

PALAFOX REDEVELOPMENT PLAN

For Aviation Field, Brentwood Park, Gilmore's, Montclair, and Westernmark Neighborhoods

ADOPTED BY THE BOARD OF COUNTY COMMISSIONERS
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NECESSITY ONLY
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PREPARED BY ESCAMBIA COUNTY
COMMUNITY REDEVELOPMENT AGENCY
A DIVISION OF NEIGHBORHOOD AND ENVIRONMENTAL SERVICES DEPARTMENT



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Executive Summary

Escambia County's Redevelopment Strategy was initiated in 1995 as a result of efforts in Warrington to protect and strengthen the communities adjacent to the Navy bases. The Board of County Commissioners designated four redevelopment areas in February 1995. In March 2000, they approved the initial Palafox Redevelopment Plan and a Palafox Tax Increment Financing (TIF) Trust Fund. In April 2001 and December 2003 they approved expanding the boundaries of the Palafox Redevelopment Area and the TIF district to include the neighborhoods of Brentwood Park, Montclair, and Westernmark. The expansion generally takes in the north side of Fairfield Drive to the southern boundaries of Michigan Avenue and westward from Palafox Street to Hollywood Avenue. Since the plan's adoption in 2000, most of the capital improvement projects have been completed. A revised plan has been created to address the needs within the expanded area and identify new projects within the existing redevelopment area.

The Community Redevelopment Agency (CRA) conducted a series of meetings during 2004, 2005 and 2007 soliciting input from residents and business owners in the area. Community member responses to questionnaires as well as observed existing conditions were used to determine specific redevelopment needs. The CRA will continue to work with area stakeholders and organizations during plan implementation.

A great deal has been accomplished in the seven years since the redevelopment plan was first adopted as is summarized in Chapter I. The objectives of the redevelopment effort remain largely the same as in 2000 except that CRA staff have taken into account the existing conditions and needs of the neighborhoods in the newly expanded area and have fine-tuned previous objectives that reflect prior

accomplishments. The heart of the plan continues to be the Redevelopment Strategies outlined in Chapter 3 and the Capital Improvement Program presented in Chapter 4. Based upon input from area stakeholders, the following five priority issues have been identified: code enforcement, drainage, law enforcement, sidewalks and street lighting. Strategies and capital improvement programs to address each of these key issues are detailed within the plan. A keystone of the plan is to support and implement innovative, enhanced law enforcement and code enforcement initiatives to reverse the current trends toward declining population, disproportionate percentage of reported offences, lack of education, deflated property values and the overall decline and desirability of the area neighborhoods.

This plan will be used as a guide to provide public sector reinvestment and stimulate private sector investment in the area to build desirable, walkable, midtown neighborhoods and business districts with quality affordable housing, improved infrastructure, easy access to services, shopping and public spaces.

1. ACCOMPLISHMENTS 2000 - 2007

The following constitutes major accomplishments during the initial seven years of the Palafox redevelopment program:

1.1 Neighborhood Accomplishments

Project	Description	Cost	Funding
Aviation Field Park	Installed amenities to include landscaping, a walking path, benches, picnic tables, grills, and water fountain	\$36,744	Community Development Block Grant (CDBG), Governor's Front Porch Revitalization Council of Pensacola, and Neighborhood Renewal Initiative Grant
Brentwood Park	Grant funds to support neighborhood watch initiative	\$2,767	CDBG – Neighborhood Renewal Initiative Grant
Sewer Expansion – Aviation Field	Installed sewer (Anderson to Baars, Tarragona to Guillemard)	\$619,331	2005 CDBG Supplemental Disaster Recovery Initiative Grant
Sidewalk – Miller Street	Constructed sidewalks on the west side of Miller Street	\$51,586	CDBG
Streetlights	Installed 75 streetlights in the residential neighborhoods	\$14,420	CDBG
Streetlights - Expansion Area	Installed 433 streetlights in the residential neighborhoods	\$97,000	CDBG



Project	Description	Cost	Funding
Future Land Use Map amendment	CRA and Planning and Zoning staff completed a Future Land Use Map amendment for Aviation Field neighborhood amending it from Commercial to Mixed Use (MU-1)	N/A	N/A
Video Surveillance Cameras	Escambia County Sheriff's Office installed surveillance cameras in Aviation Field neighborhood at Miller Street & Crescent Drive and Westernmark neighborhood on Erress Boulevard	\$35,000	Escambia County Sheriff's Office

1.2 Commercial Accomplishments

Project	Description	Cost	Funding
Commercial Façade, Landscape and Infrastructure Grants	Awarded 6 grants to commercial property owners	\$39,081	CDBG
Enterprise Zone Incentive – Business Equipment Sales Tax	13 applications submitted to State Office of Tourism Trade and Economic Development (OTTED) for sales tax refund	\$42,144	Florida Department of Revenue
Enterprise Zone Incentive – Building Materials Sales Tax	1 application submitted to OTTED for sales tax refund	\$5,000	Florida Department of Revenue
Enterprise Zone Incentive – Job Tax Credit	1 application submitted to OTTED for tax credit against sales tax	\$347 monthly for up to 24 months	Florida Department of Revenue



BEFORE



AFTER



BEFORE



AFTER

Project	Description	Cost	Funding
Enterprise Zone Incentive – Corporate Income Tax Credit	1 application submitted to OTTED for tax credit against corporate income tax	\$1,206	Florida Department of Revenue
Sign Grant	Awarded 1 grant to commercial property owner	\$2,000	CDBG
Palafox Streetscape Design	Created conceptual streetscape design for Palafox Street	\$20,000	CDBG and Economic Development Administration (EDA)
Brownfields Program	1 property designated 7 properties designated and assessed	\$551,093	CDBG and EPA



1.3 Palafox Midtown Commerce Park Redevelopment Accomplishments

Project	Description	Cost	Funding
Palafox Commerce Park Master Plan	Conceptual design completed depicting development of the 100 acre site (Plan appended)	\$95,000	EPA grant
Phase I - Hickory Street Demolition	Escambia County, in cooperation with the City of Pensacola, U.S. EPA and Army Corps of Engineers and FDEP, spear headed demolition of 40 vacant houses next to the Escambia Wood Treating Company (EWTC) Superfund Site	\$55,000	CRA and City of Pensacola
Phase II – Demolition	U.S. EPA in conjunction with Army Corps of Engineers completed demolition of the remaining structures in the area	N/A	U.S. EPA and Army Corps of Engineers



Project	Description	Cost	Funding
Palafox Midtown Commerce Park EPA Clean Up	Coordinated efforts with local stakeholders, City of Pensacola, Florida Department of Environmental Protection and EPA to endorse EPA's Record of Decision and clean up proposal for (OU-1).	N/A	N/A
Interim Remedial Action Phase I Relocation Feasibility Study and Remedial Design	Relocated 358 households, Designed and selected remedial alternative	\$30,000,000	EPA
Palafox Midtown Commerce Park EPA Clean Up	Received funding for soil clean up (OU-1)	\$19,000,000	EPA

1.4 Ongoing Plan Implementation

Project	Description	Cost	Funding
Clean and Green Trash Removal	Remove litter along selected roadways	\$400/ annually	CRA
Clean Sweeps	Neighborhood Clean Sweeps/trash and debris removal 2 annually	\$16,000	CRA
Sidewalks	Design and construct sidewalks on Cross Street	\$150,000	CRA
Michigan Avenue/Beverly Parkway Enhancements	Installed two new traffic signals with pedestrian cross walks at Clifton Avenue and Gulfside Manor Drive and a sidewalk from Memphis Avenue to Marseille Way	N/A	Florida Department of Transportation (FDOT)



CRA staff will continue to work with area stakeholders and community partners to promote the redevelopment of the area through the administration of the Enterprise Zone program, Commercial Façade, Landscape and Infrastructure Grant program, Commercial Sign Grant program and housing initiatives to support rehabilitation of existing housing and construction of new infill housing in the redevelopment area. The CRA will continue to coordinate area redevelopment initiatives with other County departments especially the Building Inspections Department, Community Services, Environmental Code Enforcement Division, Engineering, Neighborhood Enterprise Foundation, Inc., Parks and Recreation and Planning and Zoning Departments.

2. REDEVELOPMENT PLAN OBJECTIVES

This redevelopment plan is intended to accomplish the following objectives.

Appearance

Upgrade the visual quality of the residential neighborhoods, public areas, and commercial corridors.

Citizen, Business, and City Involvement

Continue to involve area stakeholders in the planning process and build a sense of community pride. Continue to coordinate with local area Chambers and the City of Pensacola in the development of the Palafox Midtown Commerce Park.

Code Compliance

Utilize systematic or targeted code enforcement to assure on-going compliance with County codes. Provide support to innovative code compliance programs or initiatives.

Infrastructure

Continue to upgrade drainage; install sidewalks and street lighting; and upgrade street landscaping where appropriate; extend sewer service to residential and commercial properties; provide for fiber optic or other similar technology; and upgrade area parks and public spaces.

Institutional Anchors

Work with and build upon the institutional anchors in the area, particularly the School Board facilities, area schools, non-profits and churches.

Job Training

Work with area Chambers and stakeholders in support of creating a job training center or business incubator to provide local residents with employment and entrepreneurial opportunities in the Palafox Midtown Commerce Park or other desired location.

Maintenance

Assure that all public improvement projects include adequate funding and other provisions for on-going maintenance, and that existing public properties are properly maintained.

Reinvestment

Achieve reinvestment, particularly in substandard or vacant residential and commercial buildings. Continue to support and promote the Brownfields Redevelopment program, Enterprise Zone program, Commercial Façade, Landscape and Infrastructure and Commercial Sign grant programs. Increase opportunities for rehabilitation of existing housing or construction of new housing.

Security

Improve area security, particularly in known crime locations. To enhance law enforcement in the area, continue to support innovative law enforcement programs or initiatives.

Traffic

Promote transportation alternatives to reduce traffic congestion along that portion of Fairfield Drive designated as a Traffic Concurrency Exception Area (TCEA). Evaluate other commercial corridors to determine if similar designation is warranted. Continue to support innovative traffic calming methods within the area neighborhoods.

Zoning and Land Use

Continue to support and implement zoning policies that protect residential neighborhoods and encourage compatible commercial/industrial reinvestment.

