

Palafox Commerce Park Master Plan

A Partnership Between
Escambia County and The City of Pensacola,
Florida



Prepared by
Landers-Atkins Planners, Inc.
with
Connelly & Wicker, Inc. Consulting Engineers
Aerostar Environmental Services, Inc.
and
The Haas Center for Business Research and Economic Development
University of West Florida

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1.0 INTRODUCTION

The Palafox Commerce Park Master Plan is a response to several related issues and concerns of Escambia County, the City of Pensacola and the Pensacola Chamber of Commerce. The first issue is that current industrial business sites are decreasing and new industrial parcels are needed in the City as well as the County. Second, the Palafox location is an industrial zone and is part of the County's Community Redevelopment Area and the Brownfield Redevelopment Program. Third, the Escambia Treating Company Superfund Site, and its impact on adjacent residential areas, has offered the opportunity for approximately 100 acres of "new" land for industrial development.

2.0 HISTORY OF SITE

2.1 Site Description

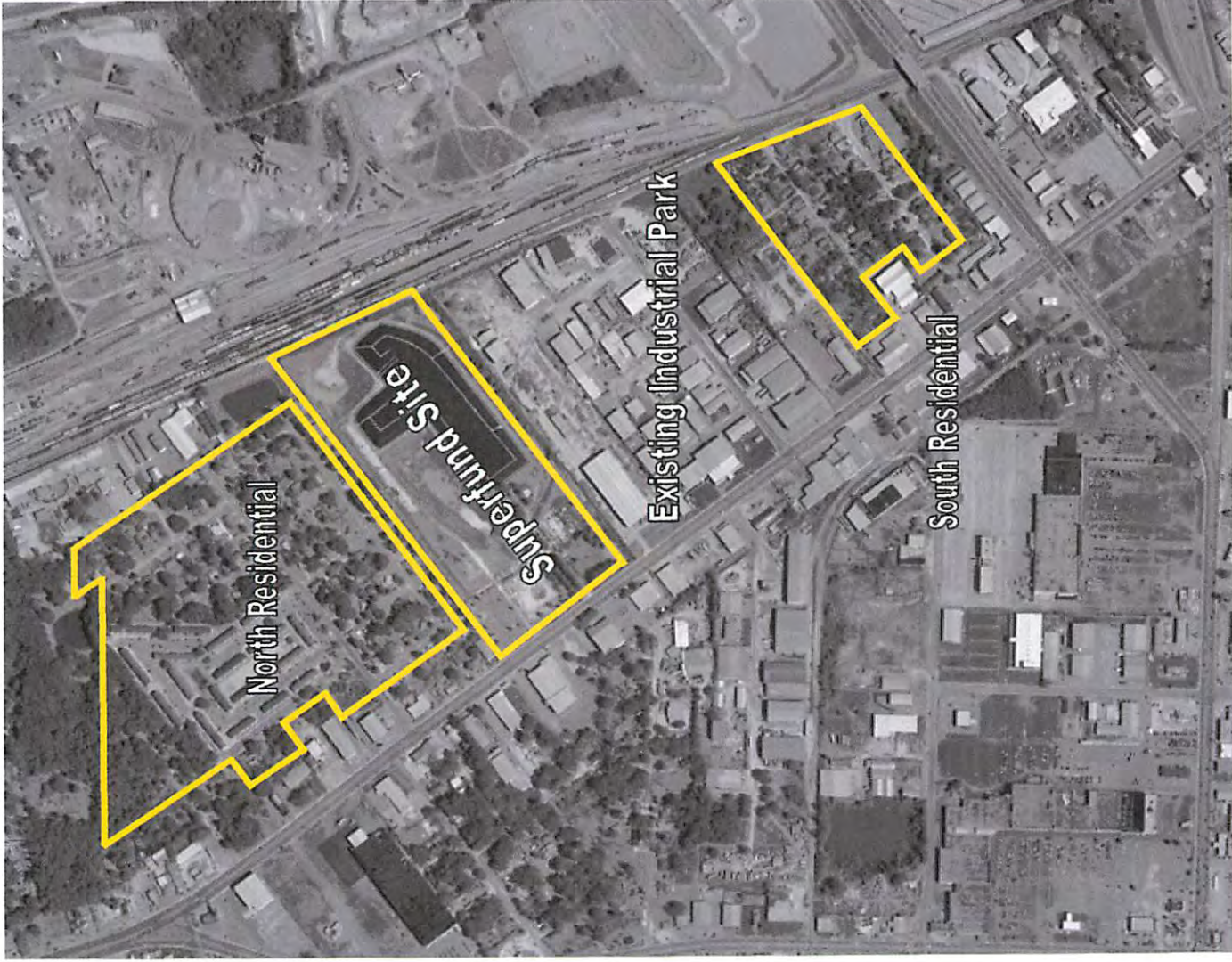
The Escambia Treating Company (ETC) site is located (*Figure 1*) at 3910 North Palafox Street in the City of Pensacola, Escambia County, Florida at approximately 30° 27' 19" North latitude and 87° 13' West longitude. The 26-acre site, located in a mixed industrial and residential area, is bordered on the north by residential neighborhoods, on the west by Palafox Street, on the east by the CSX railroad switchyard, and on the south by an abandoned concrete plant and small industrial park. The site is an abandoned wood preserving facility that operated from 1942 until its closing in 1982.

2.2 History of ETC Facility Operations

The ETC site was first operated in 1942 as a manufacturing facility for the treatment of wood products with creosote. Before the start of operations, the land was used for farming. ETC's Pensacola facility was involved in the pressure treating of wood products - primarily utility poles and foundation pilings. Southern Yellow Pine was debarked, formed, dried, impregnated with preservatives, and stored at the facility until delivered to customers. From 1944 to approximately 1970, coal-tar creosote was used as the primary wood preservative. Pentachlorophenol or PCP dissolved in No. 6 diesel fuel was used at the facility as a preservative from 1963, and was the sole preservative in use from 1970 to 1982. Excess wood preservative was allowed to drain from the treated products along drip tracks before being stored in nine treated wood storage areas.

Contaminated wastewater and runoff from the former treatment area were the primary wastes managed at the facility. In the early years of operation all wastewater was sent to an unlined impoundment located in the northeastern part of the site. This natural earthen unit was used from the mid-1940s through the mid-1950s. After the mid-1950s, process wastewater and contaminated runoff were managed by two separate systems. The first system consisted of concrete and treated wood constructed surface impoundments. The former "hot" and "cold" ponds, each used from 1955 to 1982, had a holding area of 6250 cubic feet, and were operated in series.

Figure 1



The second system consisted of the contaminated runoff from the wood treatment area also being directed into a runoff collection/separation system. This system consisted of a concrete collection pad and a series of separation basins which removed waste treating solutions from the runoff water. Runoff was then pumped via a storm drain system to an impoundment located in the southern section of the facility. The impoundment, which was constructed of sectionally poured concrete, had a holding capacity of 225,000 gallons.

2.3 Environmental Regulatory History

The ETC site has a lengthy regulatory history that begins with the submittal of the Notification of Hazardous Waste Activity Form (CERCLA 103C) to EPA in 1980. Before this submittal and the passing of the Resource Conservation and Recovery Act (RCRA), little available documentation was generated regarding compliance and non-compliance with federal, state, and country rules and regulations.

