, October 7, 2003

Pensacola News Journal

Appendix E Endorsement Letters



August 27, 2002

Sanders Beach Community Association

Kevin Cowper, Director
Planning and Neighborhood Development
City of Pensacola
180 Government Plaza
Pensacola, FL 32501

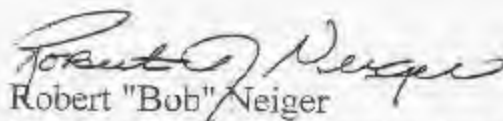
Dear Kevin:

On behalf of our community association I want to extend our thanks to you and your staff for the efforts invested in reaching an end use compromise for the American Creosote Works Environmental Protection Agency superfund site that is agreeable to the Sanders Beach Community and which offers the City of Pensacola commercial redevelopment potential at the western end of the city.

It is very important to the neighborhood that heavy industrial/commercial uses be removed from this wonderful old historic neighborhood, and the greenspace park combined with retail development north of Gimble Street is a practical compromise.

The neighborhood fully supports the Western Gateway Redevelopment District as it has been presented to us, and to the American Creosote Works Steering Committee. SBCA will continue to be in close contact with the City of Pensacola, the EPA and the Corps of Engineers during design development of the clay/soil cap and future use development.

Thanks again, and all the best to all of you!


Robert "Bob" Neiger

Sanders Beach Community Association Chairman

Robert "Bob" Neiger, Chairman
1400 Cypress St.
Pensacola, FL 32501
850-439-1136

Ann Ferratti, Vice Chair
1415 W. Sonia St.
Pensacola, FL 32501
850-469-8737

Sharon Britton, Recording Secretary
1314 Cypress St.
Pensacola, FL 32501
850-432-1270

Nancy Neiger, Treasurer/Historian
1400 Cypress St.
Pensacola, FL 32501
850-439-1136

**PENSACOLA AREA CHAMBER OF COMMERCE
POSITION STATEMENT**

Issue: Support American Creosote Superfund Site Redevelopment Plan

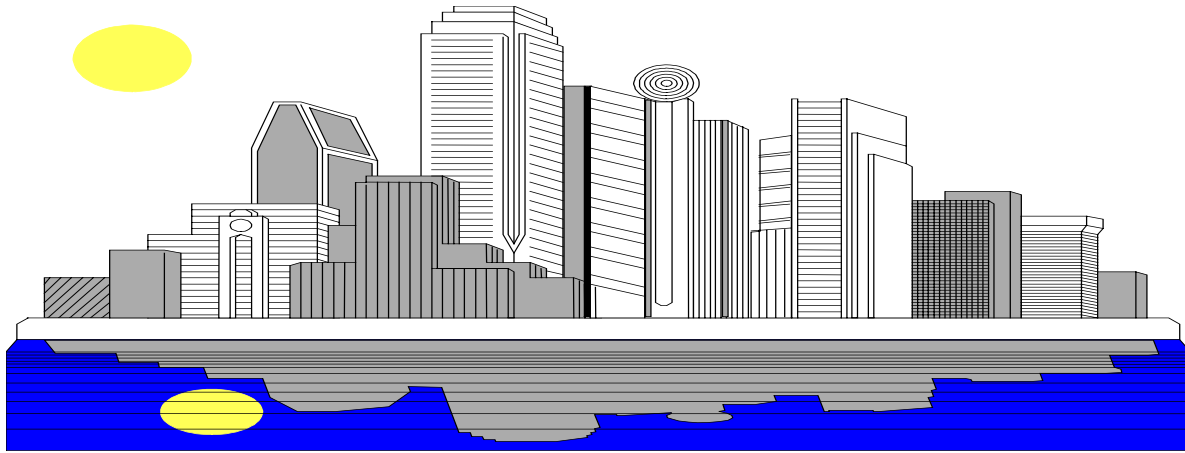
Background: The City of Pensacola has presented the American Creosote Superfund Site Redevelopment plan to the Chamber's Environment Committee and to the Sites and Buildings Committee.

The proposed conceptual plan provides opportunities for business and commercial development in the general area, including development of open space and park development. Infrastructure needs such as streets and stormwater retention are included in the redevelopment plan. Opportunities for residential housing are incorporated for future development.

A number of initiatives (such as a TIF District, and economic development incentives for Enterprise Zones and Commercial Façade programs) will attract both public and private investment to the area. It is important to address this within a broad, conceptual framework of the City's redevelopment planning process.