3. REDEVELOPMENT STRATEGIES

3.1 Area Wide Strategies

The CRA and community partners will strive for proud “Midtown” communities and commercial districts by supporting innovative land use planning, law, and code enforcement initiatives to encourage safe, clean, walkable neighborhoods and business districts. Programs will support rehabilitation of existing housing and commercial properties and construction of new infill housing and compatible commercial reinvestment. Economic development opportunities will continue to be supported through the Enterprise Zone, Brownfields Redevelopment, and Commercial Façade and Sign Grant programs.

The following strategies are listed in alphabetical order for ease of reference.

Code Enforcement and Area Cleanup

The Issue

For redevelopment of the area to be successful, it is essential that a high priority be given to addressing the ongoing code enforcement issues and a strong program of complaint-based code enforcement must continue.

The Strategy

Area stakeholders working with the CRA must continue to be vigilant in reporting perceived code violations to include violations to the land development code such as zoning and nuisances such as overgrowth, inoperable vehicles, etc. CRA will continue to support innovative clean up and code enforcement programs like the Clean Sweep trash drive and public education programs. Currently, CRA funds two Clean Sweep trash drives per year in the redevelopment area.



Crime

The Issue

Crime and the perception of crime in the Palafox Redevelopment Area were identified in the initial 2000 redevelopment plan as major contributing factors to blight in the area. The stakeholders identified the general lack of enforcement as an ongoing deterrent to business investment and slow neighborhood deterioration. Crime and the view of Palafox as a dangerous place continue to hinder redevelopment in the area. Data obtained from the Escambia County Sheriff's Office indicate a disproportionate percentage of reported offences occur within the Palafox area.

The Strategy

CRA will continue to work with the Sheriff's Office, area neighborhood watch organizations, and stakeholders to support enhanced, innovative law enforcement initiatives such as, but not limited to, the installation of surveillance cameras in “hot spot” locations, community policing initiatives, bicycle patrol and cooperative efforts with other county departments to address elements that support the drug culture and criminal activity.

CPTED (Crime Prevention Through Environmental Design) or similar concepts should be incorporated in all redevelopment projects. From a physical design standpoint, this program achieves natural surveillance through architectural, landscaping and site plan design that creates ease of visibility. Preventative design such as houses that overlook playgrounds, vegetation that is limited in height, trees that are pruned and open wrought iron or aluminum fencing as opposed to privacy fencing are all design criteria inherent in the CPTED program.

Drainage

The Issue

Several neighborhoods within the redevelopment area reported problems with street flooding. Approximately half of the area is located within the Pensacola Bay Drainage Basin, which is in the basin modeling stage.

The other basins encompassing the redevelopment area are Beverly Parkway (Brentwood Park) and Catholic High School (CHS) basins. The Engineering Department has prioritized the basins and is in the process of conducting drainage basin studies throughout the County. Beverly Parkway and CHS basins are ranked 16 and 22, respectively, out of a total of 40 basins. No plans for long-term solutions to drainage issues in the area will be made until the studies have been completed.

The Strategy

As noted, the Engineering Department is in the process of conducting drainage basin studies throughout the County. Future drainage improvements will be identified and prioritized in the basin studies. Currently, three individual areas are being addressed in fiscal years 2006 to 2008 including Delano/Town Street and Rhythm and Melody Lanes. In the interim, CRA will work with the Engineering Department to develop and implement short-term solutions in the identified problem areas.

In-fill Housing

The Issue

There are many vacant residential parcels located throughout neighborhoods in the Palafox Redevelopment Area. These properties are often encumbered by liens or problems with clouded titles.

The Strategy

CRA will continue to work with Neighborhood Enterprise Foundation, Incorporated (NEFI) to identify vacant residential parcels suitable for in-fill housing construction. CRA and NEFI will work with property owners to remove encumbrances on properties so they may become available for redevelopment and encourage private developers and non-profits to construct new affordable housing. To facilitate redevelopment, the CRA may assemble smaller vacant parcels that can then be made available for the construction of new in-fill development.

The Issue

Many of the vacant properties in the area are not maintained, which encourages illegal dumping, overgrowth and rodent problems. As these properties continue to be neglected they serve as a haven for criminal activity, contribute to the overall decline in property values in the area and lack of reinvestment.

The Strategy

CRA will continue to systematically identify housing in need of demolition and work with the Environmental Code Enforcement Division to demolish dilapidated and unsafe structures. Once demolition is completed, these

properties can be made available to area builders for in-fill construction.

The Issue

Based upon a windshield survey of the 2,297 houses identified in the area, 16% were found to be in poor or dilapidated condition indicating a need for major repair or demolition. Eighty percent of the housing in the area is in fair condition and in need of repair, minor rehabilitation, or energy related improvements. Only 3.2% of the houses in the area were found to be in excellent or good condition. Based on these findings, the majority of the housing stock in the area is in need of rehabilitation or minor repair.

The Strategy

CRA working with NEFI will promote existing housing rehabilitation programs, the Enterprise Zone sales tax refund incentive available to home owners and create new programs to facilitate rehabilitation of these houses. Also, CRA will continue to work with NEFI and neighborhood groups to identify low-income residential property owners who need housing rehabilitation assistance that may be available through non-profit organizations such as World Changers and Paint Your Heart Out and facilitate participation.



The CRA will continue to work with developers interested in undertaking the construction of new subdivisions or projects, such as Alabaster Gardens south of Massachusetts Avenue, by promoting incentive based programs such as the Enterprise Zone and Brownfields Redevelopment for the construction of in-fill housing in the Palafox Redevelopment Area.



The Issue

Historically, for a community to be eligible to receive grant funds from the Florida Department of Community Affairs for planning and/or infill development the area must be designated as an Urban Infill and Redevelopment Area in conformance with section 163.2517, F.S.

The Strategy

CRA working with the Planning and Zoning Department will determine if the Urban Infill and Redevelopment Area designation should be obtained for the Palafox Redevelopment Area. If it is decided to pursue this designation, CRA working with the Planning and Zoning Department will prepare the necessary documentation to present to the Planning Board, CRA, and Board of County Commissioners for adoption.

Parks

The Issue

Every community needs to have areas where neighbors gather for socializing and recreation. These areas should be easily accessible and in close proximity to area housing. There are nine park facilities in the area, eight of which are designated neighborhood parks, (Aviation Field Park, Brentwood Park, Brent Athletic Park, Bristol Park, Chimes Way Park (Concordia Boulevard), Dorrie Miller Park and Community Center, and Diego Circle (Erress Boulevard) Park. Two additional unimproved parks are located on Beggs Lane and Spruce Street respectively. Both of these unimproved neighborhood park properties are within the planned midtown commerce park footprint.

Area stakeholders indicated that Brentwood Park and Chimes Way Park need more regular maintenance and enhancements. Several neighborhood organizations expressed a need for youth programs.



The Strategy

Similar to the improvements that have been completed in the Aviation Field park, CRA working with area stakeholders and the Parks and Recreation Department will conduct a visioning study to determine what additional amenities could be incorporated into the area parks and allocate funding for the desired enhancements.

Security in the parks continues to be a concern. CRA will work with the neighborhood watch organizations, Parks and Recreation Department and Sheriff’s Office to promote safe and secure parks for the residents’ use. Safety measures could include the installation of security lighting, pipe rail fencing, and incorporating CPTED design elements in any park enhancement projects.

Youth programs can be targeted to the community center and/or institutional anchors.

Pedestrian Tunnel

The Issue

A tunnel located beneath Palafox Street provides access to Brentwood Elementary School for children from the Brentwood Park neighborhood. The School provides security to the tunnel entrances and monitors access to the tunnel. When the tunnel is not in use, the entrances are gated and locked.

The Strategy

Work with FDOT, County Traffic Engineering Department, and Community Traffic Safety Team to determine if an alternate method such as an overpass could be installed to provide access to the elementary school from the neighborhood.



Sewer

The Issue

Escambia County Utilities Authority (ECUA) provides public water service throughout the area. The lack of public sewer along commercial corridors and within some of the residential neighborhoods continues to slow reinvestment in the area. Existing sewer infrastructure serves approximately 50% of the redevelopment area. The residential areas such as Montclair, Westernmark, and portions of Aviation Field are served. However, Brentwood Park, the area around Market Street, and a major portion of the area south of Massachusetts Avenue to Fairfield and west of Pace Boulevard to W Street are not served. Residents in the Brentwood Park area have expressed the desire to have sewer service extended into their neighborhood to eliminate dependence on septic tanks. Sewer does not serve the major corridors. These include Michigan Avenue east of the railroad track, the Palafox Street frontage, the southern portion of Hollywood Avenue, and along Fairfield Drive.

The Strategy

When funding allows, the CRA will provide financial assistance to further such extensions in conjunction with utility and developer funding. Additionally, CRA will pursue grant and local options sales tax funds for infrastructure improvements along the commercial corridors and within the underserved residential areas.

Sidewalks and Street Lighting

The Issue

Although some sidewalks have been installed in the area, there is still a need for more to promote safe, walkable communities. Currently, poorly illuminated streets without sidewalks discourage residents from walking through their neighborhoods at night and increase the potential for criminal activity.

The Strategy

To provide safe access to area schools, parks, and commercial corridors, CRA will design and install sidewalk systems that will provide the desired connectivity.

While streetlights have been installed in the residential neighborhoods throughout the area, to address "dark spots" CRA working with Gulf Power Company will continue to support the installation and maintenance of streetlights in the residential neighborhoods.

Street Access Management

The Issue

Several of the older neighborhoods have defective or inadequate street layouts which present access and safety issues for the residents. This also is a contributing factor to the lack of reinvestment in the area.

The Strategy

To address safety issues and increase the potential for reinvestment in the area, the CRA working with the County Traffic Engineering Department will assess roadway conditions and designs in the older neighborhoods and provide a plan for improvements. As funding allows, roadway improvements will be implemented to allow adequate and safe access to these neighborhoods.



Traffic Calming

The Issue

Speeding and cut through traffic within the residential neighborhoods continues to be a problem.

The Strategy

CRA will request that the Traffic Engineering Department complete traffic management studies for the Brentwood Park and Montclair neighborhoods. Based upon the outcome of these studies, CRA working with the residents and Traffic Engineering Department will develop traffic calming solutions for these neighborhoods. CRA will support implementation of the studies' proposed solutions.

Zoning

The Issue

With the exception of the Palafox Midtown Commerce Park development, most

of the zoning issues were addressed in the first seven years of the plan's implementation.

The Strategy

To maintain the integrity of the neighborhoods and support compatible development and redevelopment, rezonings are contrary to this plan except in truly unique situations as may be further defined in future proposed changes to the Land Development Code.