The wood treating operations at the ETC site from 1942 to 1982 resulted in extensive creosote and pentachlorophenol (PCP) contamination in soil and groundwater. Soil at the site is also contaminated with dioxin, which is a common impurity in commercial-grade PCP. To address the immediate threat posed by contamination at the site, the United States Environmental Protection Agency (EPA) completed an extensive removal action in 1992. The removal activities were designed to stabilize the site while EPA evaluated long-term clean-up solutions for site contamination. After installing a 12-foot high fence to restrict unauthorized access, EPA excavated approximately 255,000 cubic yards of contaminated soil and stockpiled these materials, which are currently onsite, under a secure cover to prevent further migration of contaminants into the groundwater. Two large excavated areas, approximately 40 feet deep, remain adjacent to the stockpiled material. EPA proposed the ETC site for inclusion on the National Priorities List (NPL) in August 1994. The site's listing on the NPL was finalized on December 16, 1994.

2.4 Community Relocation Project

On February 12, 1997, the EPA issued a Record of Decision (ROD) Interim Remedial Action and National Relocation Pilot Project for the ETC site. This remedy was an interim action for the site. It addressed the relocation of households affected by the contamination at the ETC site. The major components of the selected remedy included:

- Permanent relocation of an estimated 358 households from four designated residential areas: the Rosewood Terrace subdivision, the Oak Park subdivision, the Escambia Arms Apartments, and the Goulding subdivision
- Demolition of the homes, and institutional controls to restrict the land use of the area to industrial or commercial use

According to the Real Estate Planning Report prepared by the U.S. Army Corps of Engineers, the affected residential areas targeted for relocation consisted of a total of approximately 65 acres and was partitioned into five designated areas: Beggs Lane, Oak Park, Rosewood Terrace, Escambia Arms Apartments, and Goulding Subdivision. The Rosewood Community was located immediately adjacent to the ETC site. The community is bordered to the west by Palafox Highway, to the south by the former Escambia Treating Company, and to the east by CSX Railroad switchyard. The Beggs Lane, Oak Park community and the Escambia Arms Apartments are located just north of the Rosewood

Terrace subdivision across Hickory Street. The Florida Drum Manufacturing Company, an industrial facility, is located within the Oak Park community between the residential area and CSX railroad to the east. There were approximately 200 families living in the Escambia Arms apartments.

The Goulding subdivision was located immediately south of the Palafox Industrial Park, which is immediately south of the site. The CSX Railroad yard is located immediately to the east. Beyond the railroad is the Agrico Chemical Superfund site. The community is bordered to the west by Palafox Highway, and to the south by East Fairfield Drive.

EPA's relocation remedy was based on the following factors: health risk reduction, community welfare, cost benefit and operational concerns associated with on-site cleanup of the ETC facility, configuration of the land area, and long-term community redevelopment goals. In general, EPA Superfund regulations specify that EPA may consider taking action at a site when cancer risks exceed the 1E-4 level. EPA may elect to develop cleanup levels, which will mitigate that cancer risk in a range from 1E-4 to 1E-6. Based on a preliminary evaluation, EPA determined that some levels of benzo(a)pyrene equivalents (BaPEQ) and dioxin exceeded the 1E-4 risk level in the Relocation Area.

Historical aerial photographs and topographic maps of the area indicated that the BaPEQ and dioxin contamination found in the neighborhoods north and south of the main ETC facility were a result of surface water drainage and erosion from treated lumber storage areas and waste water discharges at the ETC site. In 1996, in response to concerns that there may have been a contributing source of contamination in the Palafox Industrial Park, EPA conducted a site assessment in the Park. The site assessment indicated that the Park was not a source of the contamination. In conclusion, the relocation project was implemented in May of 1997 and is scheduled for completion no later than the summer of 2002.

3.0 EPA ACTIONS (Status of Environmental Cleanup)

3.1 Remedial Investigation and Feasibility Study

In 1994, CDM Federal Programs Corporation (CDM) was tasked by EPA to conduct a Remedial Investigation/Feasibility Study (RI/FS) at the ETC site through Work Assignment No. 062-4LGS under Contract No. 68-W9-0056. The purpose of the RI/FS was to investigate the nature and extent of contamination at the ETC site and to develop and evaluate remedial alternatives, as appropriate. The results of the RI/FS for the ETC site are contained in the Final Remedial Investigation/ Feasibility Study for Source Soil Removals for the Escambia Treating Company Site Pensacola, Florida dated June 4, 1998 (Document Control Number 7740-062-RI BSZL) as prepared by CDM.

3.2 Types of Contaminants and Established Cleanup Levels

To support the development of remedial alternatives for the ETC site, risk-based remedial goal options (RGO's) were calculated for both cancer and non-cancer effects for the chemicals of concern (COC's) attributed to past operations of the ETC site in subsurface soils onsite, as well as offsite residential relocation areas. The RI/FS evaluated the appropriateness of both a residential and industrial land use scenario, with a lifetime resident and an onsite worker as the most appropriate receptors upon which to assess the risk-based

remediation goals. Incremental cancer (1E-6 to 1E-4) and a non-cancer (HQ=0.1 to 3) risk levels were evaluated for both the residential and industrial use scenarios. Soil cleanup levels were also calculated based on the potential for hazardous constituents to migrate and contaminate groundwater.

There were a total of two chemicals of concern (COC's) that were identified for surface soils (protection of human health) and eight COCs identified for surface and subsurface soils (protection of groundwater). The two surface soils COC's included BaPEQ or benzo(a)pyrene equivalents consisting of benzo(a)anthracene, chrysene, benzo(b/k)fluoranthene, benzo(a)pyrene, indeno(1,2,3-cd)pyrene, dibenzo(a,h)anthracene; and 2,3,7,8-TCDD TEQ or 2,3,7,8-tetrachlorobibenzo-p-dioxin toxic equivalents. The nine chemicals of concern for surface and subsurface soils relating to the protection of groundwater included various polyaromatic hydrocarbons (PAH's) such as naphthalene, acenaphthene, fluorene, phenanthrene, 2-methylnaphthalene, dibenzofuran, carbazole, and pentachlorophenol (PCP). The estimated volumes of soil above the various remedial goal options was then calculated for each area of concern including the onsite or ETC facility, the offsite residential relocation area to the north, and the offsite residential relocation area to the south. These calculations are included in the RI/FS report.

The cleanup standard for the ETC site established in the Record of Decision was based on commercial and industrial exposure and land use scenarios. The final cleanup standard will be included in the RI/FS Record of Decision.

3.3 Remedial Investigation Field Activities

CDM Federal completed the ETC RI/FS remedial investigation field activities in 1996. The main objective of the field investigation was to characterize the nature of onsite soil and groundwater contamination and the extent of potential soil contamination in the adjacent neighborhood, which may be attributable to the ETC site. Although the investigation included the installation of monitor wells and the collection of groundwater samples from those wells, the focus of the investigation was on the soil contamination at and near the site that was attributable to the ETC site. The groundwater data collected during the field investigation was evaluated because they relate to the development of groundwater contaminants of concern and soil remedial goal options for the protection of groundwater.

In addition to the analytical data collected by CDM during the ETC RI/FS original field investigation (conducted from December 1995 to March 1996), the FS report also considered data collected during related investigations. These investigations include the field investigations conducted in July 1995 in the Rosewood Terrace, Oak Park, Escambia Arms and Goulding neighborhoods performed by Black and Veatch.