Position statement: The Board of Directors supports the redevelopment of the American Creosote property as vital to the community's revitalization and economic development. We would also urge that this plan be included as part of the City's comprehensive planning effort for downtown.

Adopted: September 22, 2003



DOWNTOWN NEIGHBORHOOD COUNCIL *317 N. BARCELONA STREET

PENSACOLA, FL 32501

850-432-5523

October 4, 2003

Mr. Kevin Cowper
Director of Planning and
Neighborhood Development
City of Pensacola
Pensacola, Florida

Dear Mr. Cowper:

We would like to add our support to the WESTERN GATEWAY REDEVELOPMENT DISTRICT. Your staff and the members of the Sanders Beach Community Association have both done an admirable job of coming together to put this plan for the redevelopment of the American Creosote site and the surrounding areas into a concrete format that can now be moved forward for the benefit of the entire city.

Thank you Mr. Cowper, and a big thank you to your entire staff; equally to be thanked is the Sanders Beach Community for stepping forward and becoming part of this important redevelopment. You should all be very proud of what you have accomplished.

Sincerely,

Ralph Yeisley
President
cc: Sanders Beach Community Association.

Pensacola Yacht Club

1897 W. Cypress Street
P.O. Box 989
Pensacola, FL 32591
Phone: (850) 433-8804
Fax: (850) 438-3105



October 6, 2003

To Whom it May Concern:

Pensacola Yacht Club has been an active participant in the development of the conceptual reuse plan for the ACW site. The plan as submitted has my full support as well as the support of the Board of Directors of Pensacola Yacht Club.

Sincerely,

Charles A. MacMillan
Commodore Emeritus, Pensacola Yacht Club

Appendix A Permitted Land Uses

TABLE A-1										
Permitted Uses by Zoning District										
Use\Zoning District	R1A	R1AA	R2A	R2	RC	C1	C2	C3	M1	M2
Single-family detached dwellings	17.4 u/a	*	12.8 u/a	*	*	*	*	*		
Accessory residential units	*	*								
Single-family attached dwellings (townhouse)	*	*	21.8 u/a	*	*	*	*	*		
Single-family attached dwellings (quadraplex)			21.8 u/a	*	*	*	*	*		
Single-family detached zero lot line				*	*	*	*	*		
Two-family attached dwellings (duplex)	17.4 u/a	*	17.4 u/a	*	*	*	*	*		
Multiple-family attached dwellings			35 u/a	35 u/a	35 u/a	35 u/a	35 u/a	35 u/a		
Community residential homes	*	*	*	*	*	*	*	*		
Residential design manufactured homes	12.4 u/a	*	12.8 u/a							
Manufactured homes park			*		*	*				
Family day care homes	*	*								
Bed and Breakfast			*	*	*	*	*	*		
Schools and educational institutions	*	*	*	*	*	*	*	*	*	*
Libraries and community centers	*	*	*	*	*	*	*	*	*	*
Buildings used exclusively by the federal, state, county and city government for public purposes	*	*	*	*	*	*	*	*	*	*
Churches, Sunday school buildings and parish houses	*	*	*	*	*	*	*	*	*	*
Home occupations	*	*	*	*	*	*	*	*	*	*

TABLE A-1										
Permitted Uses by Zoning District										
Use/Zoning District	R1A	R1AA	R2A	R2	RC	C1	C2	C3	M1	M2
Municipally owned and operated parks and playgrounds	*	*	*	*	*	*	*	*	*	*
Childcare facilities					*	*	*	*	*	*
Private clubs and lodges					*	*	*	*	*	*
Boarding and lodging houses					*	*	*	*	*	*
Dormitories					*	*	*	*	*	*
Office buildings					*	*	*	*	*	*
Retail food and drug store					*	*	*	*	*	*
Personal service shops					*	*	*	*	*	*
Clothing and fabric stores					*	*	*	*	*	*
Home furnishing, hardware and appliance stores					*	*	*	*	*	*
Banks					*	*	*	*	*	*
Bakeries (retail)					*	*	*	*	*	*
Pawnshops and secondhand stores					*	*	*	*	*	*
Floral shops					*	*	*	*	*	*
Health clubs, spas, and exercise centers					*	*	*	*	*	*
Martial arts studios					*	*	*	*	*	*
Laundromats and dry cleaners					*	*	*	*	*	*
Laundry and dry cleaners pick-up stations					*	*	*	*	*	*
Restaurants					*	*	*	*	*	*
Studios					*	*	*	*	*	*