3.2 Commercial Redevelopment Strategies

Arterial Highways (W. Fairfield Drive, Michigan Avenue/Beverly Parkway, Pace Boulevard, US 29/Palafox Street, Texar Drive, and North W Street)

There are three principal issues associated with the arterial highways located within the redevelopment area – capacity, safety, and streetscape.

The Issue

W. Fairfield Drive is currently designated as a Traffic Concurrency Exception Area (TCEA). This allows reinvestment to continue along the roadway while waiting on scheduled improvements.

The Strategy

CRA will assess the level of service on the remaining arterial roadways in the Palafox Redevelopment Area to determine if they would benefit from a similar designation. If the assessment indicates other arterial roadways would benefit from this designation, CRA working with the Planning and Zoning and Traffic Engineering Departments will pursue having the roadways designated as TCEA.

The Issue

Several arterial state highways serve the transportation needs of the Palafox Redevelopment Area. All could benefit from upgrades or construction of sidewalks and/or beautification enhancements to improve safe pedestrian access, slow down speeders and improve the physical appearance of the area.

The Strategy

The CRA will assess pedestrian features along the roadways and develop a plan to design and install the needed improvements including streetscape enhancements. The CRA will pursue sidewalk and highway beautification enhancement opportunities available through the FDOT and other funding sources as feasible within existing rights-of-way.

Economic Development

The Issues

Although some commercial property owners have taken advantage of the existing redevelopment incentives, there is still a need for improvement to the physical appearance of the commercial corridors within the area.

The Strategy

CRA will continue to promote the existing redevelopment incentive programs such as the Commercial Façade, Landscape and Infrastructure and Sign Grant programs; the State supported Enterprise Zone; and the Brownfields Redevelopment programs and as funding allows expand the redevelopment incentive programs to offer additional inducement for reinvestment. Working with Environmental Code Enforcement Division and neighborhood organizations, CRA will continue to support innovative, systematic code enforcement initiatives.

Streetscape

The Issue

Although most residential streets have a tree canopy, the commercial street frontage throughout the area is relatively devoid of street trees. There are limitations in some areas due to a narrow right-of-way. Also, because of the crime problem, there is a need for proper maintenance of vegetation.

The Strategy

A major program of street tree planting is needed along the collector and arterial streets, especially in the heavy commercial and industrial areas along Palafox Street and Beverly Parkway/Michigan Avenue wherever right-of-way space will allow. As reinvestment continues in the area, CRA working with the County's Development Review Committee and FDOT will encourage the implementation of the Palafox Streetscape plan allowing for the installation of street trees within front facing parking areas. CRA will incorporate streetscape enhancements funded through the County's Development Review Committee tree fund and other in kind contributions to create vegetative buffers into the redevelopment area sidewalk system plans where rights-of-way allow.



Zoning

The Issue

Commercial reinvestment within the area may be impeded since a significant amount of the development occurred prior to the existing Land Development Code (LDC) and zoning ordinances. Some of these existing businesses have resulted in non-conforming uses and non-conforming structures in the redevelopment area. In many cases these businesses cannot expand. The challenge arises in supporting the growth and expansion of these older, established businesses without violating the intent of the ordinances promoting orderly, logical and compatible development patterns throughout the area.

The Strategy

Review articles in the LDC that may be impeding commercial reinvestment in the area and propose modifications to the LDC as appropriate that will support desired reinvestment in the area. In general, "spot" rezonings are contrary to this plan except in truly unique situations. These situations may be further defined in future proposed changes to the LDC.

3.3 Palafox Midtown Commerce Park Redevelopment Strategies

In 1999, Escambia County was awarded an EPA Superfund site Recycling Pilot Project Grant, and through a visioning process with area stakeholders developed a master plan to redevelop an approximate 100-acre site primarily located to the east of Palafox Street into an urban commerce park. The proposed commerce park site includes the 26-acre Escambia Wood Treating Company (EWTC) Superfund site. EWTC site is an abandoned wood preserving facility, which operated from 1942 until 1982. While in operation, the facility treated utility poles, foundation pilings, and lumber with creosote and pentachlorophenol. In 1991, EPA excavated approximately 225,000 cubic yards of contaminated material and stockpiled it on-site under a high density polyethylene tarp. In 1997, EPA working with the Army Corps of Engineers began relocating 358 households around the EWTC site as part of a National Relocation Pilot Project. The relocation of additional residents located to the west of Palafox Street in the "Clarinda Triangle" area began in 2006. All relocation activities will be completed by 2008. These additional parcels bring the proposed commerce park to approximately 120 acres. Based upon EPA's proposed relocation and cleanup time lines the site will be available for redevelopment sometimes between 2009 and 2012. By redeveloping the site as an urban commerce park and bringing underutilized property back into service, it could strengthen local job opportunities, commercial services and tax base of the area. There are four main issues associated with the

development of the Palafox Midtown Commerce Park. These are environmental cleanup, ownership/management, development/design and long term maintenance.

Environmental Cleanup

The Issue

The proposed Palafox Midtown Commerce Park will encompass approximately 120 acres. The U.S. Army Corps of Engineers, Escambia County, the City of Pensacola, and private individuals, currently own the acreage. The 26 - acre EWTC Superfund site is located centrally in the proposed commerce park and adjacent to the County's existing redevelopment and Brownfields areas. In 2007 EPA's National Risk-Based Priority Panel awarded \$2,000,000 with a commitment for an additional \$17,000,000 to begin funding the soil cleanup at the superfund site. Ground water contamination will be addressed separately and EPA is currently developing cleanup alternatives that will focus on the groundwater remediation.

The Strategy

The County and area stakeholders will continue to work with EPA to support environmentally sound, community minded cleanup alternatives and disposition of this site to local government for redevelopment as an urban commerce park.

Ownership/Management

The Issue

Escambia County, City of Pensacola, private ownership and the U.S. Army Corps of Engineers currently own the properties comprising the proposed commerce park.

The Strategy

As cleanup of the EWTC Superfund site moves forward, discussions need to be initiated to develop a plan for disposition of the entire area to the local governing bodies including provisions regarding funding strategies for the redevelopment, long-term maintenance and management of the site.

Design and Development

The Issue

Currently, this area is a mixture of abandoned commercial buildings, residences, existing businesses and wooded undeveloped land. Some of the

challenges faced in redeveloping this area include inadequate street layouts, lack of a storm water drainage system, lack of sewer service and inconsistent zoning patterns.

The Strategy

The local governing bodies and area stakeholders working together and building off the County's 1999 visioning study will conduct a national solicitation for qualified developers with experience in this particular type of development project. Through the Request for Qualifications (RFQ) process, a list of qualified firms will be identified and asked to submit development proposals. The design will need to provide solutions to the inadequate street layouts, lack of a storm water drainage system and lack of sewer service while accommodating the existing businesses in the area and the on-going environmental monitoring requirements that will be associated with the site. A committee of area stakeholders and representatives from the local governing bodies will review the respondents' proposals, select the firm and award the contract for construction.

As presented in the 2000 redevelopment plan, respondents will be encouraged to incorporate sustainable development methodologies into their proposals.

The Issue

Current zoning within the proposed commerce park area includes residential R-5; Commercial R-6, C-1 and C-2; and Industrial ID-1 and ID-2. To support the existing development pattern, promote a compatible future development pattern and deter future random rezoning efforts a uniform zoning district should be applied to the entire proposed commerce park area.

The Strategy

As presented in the 2000 redevelopment plan, the proposed commerce park area should be rezoned to ID-CP Commerce Park Zoning District. This zoning district authorizes the basic uses now located in the area but prohibits bars, adult entertainments uses, barrow pits, landfills, gas stations, etc. which would detract from this urban commerce park. Landscaping and screening provisions assure a quality streetscape without inhibiting the business operations.

Long-Term Maintenance

The Issue

Since a portion of the proposed commerce park will consist of the former EWTC Superfund site, it is anticipated that an ongoing maintenance program will be required to monitor the long-term integrity of the on-site containment cell, cap, and any future groundwater monitoring.

The Strategy

In cooperation with EPA and Florida Department of Environmental Protection and to ensure the safety of the public, the governing bodies will develop, fund and implement a long-term management plan that will address the environmental operation and maintenance issues associated with the commerce park.

4. CAPITAL IMPROVEMENT PROGRAM

The following is a list of public facility improvements together with preliminary cost estimates. Timetables will be determined in part by availability of tax increment financing and other funding sources. Based upon input gathered from meetings with the residents and business owners conducted in 2004, 2005, and 2007 the following are the top five priority issues:

- Code Enforcement
- Drainage
- Law Enforcement
- Sidewalks
- Streetlights

Capital improvement program categories are presented in alphabetical order for ease of reference.

Project	Fiscal Year	Funding Source	Cost
Drainage Improvements			
• Brentwood Park Neighborhood			
Bayliss Court	TBD	TBD	TBD
Carry Memorial Drive	TBD	TBD	TBD
Concordia Boulevard	2010	CDBG/TIF	TBD
Hansen Boulevard	2014	CDBG/TIF	TBD
Hardy Place	TBD	TBD	TBD
Jacquelyn Way	TBD	TBD	TBD
Lenox Parkway	2014	CDBG/TIF	TBD
Palm Court	TBD	TBD	TBD
Quina Way	TBD	TBD	TBD
• Massachusetts Ave. South	TBD	TBD	TBD
Andrew Avenue	TBD	TBD	TBD
Truman Avenue	TBD	TBD	TBD
• Westernmark Neighborhood	TBD	TBD	TBD
Erress Boulevard – End of road	TBD	TBD	TBD
Park Projects			
• Brentwood and Chimes Way Parks Visioning Study	2008	TIF	\$45,000
• Brentwood Park Enhancements	2010	CDBG/TIF	\$75,000
• Chimes Way Enhancements	2011	CDBG/TIF	\$300,000
Property Acquisition			
• Brownfields	2012	LOST III	\$500,000
• Code Enforcement Foreclosure	Ongoing		
• In Fill Housing	Annually	TIF	\$25,000