The soil and on-site groundwater contamination issues attributed to the ETC facility was bifurcated from the off-site groundwater contamination issue in 1998 in order to expedite the cleanup and ultimate reuse of the ETC site. The issue of offsite groundwater contamination, which is referred to by EPA as Operable Unit #2, will be addressed in a separate RI/FS document. The objective of the field investigation for Operable Unit #2 will be to determine the extent of vertical and horizontal offsite groundwater contamination attributable to the ETC site. This offsite groundwater investigation is currently being performed by CDM with the draft RI/FS expected in Fall of 2001. Remedial alternatives to address groundwater contamination will be developed and evaluated in that report.

3.4 Planned Remedial Options

The planned remedial options for the site are contained in the Final Remedial Investigation/ Feasibility Study for Source Soil Removals for the Escambia Treating Company Site Pensacola, Florida dated June 4, 1998. The primary objectives of the FS portion of the report are to: identify remediation goals for soil; determine the extent of soil contamination above remediation goals; present remedial action objectives (RAOs) for soil contamination; develop general response actions (GRAs); identify, screen, and select remedial technologies and process options applicable to the soil contamination associated with the site; and develop and analyze remedial action alternatives. The FS report will be used to support subsequent decision documents, and the design and implementation of remedial actions for the source (soil contamination) attributable to the ETC site.

A total of six remedial alternatives were analyzed as part of the detailed analysis of alternatives of the Feasibility Study. These remedial alternatives include the following:

1. No Action
2. Soil excavation; on-site treatment with thermal desorption and base catalyzed dechlorination; and on-site disposal
3. Soil excavation; on-site treatment with solid phase bioremediation; and on-site disposal
4. Soil excavation; on-site treatment by soil washing; and on-site disposal
5. Soil excavation; off-site transportation and disposal at a Subtitle C landfill
6. Onsite disposal into a RCRQA designed landfill

The cleanup plan addressed soil contamination in four defined areas as follows:

1. Onsite - the ETC facility consisting of approximately +/-26 acres
2. Rosewood Terrace, Oak Park; and Escambia Arms - residential properties located adjacent and to the north of the ETC site (+/- 51 acres)
3. Pearl Street/Herman Avenue (a.k.a. Goulding subdivision) - residential area located to the south of the ETC and adjacent to the existing Palafox Industrial Park (+/- 18 acres)
4. The existing soil stockpile

3.5 Selected Remedy and the Superfund Site Reuse Project

The RI/FS report does not select a specific remedial alternative or remedy. The Superfund regulations prohibit EPA from preselecting a remedy. The EPA is required to issue its proposal for remedial action in the form of a Proposed Remedy Plan. EPA then seeks public comment on the plan and, after the comments are considered, finalizes the plan in the form of a Record of Decision. All of the data and documents that were taken into consideration for the proposed remedy are required to be included in an Administrative Record. This Administrative Record includes public comments made at the time of the issuance of the Proposed Remedy Plan and is modified to include any additional considerations once the Record of Decision is made final. One of the objectives of this Superfund Site Reuse Project was that Stakeholder input and approval would be obtained pertaining to the redevelopment of the ETC site. That Stakeholder input will be considered in the development of the Proposed Remedy Plan. Therefore, after the Stakeholders have reviewed the reuse plan

and the County addresses the Stakeholders concerns, EPA will be in a position to develop the Proposed Remedy Plan based on the agreed upon redevelopment plan.

3.5 Timing of EPA Cleanup and Release for Redevelopment

According to telephone conversations with EPA staff, the Proposed Remedy Plan will be completed after the finalization of the Palafox Commerce Park Master Plan. The proposed remedy will then open for public comment. The Record of Decision or ROD will be issued upon completion of the public involvement process, with an anticipated issuance date of the Fall of 2001.

The implementation of the selected remedial alternative usually occurs within 18 months of issuance of the ROD. Estimated time for completion of the final six remedial strategies ranged from an average of two through six years on the low end to an average of four to seven years on the high end. The proposed timetable for implementation of the selected cleanup remedy will be included in the ROD. The EPA may release portions of the northern and southern residential relocation areas within two to three years of issuance of the ROD. Based on this timetable is estimated that former ETC facility will be available for redevelopment within 8-10 years of issuance of the ROD.

4.0 MASTER PLAN

The Master Plan for the Palafox Commerce Park (*Figure 2*) provides an illustration of how development may take place. While it does illustrate the location of buildings, parking and other parcel improvements, they are for illustrative purposes and will more than likely change as specific parcels are developed in response to end user needs. The key elements of the Master Plan are the street layout / circulation, parcel size and configuration and stormwater retention pond locations.

The existing industrial park (*Figure 1*) is in the center of the EPA Superfund Site and its impacted areas to the north and south. In order to create an integrated development, it is necessary to provide an internal north-south road connection to link these sites together so that Palafox Highway is not the only north-south means of circulation between the businesses in the future Palafox Commerce Park. In order to make this connection, it will be necessary to purchase some land from existing owners to allow this road connection to take place. Every effort has been made to use or expand existing right-of-way (r/w) and streets in order to minimize infrastructure costs. It will still be necessary to widen existing streets and build new streets with 3 lanes (36 feet, 80 feet r/w) in order to accommodate truck traffic turning movements.

The development program is mixture of small to medium size parcels ranging from 1 to 7.5 acres in size. The types of business are office, showroom / warehouse, light manufacturing, and warehouse distribution. The property could support new development in the range of 600,000 to 650,000 square feet. This translates to approximately 6000 to 6500 square feet per acre.

The Master Plan also has two other components, which need to be mentioned:

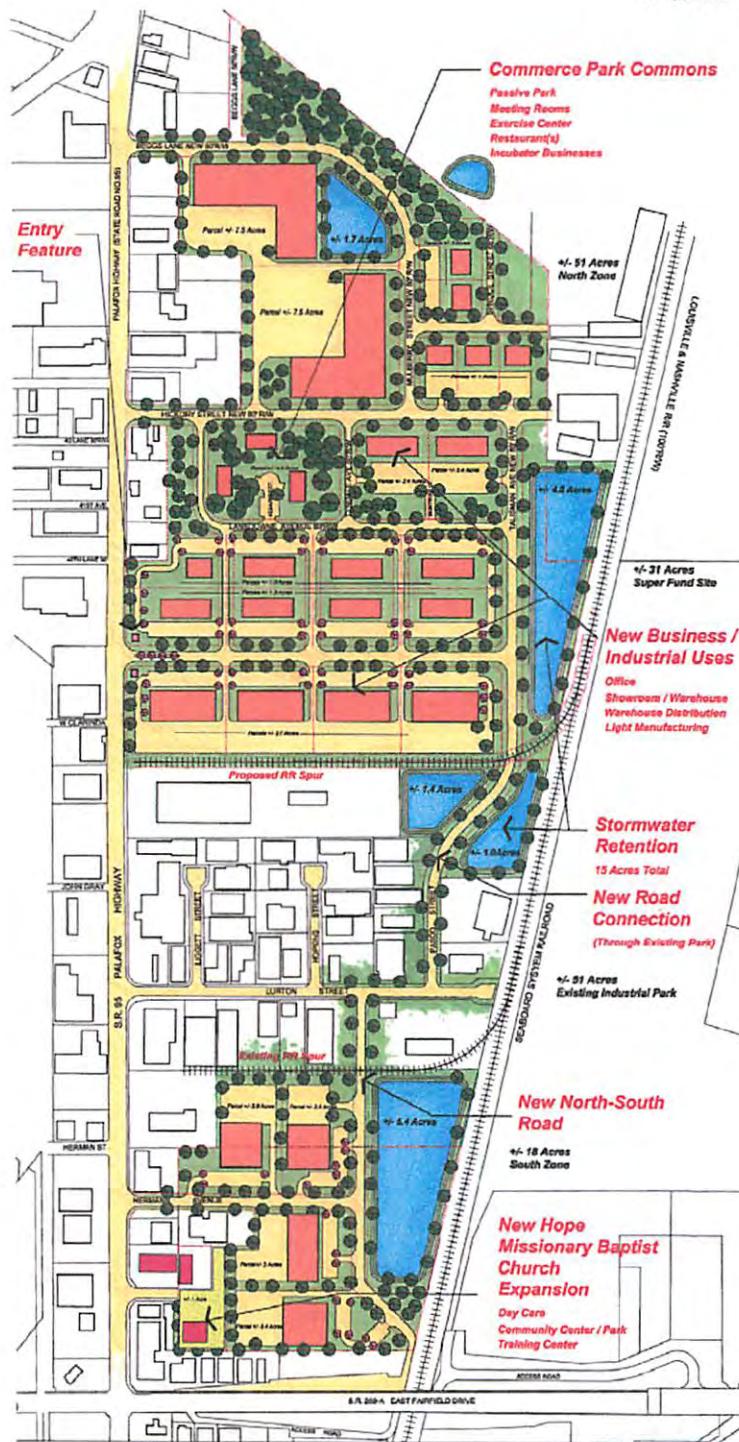
- The current residential area between Hickory Street and Lansdowne Avenue has several mature trees which the community expressed interest in preserving. The

block bounded by Hickory, Tidal, and Lansdowne, south and west will be designated as Commerce Park Commons with smaller building footprints which will preserve more of the existing trees. This area will have a passive park, meeting rooms, an exercise center, restaurants, and several small offices for incubator businesses. It is the policy of the County to require a tree survey to be done on all plans presented for review before approval or permits are issued. This process will allow for the saving of other trees in the proposed Palafox Commerce Park.

- The New Hope Missionary Baptist Church located on Palafox Highway requested the County consider providing them with additional land for Church activities, including a day-care center, and maybe a community center, which could provide space for job training programs and other community services the Church may wish to undertake. It was agreed, on a preliminary basis, to give them one acre of land. As part of the Master Plan Concept, it was recommended that Pearl Avenue be closed due to heavy truck traffic passing by the Church. This truck traffic comes from the weigh station on the south side of East Fairfield Drive. The trucks pass under the East Fairfield Drive Overpass and then travel west on Pearl Avenue to access Palafox Highway. In accommodating this request it was also possible to offer the church an additional acre of land to the east of their present property for expansion of their parking and future facilities.



Figure 2



Commerce Park
 Palafox Corridor Redevelopment
 Community Redevelopment Agency
 Neighborhoods and Environmental Services Department
 Escambia County, Florida

Master Plan

5/26/2009



5.0 ECO-INDUSTRIAL PARK GUIDELINES

Eco-industrial guidelines for new industrial parks can generate a number of benefits. They can provide reassurance to the surrounding residents and commercial property owners regarding the character of the new development and its occupants. They can also help create both a competitive edge with lower operating costs and a marketing edge with a distinctive character for the project. Typically, eco-industrial principles would be incorporated in the project's initial design. Examples of potential components might include:

- Use of grey water for irrigation
- Stormwater infiltration from buildings and parking lots to reduce detention pond requirements
- Constructed wetlands for stormwater polishing
- Native plants in landscaping, and minimization of traditional lawn
- Green Building requirements:
 - Use of standards such as U.S. Green Building Council's LEED Green Building Standards™;
 - Skylights in warehouses and maximization of daylighting;
 - Building orientation to resist solar impacts; and
 - Integration of alternative energy sources where they make economic sense
- Integration of facilities into the community (e.g. seeking out an organization such as the YMCA to operate the exercise facility for park residents and surrounding community)
- Centralization of support facilities (shipping, receiving, janitorial, etc.) to achieve maximum efficiencies

Eco-industrial guidelines would then enable and encourage businesses to adapt their practices to achieve maximum economic efficiencies and environmental benefits. They would also create a mechanism for integrating the new businesses into a network of other neighborhood and regional businesses for increased competitive advantage. These programs might include local sourcing networks to encourage local purchases (thereby avoiding shipping costs, markups and unnecessary energy use) and "waste" exchange programs. The guidelines can be designed to deal with aesthetic, use, environmental sustainability and social sustainability issues.

6.0 TARGET INDUSTRY

6.1 Introduction

The Haas Center for Business Research and Economic Development of the University of West Florida was retained to prepare a target industry assessment of the best potential uses of the Palafox Commerce Park located in the Palafox Corridor Brownfield's Redevelopment Area of Escambia County and the City of Pensacola. The following is a summary of that study. A full copy of this study is available at the office of the Escambia Community Redevelopment Agency.

The recommendations in this study are made in consideration of the region's targeted industry clusters: Information Technology, Industrial Services, Health & Medical Technology, Silicon Technology, and Transportation Equipment. By incorporating the commerce park's tenants and activities into the fabric of the community and its broader economic developmental goals and strategies, industry clustering identifies which business sectors to attract to obtain synergistic effects. This strategy of building on existing competitive strengths helps the region's existing companies to compete and grow while increasing the commerce park's chances for success.

The absence or underdevelopment of industries essential to a fully developed industry cluster causes area companies to go outside the region to obtain certain products, services, and technologies. It is these industry sectors which are identified as prime targets to attract to Pensacola. Such organizations will benefit from the ready-made markets for their products and their proximity to area businesses that will allow the tailoring of products to meet customers' needs. Meanwhile, the addition of these critical suppliers will strengthen the local clusters and facilitate the goal of retaining core businesses. By addressing gaps and limitations in the economic foundations of our targeted industry clusters, this strategy improves the region's ability to retain and grow industry, and its ability to compete in global markets.

The purpose of the targeted industry study is to describe the region's economy in terms of its industry clusters, and identify those industry segments in the external economy that appear attractive given the composition of existing industry. Ideally, the study seeks to identify industries absent or underdeveloped in the region that would provide the greatest economic benefit to the regional economy were they to relocate to the area. This information is to be used to adjust marketing efforts so that scarce resources are expended in areas where the return to the local economy is likely to be the greatest.

Each of Pensacola's five target industry clusters is described using the IMPLAN input-output model. An input-output, or inter-industry transactions model shows the economic linkages among industries within a specified region. Each industry not only produces goods or services, but is also a consumer, purchasing other goods and services for the production process. Input-output models permit the determination of all of these products flows, both sales and purchases among industry sectors, and is therefore an excellent tool for describing an industry cluster. Pensacola's industry clusters are then compared to more fully developed or ideal clusters.