TABLE A-1										
Permitted Uses by Zoning District										
Use\Zoning District	R1A	R1AA	R2A	R2	RC	C1	C2	C3	M1	M2
Mortuary and funeral parlors					*	*	*	*	*	*
Appliance repair shops					*	*	*	*	*	*
Gasoline and service stations					*	*	*	*	*	*
Retail sales and services					*	*	*	*	*	*
Motels/hotels					*	*	*	*	*	*
Vending Machines					*	*	*	*	*	*
Car Washes					*	*	*	*	*	*
Movie theaters, except drive-in theaters					*	*	*	*	*	*
Open air sale of trees, plants and shrubs					*	*	*	*	*	*
Pet shops					*	*	*	*	*	*
Parking lots and parking garages					*	*	*	*	*	*
Pest extermination services					*	*	*	*	*	*
Animal hospitals and veterinary clinics					*	*	*	*	*	*
Bars					*		*	*	*	*
New car lots and used car lots					*		*	*	*	*
Pool halls					*		*	*	*	*
Newspaper offices and printing firms					*		*	*	*	*
Business schools					*		*	*	*	*
Car rental agencies and storage					*		*	*	*	*
Marinas					*		*	*	*	*

TABLE A-1										
Permitted Uses by Zoning District										
Use/Zoning District	R1A	R1AA	R2A	R2	RC	C1	C2	C3	M1	M2
Major public utility buildings and structures including radio and television broadcasting stations					*		*	*	*	*
Amusement machine complex					*		*	*	*	*
Cabinet shops and upholstery shops					*		*	*	*	*
Electric motor repair and rebuilding					*		*	*	*	*
Mini-storage warehouses					*		*	*	*	*
Trade schools					*		*	*	*	*
Garages for the repair and overhauling of automobiles					*		*	*	*	*
Bowling alleys					*		*	*	*	*
Skating rinks					*		*	*	*	*
Recreational or amusement places for profit					*		*	*	*	*
Sign shop					*		*	*	*	*
Industrial laundries and dry cleaners					*			*	*	*
Retail Lumber and building materials					*			*	*	*
Warehouses					*			*	*	*
Plumbing and electrical shops					*			*	*	*
Outside kennels, runs or exercise areas								*	*	*
Growing and wholesale of retail sale of trees, shrubs and plants								*	*	*
Bakeries, wholesale								*	*	*
Ice cream factories and dairies								*	*	*

TABLE A-1										
Permitted Uses by Zoning District										
Use/Zoning District	R1A	R1AA	R2A	R2	RC	C1	C2	C3	M1	M2
Quick-freeze plants and frozen food lockers								*	*	*
Boat sales and repairs								*	*	*
Outdoor theaters								*	*	*
Trailer sales								*	*	*
Mobile home sales								*	*	*
Truck sales and repairs								*	*	*
Light metal fabrication and assembly								*	*	*
Contractor shops								*	*	*
Adult entertainment establishments								*	*	*
Outdoor storage and work									*	*
Wholesale business									*	*
Wood, coal and oil fuel yards									*	*
Lumber, building material yards									*	*
Furniture manufacturing and repair									*	*
Assembly of electrical appliances, instruments									*	*
Welding and metal fabrication									*	*
Processing/packaging/distribution									*	*
Canning plants									*	*
Fertilizer storage/sales warehouse									*	*
Ice plant/storage buildings									*	*
Bottling plants									*	*

TABLE A-1										
Permitted Uses by Zoning District										
Use\Zoning District	R1A	R1AA	R2A	R2	RC	C1	C2	C3	M1	M2
Stone yard or monument works									*	*
Manufacture of electrical signs, drugs, food products, musical instruments, toys, pottery, firearms, boats, farm tools, aircraft, automobiles									*	*
Industrial research laboratories									*	*
Community correction centers									*	*
Uses not permitted in M-1										*
Hospitals, clinics				*						
Nursing homes, rest homes, convalescent homes				*						
Social services homes/centers				*						
Private stables	*	*	*	*						
Minor structures for the following utilities: unoccupied gas, water and sewer substations of pump stations, electrical substations and telephone substations	*	*	*	*						
Accessory structures, buildings and uses customarily incidental to the above uses	*	*	*	*	*	*	*	*	*	*
Cemeteries	*	*		*						
u/a: Units per acre										