Project	Fiscal Year	Funding Source	Cost
Residential Streetlights			
• Phase II Palafox Expansion Area	2008	TIF	\$100,000
Road Projects			
• Access Management Study Massachusetts Avenue south (Clay Street) Traffic Calming	TBD	TBD	TBD
Brentwood Park Neighborhood	2008	TIF	\$20,000
Montclair Neighborhood	2008	TIF	\$20,000
Study/Improvements to Pedestrian Tunnel Brentwood Elementary School	TBD	TIF/TBD	TBD
Sewer Projects			
• Aviation Field	2020/2025	CDBG/ECUA/ LOST/TIF/TBD	\$600,000
• Brentwood Park	2020/2030	CDBG/ECUA/ LOST/TIF/TBD	5,580,000
• Commercial Corridors	2014	ECUA/LOST TIF/TBD	\$400,000
Sidewalk Projects			
• Hayne Street (Texar Drive to Cross Street)	2015/2020	CDBG/TIF	\$100,000
• Roosevelt Street (Texar Drive to Crescent Street)	2015/2020	CDBG/TIF	\$100,000
• Armenia Drive (Beverly Parkway to Massachusetts Avenue)	2014	CDBG/TIF	\$150,000
• Concordia Boulevard (Beverly Parkway to Massachusetts Avenue)	2010	CDBG/TIF	\$150,000
• Hansen Boulevard (Beverly Parkway to Massachusetts Avenue)	2014	CDBG/TIF	\$150,000
• Lenox Parkway (Palafox Street to W Street)	2014	CDBG/TIF	\$175,000
• Rosalyn Way (Palafox Street to Concordia Boulevard)	2010	CDBG/TIF	\$125,000
• Belair Road (Harve Way to Montclair Road)	2009	CDBG/TIF	\$175,000
• Bristol Avenue (Michigan Avenue to Medford Avenue)	2015	CDBG/TIF	\$50,000

Project	Fiscal Year	Funding Source	Cost
• Harve Way (Massachusetts Avenue to Marseille Drive)	2015	CDBG/TIF	\$175,000
• Lucerne Avenue (Fremont Ave. – Medford Ave. to Harve Way)	2014	CDBG/TIF	\$175,000
• Montpellier Drive (Montclair Road to Massachusetts Avenue)	2009	CDBG/TIF	\$150,000
• Montclair Road (Massachusetts Avenue to Harve Way)	2009	CDBG/TIF	\$275,000
• Rochelle Drive (Belair Drive to Massachusetts Avenue)	2015/2020	CDBG/TIF	\$50,000
• Erress Boulevard (Massachusetts Avenue to end of road)	2015/2020	CDBG/TIF	\$50,000
• N. Hollywood Avenue (Massachusetts Avenue to Hansel Road)	2015/2020	CDBG/TIF	\$50,000
• N. Palafox Street (Brent Lane to Pace Boulevard, both sides)	2020/2025	CDBG/TIF	\$125,000
• P Street (Fairfield Drive to Massachusetts Avenue)	2020/2025	CDBG/TIF	\$175,000
• Market Street (Fairfield Drive north)	2020/2025	CDBG/TIF	\$200,000
• Andrew Street (Fairfield Drive to W Street)	2020/2025	CDBG/TIF	\$175,000

Streetscape Projects

• Palafox Corridor – Implementation	2010	LOST III	\$650,000
• Massachusetts Avenue Visioning Study	2011	CDBG/TIF	\$50,000
• Massachusetts Avenue Phase I Multi Use Path (Phase I Palafox Street to W Street)	2012	CDBG/TIF/TBD	\$350,000
(Phase II W Street to Hollywood Avenue)	2013	CDBG/TIF/TBD	\$350,000

Legend:
 CDBG - Community Development Block Grant
 CTST – Community Traffic Safety Team
 ECUA - Escambia County Utilities Authority
 FDOT - Florida Department of Transportation
 LOST - County Local Option Sales Tax
 TBD – To be determined
 TIF – Palafox Tax Increment Financing Trust Fund

Miscellaneous Projects

• Palafox Midtown Commerce Park Infrastructure	2014	LOST III	\$1,000,000
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Total 2007 - 2025 **\$12,840,000**

Escambia County’s Storm Water Drainage Basin Studies and Master Plan will determine long-term solutions to area storm water drainage concerns.

5. EXISTING CONDITIONS

5.1 Introduction

Since the Palafox Redevelopment Plan was adopted in 2000, area boundary amendments were approved in 2001 and 2003. The expansion generally took in the north side of Fairfield Drive to the southern boundary of Michigan Avenue/Beverly Parkway and west from Pace Boulevard to Hollywood Avenue and Havre Way. The current area boundary includes the following neighborhoods:

- Aviation Field
- Brentwood Park
- Gilmore's
- Montclair
- Westernmark
- Residents south of Massachusetts Avenue

A legal description of the area is presented in Appendix A, Legal Description. For reference, revised Maps depicting existing land use, zoning, and proposed zoning changes are presented in the Map Section of this plan.

5.2 Demographic and Socio-Economic Conditions

The redevelopment needs of the Palafox area, including the expansion, were evaluated both directly through field investigations and indirectly through U.S. Census data estimates and similar statistics. Data in Table 5.2.1 on selected variables such as population, household income, and housing reflect socio-economic conditions in the Palafox redevelopment area compared to Escambia County. The information is a combination of 2000 census results and census-based 2005 and 2006 estimates. Estimates are noted as such.

Population and Households

As presented in Table 5.2.1, the Palafox Redevelopment area is showing a declining population compared to Escambia County as a whole. Based upon a comparison of 1990 to 2000 Census data, there was a 7.1 percent decline in population growth within the redevelopment area while Escambia County as a whole experienced a 12.2 percent increase in population. The population growth continued to decline from 2000 to 2005 by 6.1 percent. Projected population growth from 2006 to 2011 shows less than a one percent growth. Over one-quarter (29.1 percent) of the families living in the redevelopment area

have a household family income below the poverty level. The median household income of \$26,378 in the redevelopment area is over \$15,500 less than the County wide median household income of \$41,996.

Nearly one-third (31.7 percent) of the housing stock in the area is used for rental purposes as compared to just under one-third (27.2 percent) for the County as a whole.

Table 5.2.1 Population and Household Results

	Palafox	Escambia
Population Growth		
Growth 1990 – 2000	-7.1%	12.2%
Growth 2000 – 2005	-6.1%	2.2%
Growth 2006 – 2011	0.3%	0.7%
Households		
2006 Estimates		
Family Households	2,912	118,581
Family income below poverty level*	29.1%	11.8%
Estimated average household size	2.8	2.4
Household Income		
2006 Estimates		
Median Family Household Income	\$26,378	\$41,996
Housing		
2006 estimates		
Occupied Units	3,322	130,435
Owner Occupied	56.0%	63.7%
Rental Occupied	31.7%	27.2%
Vacant Housing units	12.3%	9.1%

*2005 Estimate

Source: UWF Haas Center for Business Research and Economic Development, UWF, 2007, ESRI Forecasts for 2006

Age and Educational Attainment

Based on 2006 estimates, the redevelopment area shows noticeably different age, education attainment levels, and racial composition than the rest of the County. The median age of 29 is significantly less than the median age of 36 for the County as a whole. The census estimates indicate the redevelopment area residents comprise a younger population base with 26.9 percent at age 14 or less as compared to 18 percent in the County as a whole.

The percentage of persons living in the area who have completed high school, GED equivalent or less exceeds the countywide percentage by almost one-third (71.4 percent). The percentage of persons completing some level of higher education (28.6 percent) is almost half of the County's as a whole (54.1 percent).

Almost 20 percent (18.2 percent) of the households in the area do not own a vehicle.

Table 5.2.2 Age, Educational Attainment, and Racial Composition

	Palafox	Escambia
Population		
2000 Census	7,825	294,410
2006 Estimates	8,148	311,727
Age 14 and Under	26.9%	18%
Age 65 and Over	11.2%	13.7%
Median Age	29.4	36.4
Education*		
Highest Level of School completed		
High School or GED or less	71.4%	45.7%
Some College	24.0%	33.0%
Bachelor's degree	3.1%	13.7%
Master's degree	1.5%	7.4%
Vehicles		
Household with no vehicles	18.2%	8.1%
Race		
White alone	26.2%	68.4%
African American alone	68.8%	24.1%
American Indian and Alaskan Native alone	0.6%	1.0%
Asian alone	1.9%	3.0%
Some other race alone	0.4%	1.1%
Two or more races	2.2%	2.4%

*2005 Estimate

Source: UWF Haas Center for Business Research and Economic Development, UWF, 2007, ESRI Forecasts for 2006

The declining population, lower median income, and lack of education have an impact on private sector reinvestment decisions since they indicate higher-risk markets for developers. These trends will have to be reversed to stimulate private sector investment in the area. Based upon the data evaluated, the Palafox Redevelopment Area exhibits conditions of slum and blight and a lack of desirable affordable housing.

5.3 Crime

Crime and the perception of crime was noted in the 2000 plan as one of the major contributing factors to the lack of reinvestment in the area. Data presented below in Table 5.3.1, Index Crime Rates, indicate that criminal activity in the area continues to be of concern. Approximately three percent of the County's total population lives in the Palafox Redevelopment Area. The data shows a disproportionate percentage of total offenses are reported in the area as compared to the County as a whole. Total offenses reported in the area ranged from a high of 13 percent in 2003 to seven percent in 2006 and 2007. Historically there have been two to four times as many offenses reported for the representative population in the Palafox Redevelopment area. While reported offenses in the area have declined since 2003, there still appears to be a significant amount of criminal activity in the area as compared to the County as a whole.

Table 5.3.1 Index Crimes Reported by Jurisdiction and Year, 2000-2006*

		Murder	Forcible Sex	Robbery	Assault	Burglary	Larceny	*MVT	Total
2000	Escambia	14	252	351	1182	2347	6417	536	11099
	Palafox	0	21	50	150	218	548	89	1076
2001	Escambia	14	236	449	962	2629	6326	556	11172
	Palafox	0	23	64	126	228	518	58	1017
2002	Escambia	15	271	405	992	2972	6867	636	2158
	Palafox	1	32	44	131	276	502	77	1063
2003	Escambia	8	266	305	909	2535	6401	624	11048
	Palafox	0	36	83	180	333	764	92	1488
2004	Escambia	17	258	283	1076	2218	5607	652	10111
	Palafox	2	23	23	118	199	420	70	855
2005	Escambia	9	253	374	1327	2351	6142	811	11267
	Palafox	1	11	31	135	133	416	63	790
2006	Escambia	10	277	443	1197	2595	6335	874	11731
	Palafox	2	14	32	121	179	444	69	861

*MVT - Motor Vehicle Theft

All data represent "Offenses Reported" and have been normed per 100,000 population. Source: Escambia County data were obtained from the Florida Department of Law Enforcement and Escambia County Sheriff's Office.

Palafox data were obtained from the Escambia County Sheriff's Office by geographic code (district and grid) that most closely fit the Palafox Redevelopment Area's geographic boundaries. Palafox data represents total number and type of charges on the offense reports. Offense reports may have multiple charges.