By showing the economic relationship between industries in more fully developed or ideal clusters, all of the important elements of competitiveness for successful final producers of Pensacola's target industries clusters are revealed. The purpose is to allow the identification of gaps in the business linkages that exist for Pensacola's industry clusters. When this more successful industry cluster is compared with Pensacola's industry clusters, gaps in the value-adding chain that exist in the local industry cluster can be identified and targeted for recruitment.

6.2 Industries Recommended for Attraction

One of Pensacola's economic developmental goals is to attract high quality jobs. To understand the relative desirability of the recommended industry sectors, the value added per employee is first calculated. By estimating the wages, profits, and taxes that are

generated by each job attracted to Pensacola within that industry sector, the "Value Added Per Job" figure serves as a good measure of job quality. The following table (Table A) lists the industry sectors that are recommended as prime attraction targets and the industry clusters that will benefit from its presence, and indicates the income effect per job so that they may be ranked by a measure of job quality.

TABLE A – INDUSTRY SECTORS RECOMMENDED AS ATTRACTION TARGETS				
SIC Code	Industry Sector	Value Added Per Job	Cluster	Location Quotient
2830	Drugs	\$184,451	Information Technology, Health and Medical Technology, Silicon Technology	0.06
1310	Natural Gas & Crude Petroleum	\$183,031	Information Technology, Health and Medical Technology, Industrial Services, Transportation Equipment, Silicon Tech.	0.25
2865 2869	Cyclic Crudes - Intermediate. & Indus. Organic Chem.	\$181,274	Industrial Services	0.06
4810 4820 4840 4890	Communications- Except Radio and TV	\$159,106	Industrial Services, Transportation Equipment	0.00
3674	Semiconductors and Related Devices	\$156,619	Silicon Technology, Information Technology, Health and Medical Technology, Transportation Equipment	0.00
6200	Security and Commodity Brokers	\$129,297	Information Technology, Health and Medical Technology, Industrial Services, Transportation Equipment, Silicon Tech.	0.38
6300	Insurance Carriers	\$95,275	Information Technology, Health and Medical Technology, Industrial Services, Transportation Equipment, Silicon Tech.	0.43
3669	Communications Equipment N.E.C.	\$92,516	Information Technology	0.00
3577	Computer Peripheral Equipment	\$79,939	Information Technology	0.83
7370	Computer and Data Processing Services	\$78,986	Health and Medical Technology, Industrial Services, Transportation Equipment, Silicon Technology	0.71
8110	Legal Services	\$71,991	Transportation Equipment, Silicon Tech.	0.81
4500	Air Transportation	\$64,967	Information Technology, Health and Medical Technology, Industrial Services, Transportation Equipment, Silicon Tech.	0.94
3724 3764	Aircraft and Missile Engines and Parts	\$64,958	Transportation Equipment	0.00
3541	Machine Tools- Metal Cutting Types	\$58,907	Industrial Services	0.00
3675 3676	Electronic	\$57,509	Information Technology	0.02

TABLE A – INDUSTRY SECTORS RECOMMENDED AS ATTRACTION TARGETS				
SIC Code	Industry Sector	Value Added Per Job	Cluster	Location Quotient
3677 3678 3679	Components- N.E.C.			
3821	Laboratory Apparatus & Furniture	\$52,755	Health and Medical Technology	0.00
3080	Miscellaneous Plastics Products	\$50,532	Information Technology, Health and Medical Technology, Transportation Equipment	0.14
3599	Industrial Machines N.E.C.	\$50,267	Transportation Equipment	0.33
2750	Commercial Printing	\$48,066	Health and Medical Technology	0.44
8740	Management and Consulting Services	\$45,670	Transportation Equipment, Silicon Tech.	1.26
7530 7549	Automobile Repair and Services	\$42,942	Transportation Equipment	1.13
4200	Motor Freight Transport and Warehousing	\$42,531	Information Technology, Health and Medical Technology, Transportation Equipment, Silicon Technology	0.73
8710	Engineering-Architectural Services	\$41,227	Information Technology, Transportation Equipment, Silicon Tech	1.19
8720 8990	Accounting- Auditing and Bookkeeping	\$39,798	Transportation Equipment	0.77
7320 7331 7338 7383 7389	Other Business Services	\$39,311	Information Technology, Health and Medical Technology, Industrial Services, Transportation Equipment, Silicon Tech.	0.42
8730	Research-Development & Testing Services	\$37,779	Information Technology, Health and Medical Technology, Industrial Services, Transportation Equipment	0.26
6400	Insurance Agents and Brokers	\$37,087	Information Technology, Health and Medical Technology, Industrial Services, Transportation Equipment, Silicon Tech.	0.73
6100 6710 6720 6733 6790	Credit Agencies	\$32,347	Transportation Equipment	0.55

Many considerations will go into an industrial targeting process. The Study focuses on identifying industry sectors that are likely to bring the most economic benefits to the community. Measuring benefits will include a host of factors, including number of jobs created, wage rates paid, level of investment, linkages with other firms (which will determine the multiplier effect), impacts on the environment, demands for infrastructure improvements, and social impacts. The study provides several pieces of information that can be used to estimate differential economic benefits that firms from different industry sectors might have on the region. First, the linkages that exist between industry sectors within local industry clusters are described and gaps within those clusters identified. For example, Pensacola's Information Technology Cluster is delineated in Table B. It describes inter-industry

transactions and linkages among industries in the Information Technology Cluster. It also provides a comparison of Pensacola's cluster to an ideal cluster, so that gaps in our region's cluster can be identified and targeted for attraction.

TABLE B - THE INFORMATION TECHNOLOGY CLUSTER				
SIC	Information Technology Industry Sectors	Ideal Cluster Output	PNS Cluster Output	% Ideal
7370	Computer and Data Processing Services	\$241,270.25	\$149,555.78	62.0%
5000				
5100	Wholesale Trade	\$186,528.34	\$28,445.07	15.2%
3669	Communications Equipment N.E.C.	\$138,610.66	\$0.00	0.0%
	Owner-occupied Dwellings	\$127,235.27	\$15,182.13	11.9%
6500	Real Estate	\$118,200.34	\$15,882.58	13.4%
3571	Electronic Computers	\$102,482.34	\$69,534.27	67.9%
	State & Local Government - Non-Education	\$82,495.71	\$6,427.07	7.8%
	State & Local Government - Education	\$76,891.82	\$17,439.65	22.7%
6000	Banking	\$70,784.69	\$9,245.43	13.1%
3674	Semiconductors and Related Devices	\$64,832.15	\$0.00	0.0%
3577	Computer Peripheral Equipment	\$61,120.85	\$0.00	0.0%
4810				
4820				
4840				
4890	Communications- Except Radio and TV	\$54,782.54	\$7,232.83	13.2%
8010				
8020				
8030				
8040	Doctors and Dentists	\$49,999.68	\$9,178.22	18.4%
	Federal Government - Military	\$43,919.20	\$55,580.67	126.6%
8060	Hospitals	\$43,311.91	\$7,949.65	18.4%
	Federal Government - Non-Military	\$42,888.52	\$9,730.62	22.7%
4910	Electric Services	\$41,171.76	\$7,016.48	17.0%
6300	Insurance Carriers	\$39,356.56	\$2,086.99	5.3%
5800	Eating & Drinking	\$38,437.61	\$6,298.42	16.4%
	Maintenance and Repair Other Facilities	\$35,742.60	\$4,007.29	11.2%
8110	Legal Services	\$34,924.15	\$6,029.31	17.3%
5900	Miscellaneous Retail	\$30,887.46	\$4,251.20	13.8%
5500	Automotive Dealers & Service Stations	\$30,872.50	\$5,869.59	19.0%
7360	Personnel Supply Services	\$26,856.60	\$4,885.78	18.2%
6200	Security and Commodity Brokers	\$26,713.94	\$1,309.42	4.9%
5400	Food Stores	\$26,587.01	\$4,084.52	15.4%
4200	Motor Freight Transport and Warehousing	\$24,334.51	\$1,472.80	6.1%
7000	Hotels and Lodging Places	\$22,424.72	\$2,087.36	9.3%
8740	Management and Consulting Services	\$21,368.55	\$2,897.53	13.6%
7320				
7331				
7338				
7383				
7389	Other Business Services	\$21,356.48	\$1,584.19	7.4%