In addition to a disproportionate percentage of both violent and property crimes, narcotics have also posed a serious crime problem in the area. As presented in Table 5.3.2, a disproportionate number of narcotic arrests occur in the Palafox area compared to the County as a whole. During 2006, the data indicate 10 percent of the narcotic arrest in Escambia County occurred in the Palafox area while only approximately 3 percent of the County's population lives in the area.

Table 5.3.2 Narcotic Arrests Reported by Jurisdiction and Year, 2005-2006*

		Narcotic Arrests
2005	Escambia	2095
	Palafox	245
2006	Escambia	1852
	Palafox	202

All data represent "Offenses Reported" and have been normed per 100,000 population. Source: Palafox data were obtained from the Escambia County Sheriff's Office by geographic code (district and grid) that most closely fit the Palafox Redevelopment Area's geographic boundaries. Narcotic arrest represents total number of arrests. Individual arrest reports may have multiple charges.

Data presented in Table 5.3.3 on criminal offenses reported in 2006 in Palafox, compared to Escambia County as a whole, indicate that both violent and property crimes continue to be a serious problem in Palafox. While the population in the Palafox Redevelopment Area makes up only approximately 3 percent of Escambia County's total population, a disproportionate percentage of both violent and property crimes (Murder – 20%, Aggravated Assault 10%, and Motor Vehicle Theft 8%) continue to occur in this area.

Table 5.3.3 2006 Criminal Offenses Reported by Jurisdiction

	Palafox	Escambia County	% Occurrence in Palafox
Murder	2	10	20%
Forcible Sex	14	277	5%
Robbery	32	443	7%
Aggravated Assault	121	1197	10%
Burglary	179	2595	7%
Larceny	444	6335	7%
Motor Vehicle Theft	69	874	8%

Note: All data represent "Offenses Reported" and have not been normed per population. Source: Escambia County Sheriff's Office. Data on Palafox were compiled by geographic code (district and grid) that most closely fit the Palafox Redevelopment Area's geographic boundaries. Offenses reported are from an area slightly larger than the redevelopment area.

The unlawful activities in the area will continue to have a negative impact on redevelopment initiatives as private sector investors and the general public remains hesitant to invest capital in an area that continues to be besieged with illegal activities. If the criminal activity in the area is not addressed and resolved, it will continue to hinder reinvestment, resulting in deflated property values and slowed revitalization efforts.

5.4 Existing Land Use

The Palafox Redevelopment Area encompasses approximately 1757 acres. To obtain a current picture of land use for the area, CRA staff conducted a windshield survey during 2007. The survey included the expansion area and a resurvey of the original redevelopment area. An existing land use map is presented in the Maps section of the plan. As presented in Table 5.4.1, over one-third of the area (37.8%) consists of residential dwellings. With the exception of the smaller Aviation Field and Gilmore's neighborhoods located in the southern section of the area, most of the residential dwellings are located in the northern portion of the redevelopment area. The residential areas include single-family dwellings and a random scattering of mobile homes. One large mobile home park and a recently completed multi-family elderly apartment complex, Alabaster Gardens, are located south of Massachusetts Avenue in the northeast section of the redevelopment area. A little less than a quarter of the area (23.5%) is used for commercial purposes. However, almost half (45%) of the area is zoned as a commercial district. The commercial activity is concentrated in a triangular area bound by Palafox Street to the east, Pace Boulevard to the west, and Fairfield Drive to the south. Information obtained from the Escambia County Property Appraiser's records indicates there are a total of 392 parcels designated for commercial use. Of these, 42 are designated as vacant and/or unoccupied.

Table 5.4.1. Existing Land Use in Palafox Redevelopment Area

EXISTING LAND USE	AREA IN ACRES	PERCENT OF TOTAL
Residential (including multiple family and mobile homes)	665	37.8%
Public (utilities)	123	7.0%
Commercial	413	23.5%
Church	59	3.3%
Industrial	131	7.4%
Parks	48	2.7%
Vacant	246	4.0%
Streets	58	3.3%
Cemeteries	0	0%
Schools	15	<1.0%
Total	1757	100%

Source: Windshield survey conducted by Escambia County CRA staff in Spring 2007.

Industrial activity is concentrated south of Texar Drive and includes a large scrap yard and solid waste transfer facility. Two scrap yards are also located south of Massachusetts Avenue and north of Fairfield Drive, respectively.

The most significant finding is that over one third of the area is comprised of built out residential neighborhoods. There are scattered vacant lots within these neighborhoods that are a potential source of in-fill housing construction sites. Only 14 percent of the area consists of vacant unimproved land. One of the largest areas of vacant land is located in the northern portion of the proposed Palafox Midtown Commerce Park south of Mason Lane.

5.5 Current Zoning

The eight zoning districts identified in the Palafox Redevelopment Area include a broad range of intended uses. The zoning districts and brief descriptions are presented as follows in Table 5.5.1.

Table 5.5.1. Current Zoning Districts

ZONE	INTENDED USE
R-2	Single-family district, low-medium density
R-3	One and two-family district, medium density
R-5	Urban residential/limited office district, high density
R-6	Neighborhood commercial and residential district, high density
C-1	Retail commercial district
C-2	General commercial district
ID-1	Industrial district (no residential uses allowed)
ID-2	General Industrial (no residential use allowed)

Source: Escambia County Land Development Code.

With the exception of the area west of Pace Boulevard and Palafox Street, generally the current zoning pattern follows the existing land use. Much of the area west of Pace Boulevard and Palafox Street is currently zoned for R-6 neighborhood commercial and residential district, C-2 general commercial district, and ID-1 industrial district with no residential uses allowed. This area is currently developed with single-family residential dwellings with a scattering of mobile homes and one large mobile home park. The existing non-conforming uses are a result of this area being developed prior to Escambia County adopting a zoning code. The area located between Pace Boulevard, W Street, Massachusetts Avenue and

Fairfield Drive appears to be gradually transitioning into a commercial district that more closely reflects the current zoning pattern. The residents in the vicinity of Market Street present the greatest challenge regarding the close proximity of incompatible uses such as residents located adjacent to scrap yards.

Residential

The predominant residential zoning district in the redevelopment area is R-2, which allows for only single-family detached houses and supporting community facilities. R-3 residential zoning is found in the neighborhoods located in the southeastern portion of the area. R-3 allows for a mixture of one and two-family detached houses and supporting community facilities. Additionally, this zoning district allows for the use of a mobile home as a guest residence. R-5 allows for a mix of high-density urban residential uses and compatible professional office development. This district is designed to encourage the establishment and maintenance of a suitable higher density residential environment and low intensity services.

Commercial

R-6 neighborhood commercial and residential zoning, which comprises a large part of the Brentwood park neighborhood, is intended to provide for a mixed-use area of residential, office and professional, and certain types of neighborhood convenience shopping, retail sales and services. This district is a transitional district between residential and commercial and defines about half the remaining residential area. C-2 commercial zoning with a scattering of C-1 commercial zoning is located along the key commercial corridors within the redevelopment area. Commercial and industrial zoning is strongly associated with the area's main transportation routes, primarily Fairfield Drive, Pace Boulevard, and Palafox Street. Consequently, non-residential zoning districts make up almost half (45%) of the redevelopment area. Among all other zoning districts general commercial (C-2) predominates, accounting for about one third of the area and almost half of the non-residential zoning.

Industrial

ID-1 zoning district is intended primarily for research-oriented activities and light manufacturing and processing businesses. This zoning district is concentrated along Fairfield Drive and Hollywood Avenue where there is a heavy concentration of scrap yards. Two areas of ID-2 zoning exist along Palafox Street and Texar Drive in the southern section of the redevelopment area. ID-2 general industrial zoning district is intended to accommodate industrial uses that cannot satisfy the highest level of performance standards. It is designed to accommodate manufacturing, processing, fabrication, and other activities that can only comply with minimal performance standards. No residential development is permitted in this district, thereby insuring adequate area for industrial activities.

5.6 Existing Housing Conditions

CRA staff completed a windshield housing conditions survey throughout the Palafox Redevelopment Area in 2007. The survey results are presented in Table 5.6.1 Existing Housing Conditions. Area housing was evaluated based upon the following established conditions criteria:

1. Excellent condition - No or very minor repair required.
2. Good condition– Possibly requiring paint. There may be evidence of aging. No structural repair is necessary.
3. Fair condition – Repair or rehabilitation is required. Shingles may be curling. There may be evidence of the need for energy related improvements. Roofing work may be required as well.
4. Poor condition – Obvious structural damage exists. The entire structure may be leaning, the floor may be settling in places, and there may be evidence of water damage.
5. Dilapidated condition – Typically beyond feasible rehabilitation and in need of demolition. The building may be burned out or otherwise structurally unsafe. Portions of the structure may already be down.

Table 5.6.1. Existing Housing Conditions

HOUSING CONDITIONS	NUMBER OF STRUCTURES	PERCENT OF TOTAL
1= Excellent	12	0.5
2= Good	63	2.8
3= Fair	1853	80.7
4= Poor	313	13.6
5= Dilapidated	56	2.4
Total	2297	100%

Source: Escambia County CRA, windshield surveys spring 2007

Based upon the results of the survey, the following conclusions can be drawn:

- Less than four percent (3.3%) of houses in the Palafox area in 2007 are in “excellent” or “good” condition.

- A majority of the houses, 80%, are in “fair” condition indicating repair or rehabilitation is required.
- Sixteen percent of housing in the area is in “poor” or “dilapidated” condition, indicating a need for serious repair or demolition.

It should be noted that mobile homes are not included in Table 5.6.1. Based upon the windshield survey conducted by CRA staff, there were approximately 164 mobile homes on individual parcels. Although the ranking criteria for housing conditions noted above were not used to rank mobile home conditions, CRA staff observed that approximately 85 percent of the mobile homes in the area are older and in need of serious repair.

As indicated in Table 5.6.2., the median value of an owner occupied house in the redevelopment area is \$65,071, which is more than \$45,000 less than the median value of an owner occupied house in Escambia County as a whole. In addition, almost half (47.1%) of the houses in the area are over 38 years old, indicating a potential for deterioration and the need for rehabilitation.

Table 5.6.2 Housing Census Data

Housing	Palafox	Escambia
2006 estimates		
Occupied Units	3,322	130,435
Owner Occupied	56.0%	63.7%
Rental Occupied	31.7%	27.2%
Vacant Housing units	12.3%	9.1%
Owner occupied housing value*		
Less than 39,999	17.3%	8.4%
40,000 to 59,999	25.3%	9.5%
60,000 to 79,999	29.6%	12.4%
Median Value	\$65,071	\$110,476
Units built 1999 to Present	3.1%	7.2%
Units built 1970 to 1998	36.0%	58.4%
Units built 1950 to 1969	38.6%	24.6%
Units built 1949 and earlier	8.5%	9.7%
Median year structure built	1959	1977

*2005 Estimate

Source: UWF Haas Center for Business Research and Economic Development, UWF, 2007, ESRI Forecasts for 2006

5.7 Housing Affordability

Chapter 163.340 of the Florida Statutes defines a community redevelopment area as a slum or blighted area, or an area in which there is a shortage of housing that is affordable to residents of low or moderate income, including the elderly. State Housing Initiative Partnership (SHIP) Florida Housing Finance Corporation (FHFC) Administrative Rule 67-37 provides the following definition of affordable housing.

Housing Affordability: The maximum monthly housing payment, including an allowance for taxes and insurance shall not exceed 30% of the area median income for very low, low and moderate income families adjusted for family size, unless the first mortgage lender approves the household at a higher percentage based upon the lender's analysis of the family's ability to pay the mortgage.

Income limits used in the determination of eligibility shall be those published annually by the U.S. Department of Housing and Urban Development (HUD) and distributed by the FHFC. Chapter 420.907 of the Florida Statutes, known as the SHIP Program, provides the following definitions of low and moderate income for households:

Low income: "...a total annual gross household income that does not exceed 80 percent of the median annual income adjusted for family size for households within the MSA, or county, or non-metropolitan median for the state, whichever amount is greatest."

Moderate income: "...a total annual gross household income that does not exceed 120 percent of the median annual income adjusted for family size for households within the MSA, the county, or non-metropolitan median for the state, whichever is greatest.

Section 7.16.00 of Escambia County's Land Development Code defines affordable housing as "that which costs no more than 33 percent of the median family income including utilities." The facts regarding housing affordability within the redevelopment area are as follows:

With a median household income of \$26,378 within the Palafox redevelopment area, the typical family can afford \$659 per month in housing costs (at the 30 percent income maximum). While families living in the redevelopment area may be able to afford a house in their neighborhood, with a median housing

value of \$110,476 for Escambia County as a whole, a family would not be able to relocate to existing housing in other areas of the County. As previously indicated, while the housing stock within the redevelopment area may be affordable in many cases it is not well maintained, structurally sound and/or energy efficient and does not provide desirable living conditions.

6. NEIGHBORHOOD IMPACT ANALYSIS

Chapter 163.362 (3) F.S. requires that the plan include a neighborhood impact element if the redevelopment area contains low or moderate-income housing. The analysis explains the plan's impact on the subject matter listed below.

Relocation

In conjunction with remedial activities at the EWTC Superfund site, Federal agencies completed a large relocation project during the first seven years of the plan's implementation. Currently, they are working with a group of residents in the "Clarinda Triangle" area to complete a relocation of these residents. The plan as proposed does not require the relocation of any of the low/moderate, or very low-income residents of the redevelopment area. It is possible, however, that a few families may decide to move based on the provision of better housing, the inconvenience of extensive rehabilitation, or the ability to sell their house for non-residential redevelopment.

Traffic Circulation

With the exception of the redevelopment of the EWTC Superfund site as the Palafox Midtown Commerce Park, which will increase traffic on Palafox Street, an arterial roadway, there is no portion of the plan that will significantly increase neighborhood traffic. As redevelopment occurs along Massachusetts Avenue and Hollywood Boulevard, classified as collector and local roads respectively, it would be expected that these roadways would experience an increase in traffic volume.

Environmental Quality

Environmental quality and economic conditions within the Palafox Redevelopment Area are influenced by the presence of two nearby Superfund sites, Agrico Chemical and EWTC. The Agrico Chemical Superfund site is located one-quarter mile to the east of the Palafox Redevelopment Area, near the northwest intersection of Fairfield Drive and Interstate I-110 within the City of Pensacola. The location was operated as various types of fertilizer plants from 1899 until 1975 when all fertilizer production stopped. Remediation of the site was completed in 1997 and included solidification with stabilization of soil and sludge, installing an impermeable cap for the stabilized waste, and a 70 year monitoring plan for the site and adjacent areas. The final remedy for the site had precluded any commercial or industrial use of the property. The 26-acre EWTC Superfund site is located within

the City of Pensacola in a mixed industrial and residential area, immediately adjacent to the County's Palafox Redevelopment and Brownfields Areas. The Superfund site is a former wood preserving facility that operated from 1942 until it closed in 1982. In October 1991, the EPA began a removal action to excavate contaminated soil and to determine the volume of soil to be dealt with in later phases of clean up. The removal action was completed in 1992. The 225,000 cubic yards of excavated soil was placed on-site and is currently stockpiled under a high-density polyethylene tarp. In 2007 EPA's National Risk-Based Priority Panel awarded \$2,000,000 with a commitment for an additional \$17,000,000 to begin funding the soil cleanup at the superfund site. Ground water contamination will be addressed separately and EPA is currently developing cleanup alternatives that will focus on the groundwater remediation.

These two Superfund sites also have contributed to slum and blight in the surrounding areas. A number of properties have been underutilized, neglected, or been vacated due to the perception of or real contamination of nearby properties.

As presented in Section 3, Redevelopment Strategies, the completion of the relocation, cleanup and redevelopment of this site will enhance the quality of life for area residents and offer much needed employment opportunities.

As presented in Section 4, Capital Improvement Projects, the continued expansion of sewer service to the entire area will have a positive impact on the environment.

Community Facilities and Services

Redevelopment strategies presented in the plan allow for the continued installation of neighborhood park enhancements, sewer service, sidewalks and streetlights throughout the area.

School Population

There is no portion of the plan that will have an impact on area school population. The plan does present continued sidewalk improvements in the vicinity of area schools to provide safe pedestrian access to these facilities.

Physical and Social Quality of the Neighborhood

Proposed continued infrastructure improvements combined with continued innovative code and law enforcement initiatives will have a positive impact on the area's physical appearance and overall social quality of the neighborhoods.

Additionally, the redevelopment of the former EWTC Superfund site as an urban commerce park offers an economic development opportunity for the neighboring residents with the creation of new jobs and possible location of a business incubator in the commerce park.

7. PLAN IMPLEMENTATION

Neighborhood Organization/Corporation

The Neighborhood Associations will play a major role in the implementation of this plan. With representation from the diversity of neighborhoods, it will provide an on-going forum for public input and encouragement of individual and group efforts to carry out the plan.

Other Staffing

The CRA, a division of the Neighborhoods and Environmental Services Department, will be responsible for overseeing the implementation of this Redevelopment Plan. CRA will work closely with other County departments and agencies playing a key role in the plan implementation.

Code Enforcement and Housing Rehabilitation

As outlined in earlier chapters, an important element of this redevelopment program is a systematic enforcement of all relevant codes, including ordinances that address unsafe structures, deteriorated housing, weeds and litter, zoning, signs and abandoned vehicles. Yard debris and deferred housing and building maintenance are among the most obvious and widespread problems in the Palafox area. CRA working with the Environmental Code Enforcement Division and the Neighborhood and Environmental Services Department will continue to support innovative code enforcement and community cleanup programs.

Housing Rehabilitation and Commercial Reinvestment Financing

A variety of funding sources will continue to provide an array of mechanisms to assist in rehabilitation and reinvestment activities. This will include Community Development Block Grant funds, State housing assistance funds, and Tax Increment Financing (TIF) Trust Fund resources. CRA will continue to work with the Neighborhood Enterprise Foundation, Inc. to implement these programs.

In addition to targeted bank financing, the principal residential revitalization incentives will be:

- CDBG Housing Rehabilitation Program
- Home Substantial Rehabilitation /Replacement Housing Program
- First Time Homebuyer Down Payment/Closing Cost Assistance
- Affordable Home Ownership – Lot Acquisition Program

- New Home Construction for Very Low Income Families
- New Home Construction for Moderate Income Families
- Title clearance assistance, particularly for “heir” properties
- Emergency Repair Assistance for Very Low Income Families
- CRA Residential Rehab Program

In addition to targeted bank financing, the commercial revitalization incentives will include:

- Brownfields financial assistance, loans, tax and other incentives
- Commercial Façade, Landscape and Infrastructure matching grants
- Commercial Sign Grant matching grants
- Foreign-Trade Zone
- SBA and other low-interest loans packaged by banks
- HUBZone (Historically Underutilized Business Zone) eligibility for preference in contracting with the federal government
- Public improvements including sidewalks, street resurfacing, streetscaping and beautification, expansion of sewer, etc.
- A host of State Enterprise Zone tax incentives

Housing Construction

The CRA will continue to identify vacant residential parcels suitable for in-fill construction and work with property owners to remove barriers to selling, donating or developing the property so that more lots can become available to private developers and non-profits for building in-fill housing.



Zoning

Rezoning the area in the vicinity of the proposed Palafox Midtown Commerce Park to ID-CP Commerce Park District is proposed. This will provide zoning more compatible with the current uses and facilitate redevelopment of the park.

CRA working with the Planning and Zoning Department will review articles in the LDC that may be impeding commercial reinvestment in the area and propose modifications to the LDC as appropriate that will support desired reinvestment

in the area. In general, “spot” rezonings are contrary to this plan except in truly unique situations as may be further defined in future proposed changes to the LDC.

Tax Increment Financing and TIF Area

Tax Increment Financing (TIF) is a funding mechanism for redevelopment authorized by Chapter 163, Florida Statutes. TIF captures the incremental increase in tax revenues resulting from redevelopment and uses it to pay for public improvements needed to support the redevelopment program. TIF funds in Palafox have financed park improvements, annual energy costs for streetlights and some operating budget costs for the CRA since 2003. Moving forward TIF will be used for the acquisition of land, support of innovative code and law enforcement initiatives, demolition of deteriorated structures, site preparation, visioning studies, matching grant programs and infrastructure improvements.