TABLE B - THE INFORMATION TECHNOLOGY CLUSTER				
SIC	Information Technology Industry Sectors	Ideal Cluster Output	PNS Cluster Output	% Ideal
8720				
8990	Accounting- Auditing and Bookkeeping	\$20,950.48	\$2,438.50	11.6%
5300	General Merchandise Stores	\$19,102.68	\$3,372.67	17.7%
3675				
3676				
3677				
3678				
3679	Electronic Components- N.E.C.	\$18,185.17	\$963.73	5.3%
	New Residential Structures	\$17,841.69	\$2,515.43	14.1%
	New Industrial and Commercial Buildings	\$17,410.93	\$1,347.91	7.7%
1310	Natural Gas & Crude Petroleum	\$17,356.11	\$0.00	0.0%
6100				
6710				
6720				
6733				
6790	Credit Agencies	\$16,537.83	\$1,866.33	11.3%
8710	Engineering- Architectural Services	\$16,160.22	\$1,418.41	8.8%
4500	Air Transportation	\$16,038.72	\$1,595.67	9.9%
	New Government Facilities	\$14,077.73	\$1,209.75	8.6%
6400	Insurance Agents and Brokers	\$13,715.64	\$0.00	0.0%
4311	U.S. Postal Service	\$13,220.32	\$2,136.33	16.2%
7530				
7549	Automobile Repair and Services	\$13,030.06	\$1,951.67	15.0%
0740				
8070				
8080				
8090	Other Medical and Health Services	\$11,914.98	\$2,188.36	18.4%
3080	Miscellaneous Plastics Products	\$11,907.63	\$0.00	0.0%
5700	Furniture & Home Furnishings Stores	\$10,809.75	\$1,839.21	17.0%
	Other State and Local Government Enterprises	\$10,708.24	\$1,594.74	14.9%
8220	Colleges- Universities- Schools	\$10,486.45	\$0.00	0.0%
2830	Drugs	\$10,483.60	\$0.00	0.0%
8730	Research- Development & Testing Services	\$10,468.34	\$0.00	0.0%

Second, estimated value added per job for each recommended sector is provided, allowing comparisons of their relative desirability (see Table A). The Value Added calculations are estimates of the wages, profits, and taxes that each job in a given industry sector is likely to generate.

Third, Pensacola's existing targeted businesses were surveyed to ascertain their views concerning any competitive gaps or supplier opportunities that exist in the structure of our regions industry clusters. Their responses are listed in Table C, and reinforce many of the industry recommendations that resulted from the analysis of gaps in Pensacola's industry clusters.

TABLE C – SUPPLIERS NEEDED IN PENSACOLA
A good office supply store that doesn't warehouse what you need.
Business that are FAA certified
Certified FAA repair stations or similar facilities
Computer equipment is limited, and prices are too expensive
Computers and Software companies
HVAC Equipment
Local Insurer for Independent Agents
Manufacture of Aviation Parts
Manufacture of Electronic Parts
Medical Supplies
Metals
Property and Casualty Insurance companies
Steering and suspension parts
Telecommunications

And finally, location quotients, which are determined by comparing percentage employment in each industry locally relative to the national percentage employment for that industry, have been calculated for each industry sector (see Table D). Locations quotients are used to identify industry sectors for which Pensacola provides a larger than average workforce. It can be assumed that Pensacola offers some comparative or competitive advantage over other regions in those industry sectors.

TABLE D - INDUSTRIES WHERE PENSACOLA HAS A COMPARATIVE ADVANTAGE IN WORKFORCE					
SIC	Industry	Total Employment Pensacola MSA	% of Total Employment by Industry Sector - Pensacola MSA	% of Total Employment by Industry Sector - USA	Location Quotient
	Federal Government - Military	16789.0	8.5%	1.4%	6.2
5800	Eating & Drinking	13402.3	6.8%	5.2%	1.3
	State & Local Government - Education	13237.0	6.7%	5.4%	1.2
8060	Hospitals	8363.1	4.2%	2.8%	1.5
	Federal Government - Non-Military	6852.5	3.5%	1.8%	1.9
	New Residential Structures	5985.8	3.0%	1.4%	2.1
8010					
8020					
8030					
8040	Doctors and Dentists	5432.1	2.7%	2.1%	1.3
5400	Food Stores	5369.1	2.7%	2.4%	1.1
7360	Personnel Supply Services	5316.3	2.7%	2.5%	1.1

TABLE D - INDUSTRIES WHERE PENSACOLA HAS A COMPARATIVE ADVANTAGE IN WORKFORCE					
SIC	Industry	Total Employment Pensacola MSA	% of Total Employment by Industry Sector - Pensacola MSA	% of Total Employment by Industry Sector - USA	Location Quotient
5300	General Merchandise Stores	4831.4	2.4%	1.8%	1.4
5500	Automotive Dealers & Service Stations	4068.3	2.1%	1.7%	1.2
0740					
8070					
8080					
8090	Other Medical and Health Services	2442.6	1.2%	1.0%	1.2
8740	Management and Consulting Services	2415.5	1.2%	1.0%	1.3
	New Industrial and Commercial Buildings	2214.6	1.1%	1.0%	1.1
8710	Engineering, Architectural Services	2093.1	1.1%	0.9%	1.2
5200	Building Materials & Gardening	2089.2	1.1%	0.7%	1.6
9360	Residential Care	1965.5	1.0%	0.5%	2.0
	New Government Facilities	1959.7	1.0%	0.6%	1.6
2824	Organic Fibers, Non-cellulosic	1945.4	1.0%	0.0%	34.1
	Maintenance and Repair, Residential	1801.3	0.9%	0.6%	1.5
5700	Furniture & Home Furnishings Stores	1732.5	0.9%	0.7%	1.2
4810					
4820					
4840					
4890	Communications, Except Radio and TV	1666.5	0.8%	0.7%	1.2
7530					
7549	Automobile Repair and Services	1582.9	0.8%	0.7%	1.1
8210	Elementary and Secondary Schools	1534.3	0.8%	0.5%	1.6
2620	Paper Mills, Except Building Paper	1520.0	0.8%	0.1%	7.6
4311	U.S. Postal Service	1347.6	0.7%	0.6%	1.2
780	Landscape and Horticultural Services	1285.7	0.7%	0.5%	1.3
8320					
8390	Social Services, N.E.C.	1219.8	0.6%	0.6%	1.0
4910	Electric Services	1057.5	0.5%	0.3%	2.0
8660	Religious Organizations	990.4	0.5%	0.2%	2.6
8350	Child Day Care Services	900.1	0.5%	0.4%	1.2
2310					
2320					
2330					
2340					
2350					
2360					
2370					
2380	Apparel Made From Purchased Materials	890.8	0.5%	0.4%	1.1
	Other State and Local Government Enterprises	852.1	0.4%	0.4%	1.1