Other Financing

The following are the other principal funding mechanisms likely to be used in implementing this plan:

- **Community Development Block Grant Funds**
The approximately \$2,500,000 annual HUD grant, with projects allocated throughout the five CRA areas, will be used for housing rehabilitation, capital improvements, real estate acquisition, commercial matching grants and assistance in site assessment, cleanup, and/or redevelopment of Brownfields.
- **Florida Department of Transportation (FDOT)**
FDOT funds include both the traditional highway construction budget and the special “enhancement” funds that emphasize right-of-way improvements such as landscaping, sidewalks/bikeways, and drainage. In both cases, the key is to have the project included in the long-range plan and then on both the Metropolitan Planning Organization and FDOT five-year capital programs.
- **U.S. Department of Commerce’s Economic Development Administration**
EDA’s mission is to lead the Federal Economic development agenda by promoting innovation and competitiveness, preparing American regions for growth and success in the worldwide economy. This is achieved through a host of programs administered by EDA.

- **Local Option Sales Tax**
The voter-approved sales tax fund will continue to be used for capital improvement projects. CRA has requested \$2,050,000 to support projects in the Palafox Redevelopment Area.
- **State and Federal Housing Programs**
Several alternative programs including the State SHIP program and the Federal (HUD) HOME program will assist buyers and builders of in-fill affordable housing.
- **U.S Environmental Protection Agency Grants**
The County’s Brownfields Program continues to apply for funding to conduct assessments of potential Brownfields sites and underground storage tank facilities.
- **Florida Department of Community Affairs**
The CRA will apply for planning and implementation grants through the Florida Department of Community Affairs as funding becomes available.
- **Other Grant Opportunities**
CRA will pursue grant opportunities, as they become available, to provide funding for visioning and planning activities, infrastructure improvements and general neighborhood improvement projects.

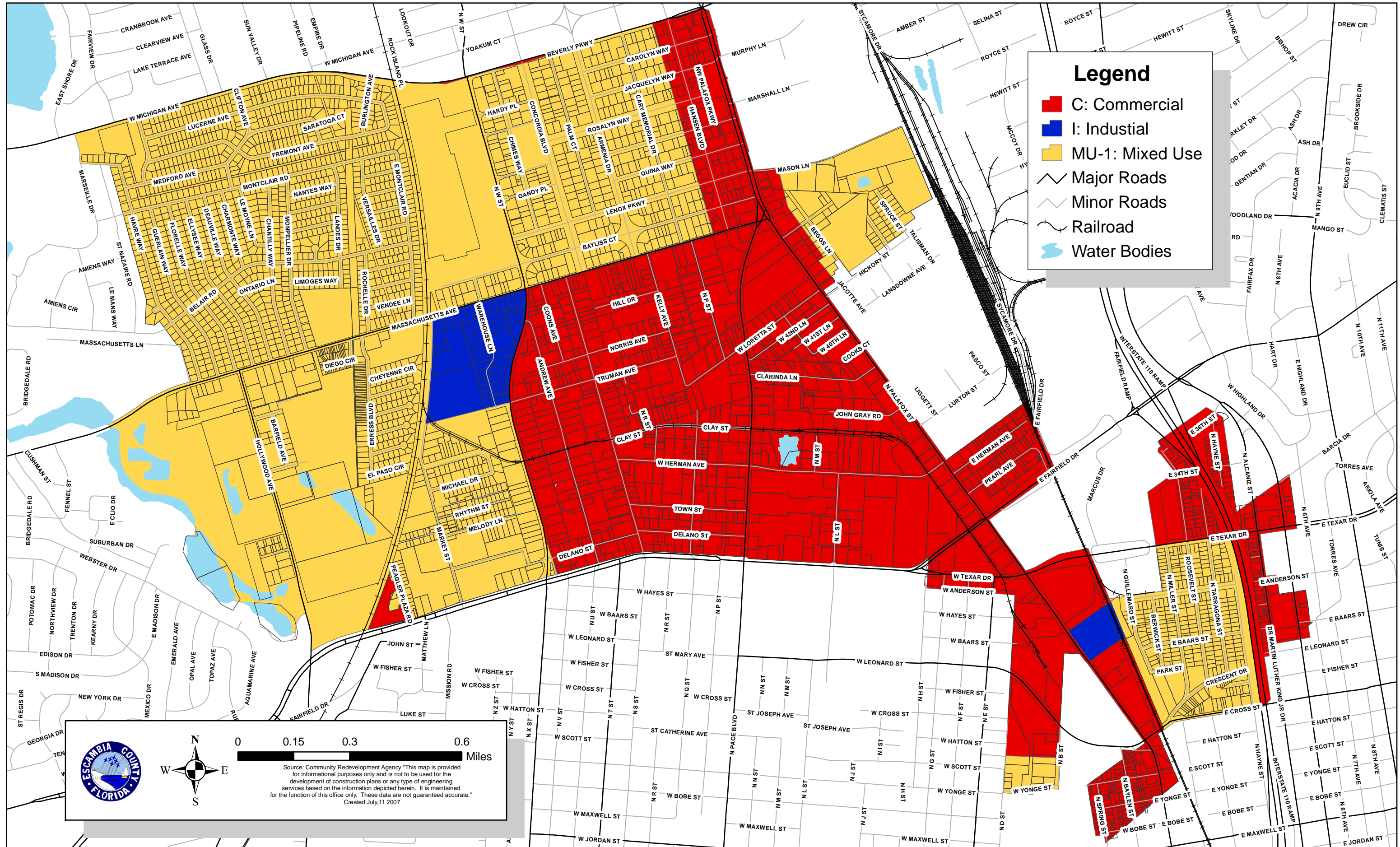
Property Acquisition, Controls and Disposition

With the exception of the Federal superfund acquisition and relocation program already underway, there are no plans to acquire occupied structures that would require relocation procedures. The plan does call for the acquisition of vacant land and property foreclosed on due to code violations or involvement with criminal activity. CRA may assemble property for future commercial or housing development.

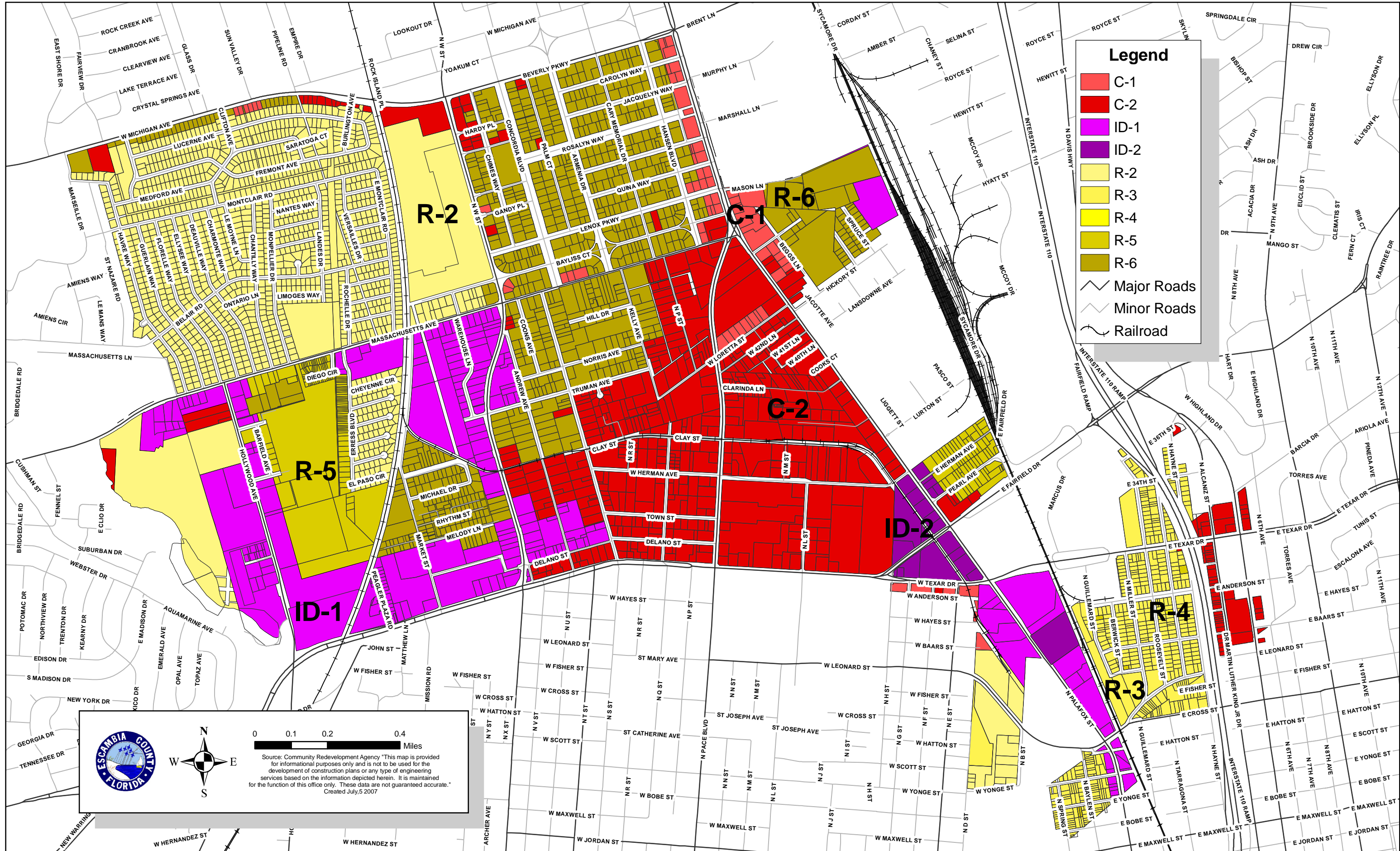
The County’s Land Development Code provides adequate land use and site design controls. While changes to the basic zoning map are proposed as part of this plan, no Future Land Use map changes are necessitated by this plan. This may change as future changes to the Land Development Code are adopted.