TABLE D - INDUSTRIES WHERE PENSACOLA HAS A COMPARATIVE ADVANTAGE IN WORKFORCE					
SIC	Industry	Total Employment Pensacola MSA	% of Total Employment by Industry Sector - Pensacola MSA	% of Total Employment by Industry Sector - USA	Location Quotient
	Other Federal Government Enterprises	803.3	0.4%	0.0%	9.2
	New Highways and Streets	683.2	0.3%	0.3%	1.4
7620	Electrical Repair Service	618.4	0.3%	0.1%	2.3
	New Utility Structures	599.8	0.3%	0.3%	1.1
3621	Motors and Generators	569.4	0.3%	0.0%	5.9
7690	Miscellaneous Repair Shops	567.4	0.3%	0.3%	1.0
2674	Bags, Paper	561.3	0.3%	0.0%	25.1
7350	Equipment Rental and Leasing	555.0	0.3%	0.2%	1.3
7510	Automobile Rental and Leasing	477.3	0.2%	0.2%	1.3
3296	Mineral Wool	436.6	0.2%	0.0%	13.5
7260	Funeral Service and Crematories	412.5	0.2%	0.2%	1.4
4400	Water Transportation	393.0	0.2%	0.1%	1.6
2821	Plastics Materials and Resins	278.1	0.1%	0.1%	2.8
3442	Metal Doors, Sash, and Trim	248.9	0.1%	0.1%	2.5
3272	Concrete Products, N.E.C	243.2	0.1%	0.1%	2.5
3469	Metal Stampings, N.E.C.	241.6	0.1%	0.1%	2.0
2861	Gum and Wood Chemicals	202.8	0.1%	0.0%	64.4
3060	Fabricated Rubber Products, N.E.C.	196.3	0.1%	0.1%	1.4
7948	Racing and Track Operation	190.4	0.1%	0.1%	1.5
131	Cotton	188.6	0.1%	0.0%	3.5
3273	Ready-mixed Concrete	178.4	0.1%	0.1%	1.2
2515	Mattresses and Bedsprings	150.4	0.1%	0.0%	3.4
4940					
4952	Water Supply and Sewerage Systems	130.0	0.1%	0.0%	3.5
2396	Automotive and Apparel Trimmings	127.8	0.1%	0.0%	1.6
3412	Metal Barrels, Drums and Pails	123.4	0.1%	0.0%	13.0
2297	Non-woven Fabrics	102.0	0.1%	0.0%	6.3
3732	Boat Building and Repairing	98.9	0.1%	0.0%	1.4
2521	Wood Office Furniture	90.7	0.0%	0.0%	2.3
910	Commercial Fishing	90.7	0.0%	0.0%	1.1
	Forest Products	89.6	0.0%	0.0%	1.1
2439	Structural Wood Members, N.E.C	88.0	0.0%	0.0%	1.5
1440	Sand and Gravel	67.7	0.0%	0.0%	1.4
2671	Paper Coated & Laminated Packaging	65.9	0.0%	0.0%	2.4
3845	Electromedical Apparatus	57.8	0.0%	0.0%	1.0
3799	Transportation Equipment, N.E.C	54.6	0.0%	0.0%	1.7
2298	Cordage and Twine	31.6	0.0%	0.0%	3.6

TABLE D - INDUSTRIES WHERE PENSACOLA HAS A COMPARATIVE ADVANTAGE IN WORKFORCE					
SIC	Industry	Total Employment Pensacola MSA	% of Total Employment by Industry Sector - Pensacola MSA	% of Total Employment by Industry Sector - USA	Location Quotient
3536	Hoists, Cranes, and Monorails	19.5	0.0%	0.0%	1.7
2097	Manufactured Ice	11.4	0.0%	0.0%	1.2

In summary, the information provided in this report will assist in implementing Pensacola's strategy to "source locally and compete globally" while at the same time increasing the commerce park's chances for success.

7.0 Infrastructure Development and Cost Estimates

Existing Conditions:

Generally, the area of the proposed Palafox Commerce Park has existing roadway, potable water, and sanitary sewer infrastructure in place. Additionally, electrical and telephone service is provided. A fiber-optic cable exists in the area and will have to be extended to the Commerce Park. An exception is the area of the superfund site, where no utilities are known to be in place at this time.

A portion of the existing sanitary sewer, generally located along the easterly edge of the Commerce Park, will require relocation in order to accommodate the proposed stormwater facilities. The existing two-inch diameter potable water line along Lansdowne Avenue will require replacement in order to provide for fire hydrants.

Proposed Improvements:

The Master Plan proposes to utilize several existing roadways within the limits of the Palafox Commerce Park. The roadways to remain include:

- Hickory Street, 1,650 feet
- Lansdowne Avenue, 1,700 feet
- Kilarney Court, 200 feet
- Montrose Court, 200 feet
- Tyndale Avenue, 450 feet
- Lurton Street, 1,450 feet
- Liggett Street, 500 feet
- Hopkins Street, 500 feet
- Herman Avenue, 900 feet
- Spruce Street, 400 feet
- An unnamed roadway south of Spruce Street, 550 feet

Further, some of the existing roadways are proposed for widening to a thirty-six foot roadway section:

- Beggs Lane, 800 feet
- Mulberry Street, 650 feet
- Talisman Avenue, 500 feet
- Pasco Street, 450 feet

Finally, new roadways include:

- Mulberry Street and Beggs Lane, 600 feet
- North-South connector road:
 - Between Lurton Street and Lansdowne Avenue, 1,450 feet
 - Between Fairfield Drive and Lurton Street, 1,600 feet
- East-West boulevard (at entry feature), 1,550 feet

The lengths shown above are approximate and for the purpose of showing the order of magnitude only.

In addition to the above, some new sanitary sewer infrastructure and potable water infrastructure will be required. Part of this requirement is based upon the necessity to relocate some of this infrastructure to accommodate the proposed stormwater management ponds. As the industrial park develops, we recommend that the electrical and telephone infrastructure be placed underground.

The stormwater management ponds and collection system will enhance the value of the individual sites by providing the necessary stormwater management in a common "regional" stormwater system.

Costs for the various components of the infrastructure follow. The costs do not include the cost for land purchase for new or additional rights-of-way or easements. An included line item is an estimated cost to repair and overlay the existing roadways that are to remain. This is provided for additional information that may be of value during implementation of the master plan.

In discussions with the Escambia County Utility Authority, reclaimed water for use as an irrigation source may be available within six to ten years. Costs for the construction of reclaimed water lines for irrigation is therefore included.

7.3 PRELIMINARY ESTIMATE OF ORDER OF MAGNITUDE OF COSTS

ROADWAYS:

widen existing roadways	2,400 linear feet	@	\$88 =	\$211,200
construct new roadways	5,200 linear feet	@	\$128 =	\$665,600
overlay existing roadways	8,500 linear feet	@	\$25 =	\$208,250

SANITARY SEWER:

sanitary sewer	6,000 linear feet	@	\$16 =	\$96,000
manholes	24 each	@	\$2,000 =	\$48,000

POTABLE WATER:

water line	9,500 linear feet	@	\$14 =	\$133,000
valves	24 each	@	\$900 =	\$21,600
fire hydrants	24 each	@	\$2,000 =	\$48,000

STORMWATER MANAGEMENT:

pond excavation and grading (15 acres)	87,500 cubic yards	@	\$18 =	\$1,575,000
storm sewer	10,000 linear feet	@	\$45 =	\$450,000
inlets	50 each	@	\$2,000 =	\$100,000

RECLAIMED WATER IRRIGATION:

reclaimed waterline	16,000 linear feet	@	\$14 =	\$224,000
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SUBTOTAL				\$3,780,650
PLUS CONTINGENCIES		@	20%	\$756,130

GRAND TOTAL				\$4,536,780
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8.0 REDEVELOPMENT ISSUES

8.1 Flow of Ownership and Land Use Issues

The ETC property itself is currently in tax arrears and the former operator of the ETC site is in bankruptcy. The EPA currently maintains control of the ETC property as it relates to site access and cleanup activities. When completed with the community relocation and ultimately the ETC site soil cleanup, an estimated 90 acres, will be transferred to the State of Florida Department of Environmental Protection. The ultimate ownership of the property, whether it is in public control, i.e. the City of Pensacola or Escambia County, or under private ownership and development, will depend on the ultimate redevelopment scenario established for the Palafox Commerce Park. This flow of ownership issue must be considered in order to facilitate redevelopment either as a public sector or private sector project.

Due to the use of commercial and industrial risk-based cleanup levels, by EPA the site will require institutional controls including a deed restriction that will ultimately limit the use to certain commercial and or industrial land uses. The Palafox Redevelopment Plan prepared by Escambia County Community Redevelopment Agency, proposes rezoning those areas of the northern and southern portions of the ETC site located in Escambia County to Gateway ID-CP Palafox Commerce Park District. This district zoning is intended to provide relatively large-scale light industrial, commercial, and business park areas. The overall objective of the District is to provide zoning that is more compatible with the current uses and facilitates redevelopment of the Brownfields Sites along the gateway commercial corridor. It is important that the land use restrictions being placed on the site after cleanup is completed be compatible with the proposed Gateway ID-CP zoning.

Another issue relating to the established land use and ultimate cleanup level involves Resolution No. R2000-25 dated 2/10/2000 and passed by the Board of County Commission of Escambia County regarding the cleanup of the ETC site. The resolution requests that the "EPA perform a complete, thorough and permanent cleanup of onsite and offsite contamination to Residential standards, not Industrial standards, including surface and subsurface soil, sludge, surface water, ...". This resolution is inconsistent with the current cleanup plans established by EPA and inconsistent with the proposed commercial and industrial reuse of the property. However, the goals are to stop any recurring source of contamination to groundwater, provide for plume remediation not just monitoring (in conformance with State statutes) and ensure workers safety at the new Commerce Park.

8.2 Integration into Existing Palafox Redevelopment Plan

The project is currently located in two separate political jurisdictions, approximately half in Escambia County and half in the City of Pensacola. Those northern and southern portions of the project which are located in Escambia County are also located in the Palafox Redevelopment Area which is a County designated Community Redevelopment Area and Federal and State Brownfields Redevelopment Area. Each of these designated redevelopment areas qualifies a potential developer or end-user for specific economic incentives that are aimed at facilitating reuse of the Palafox Commerce Park. It is recommended that the remaining area (within the City of Pensacola) not currently included in the aforementioned designated areas be considered for inclusion in these programs. The Palafox Redevelopment Plan also addresses the issue of the ETC cleanup and relocation, which is an integral part of redevelopment for the Palafox area. According to the plan, 42

acres of residential properties associated with the EPA relocation project are located within the Palafox Redevelopment Area, and will be restricted to future commercial or industrial use only. This same type of designation should apply to the portions of the Park which are in the City of Pensacola.

The Palafox Redevelopment Plan states the following:

The presence of the Escambia Treating Company Superfund Site and its associated residential relocations is a unique aspect to the Palafox Redevelopment Area. A description of the resulting impact of this facility is included in Section 4. The unique issues are:

- *Fair compensation to the former/current property owners, timing of the relocation, role of New Hope Missionary Church;*
- *Public input for the EPA Escambia Treating Record of Decision for cleanup levels;*
- *Job training and creation for the anticipated commercial redevelopment;*
- *Designation as a national Pilot Superfund Redevelopment Project;*
- *Planning for the Eco-commercial redevelopment initiative;*
- *And coordinating site cleanup with redevelopment.*

While integral to the successful redevelopment of the Palafox corridor, the issues of planning for the site redevelopment will be addressed in more detail in the Escambia Treating Superfund Site Redevelopment Plan and Eco-Commerce Park Proposal. This plan is scheduled for completion in the late summer/fall of 2000. Several issues of great importance will be included in the Superfund Plan and not be completely addressed in the Palafox Redevelopment Plan. The County does understand that the residents of Rosewood Terrace, Pearl and Herman Streets and Escambia Arms are determined to be fairly compensated for their land and that it not be "seized" or gentrified for profit by redevelopers.

The County is also working with the New Hope Missionary Baptist Church to keep the membership intact and provide for a larger role in the community. Some of these efforts will be to:

Create a buffer of land around the church not to be resold to developers and to provide for an expanded community purpose;

Assist in providing for expanded community oriented programs offered from the church facility such as health care, community meetings and educational programs;

Lease the additional land to the church using a 99-year renewable lease.

8.3 Recommendations for Further Evaluation Pertaining to Redevelopment

The following is an outline of potential follow-up issues and recommendations relating to redevelopment of the Palafox Commerce Park:

- Develop a plan that addresses flow of ownership issues as it relates to the ultimate objective of public vs. private sector development of the ECT site.

- Adopt the special zoning for the ETC site and verify that the cleanup levels and land use restrictions to be imposed by EPA and FDEP are compatible with the proposed zoning and redevelopment.
- Resolve the political jurisdictional issues relating to the overlap of City of Pensacola and Escambia County as it relates to permitting, zoning, economic development, incentives, etc.
- Research the various permitting, concurrency and Development of Regional Impact issues relating to the redevelopment of the Palafax Commerce Park and resolve those issues upfront in order to facilitate the redevelopment of the park
- Develop a marketing and economic development plan that details the types of economic and other incentives available for potential developers or end users
- Continue to coordinate closely with EPA on the remedy selection and implementation of the ETC site to assure that cleanup operations, schedules, and results meet the redevelopment criteria establish for this project
- Further evaluate the establishment of an Eco-Industrial Park and the integration of green design and building techniques into the permitted uses, site and building requirements, construction, landscaping, performance standards, etc.
- Further explore and address the environmental liability relief mechanisms such as prospective purchaser agreements and state Brownfields designation available to address both the federal and state liability obligations resulting from the ETC onsite soil and groundwater contamination and off-site groundwater contamination plume. Issues such as liability release for subsequent owners and reopeners should be evaluated
- Ensure that established community involvement program remains an integral part of the redevelopment process