REDEVELOPMENT AREA MAPS

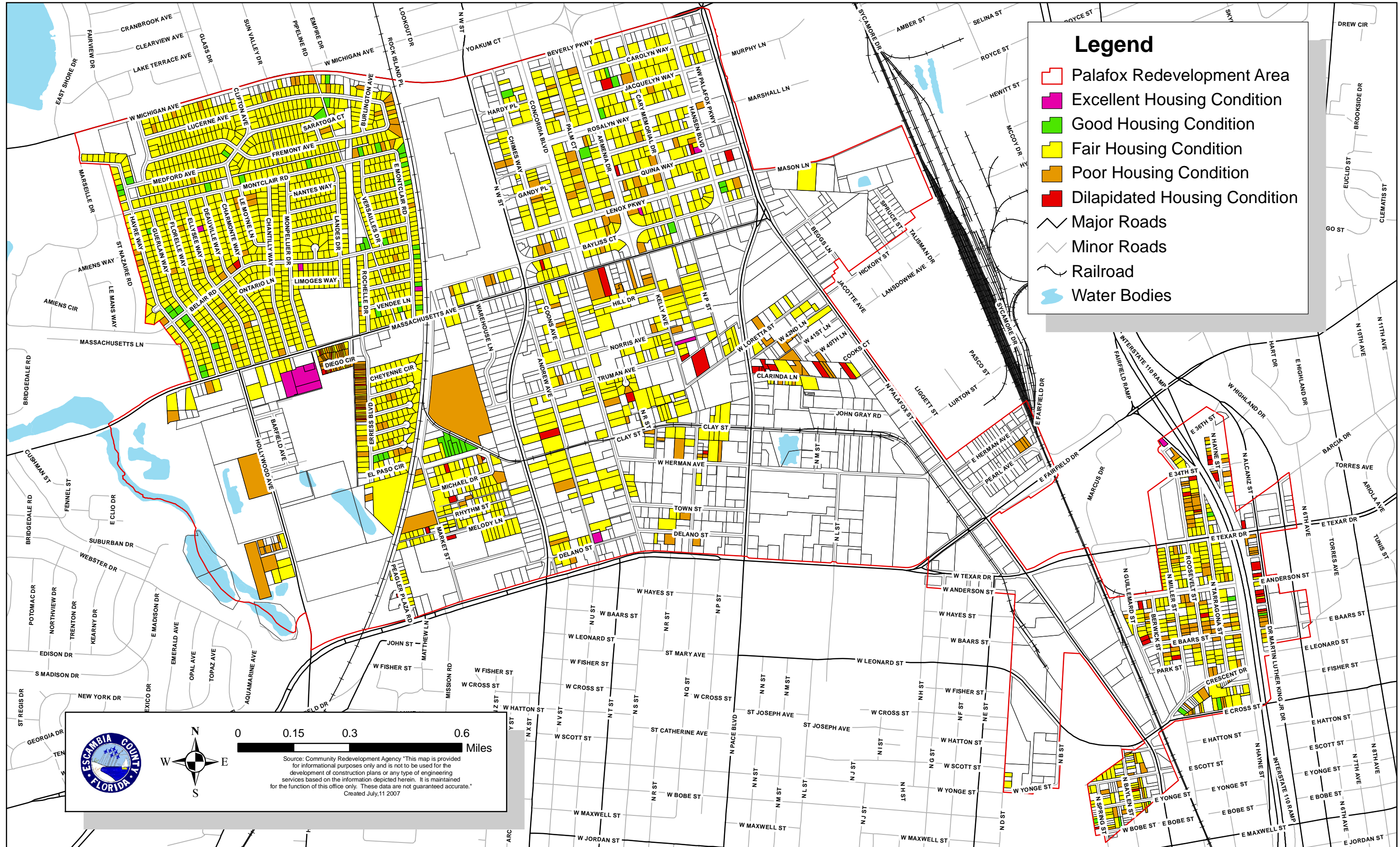
Palafox Redevelopment Area: Future Land Use



Palafox Redevelopment Area: Current Zoning



Palafox Redevelopment Area: Housing Conditions



Legend

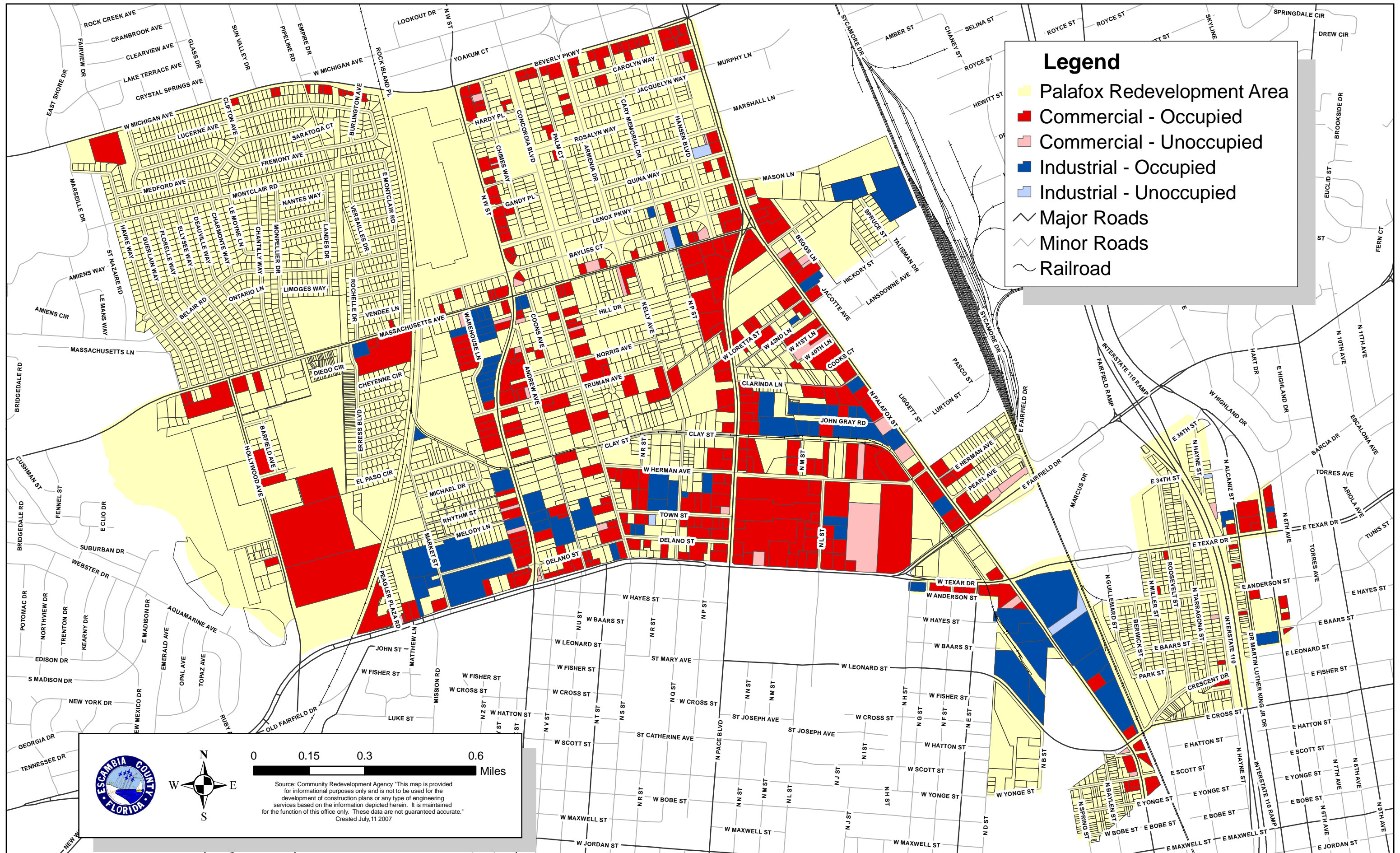

- Palafox Redevelopment Area
- Excellent Housing Condition
- Good Housing Condition
- Fair Housing Condition
- Poor Housing Condition
- Dilapidated Housing Condition
- Major Roads
- Minor Roads
- Railroad
- Water Bodies

N
E
S
W

0 0.15 0.3 0.6
Miles

Source: Community Redevelopment Agency "This map is provided for informational purposes only and is not to be used for the development of construction plans or any type of engineering services based on the information depicted herein. It is maintained for the function of this office only. These data are not guaranteed accurate."
Created July, 11 2007

Palafox Redevelopment Area: Status of Commercial & Industrial Properties

0 0.15 0.3 0.6 Miles

Source: Community Redevelopment Agency "This map is provided for informational purposes only and is not to be used for the development of construction plans or any type of engineering services based on the information depicted herein. It is maintained for the function of this office only. These data are not guaranteed accurate." Created July, 11 2007

APPENDICES

Appendix A
Legal Description

Palafox Redevelopment Area Legal Description

The Palafox Redevelopment Area is that real property in Escambia County, Florida with the following described boundaries:

Beginning at the junction of the northerly right-of-way line of Mason Lane and easterly right-of-way line of Palafox Street (U.S. Hwy 29) continue easterly along the northern right-of-way line of Mason Lane and its extension to the western right-of-way line of the Louisville & Nashville Railroad; then southerly along said western right-of-way line 1100 feet more or less to a point 12 feet southerly of the northerly line of Section 7, Township 2 South, Range 30 West, Escambia County, Florida; thence South 53o West 370 feet more or less to the westerly line of said Section 7; thence South 42o 09' east along the western line of said Section 7, 120 feet more or less to the northeastern corner of Lot 28, Oak Park Subdivision, as recorded in Plat Book 3, Page 93, of the public records of Escambia County; thence westerly along the northern lines of Lots 28, 27, and 26 of said subdivision, 192.45 feet to the eastern right-of-way of Spruce Street; thence southerly along said eastern right-of-way line, 33 feet more or less to a line 128 feet north of and parallel to the southern right-of-way line of Hickory Street; thence westerly along said parallel line 1010.1 feet more or less to the east line of the property Annexed by resolution of the City Council of the City of Pensacola, Florida, Resolution 35-96, dated August 22 1996; thence along the boundary of said parcel the following 7 calls: northerly along said east line 238.2 feet more or less to the north line of said parcel; thence deflect 90 degrees left 89.15 feet; thence deflect 90 degrees left 106.0 feet; thence deflect 90 degrees right 80.0 feet; thence deflect 90 degrees left 34.0 feet; thence deflect 90 degrees right 68 feet; thence deflect 90 degrees left 96.0 feet more or less to a point on a line 128 feet north of and parallel to said southern right-of-way line of Hickory Street; thence westerly along said parallel line 213 feet more or less to the east right-of-way line of Palafox Street; thence southerly along the eastern right-of-way line of Palafox Street; 2956.55 feet to the southwestern corner of Lot 7, Palmes Subdivision, recorded in Deed Book 10, page 490, of the public records of said county; thence easterly along the southern line of said Lot 7, and its easterly extension, to the eastern right-of-way line of Louisville & Nashville Railroad; thence southerly along said eastern right-of-way line to its intersection with the south right-of-way line of Fairfield Drive; thence southwesterly along the south right-of-way line of Fairfield Drive to the intersection of east right-of-way line of Palafox Street; thence southerly along the east right-of-way line of Palafox Street to the north right-of-way line of Texar Drive; thence easterly along the north right-of-way line of Texar Drive to the east right-of-way of the Louisville & Nashville Railroad; thence southerly along the east right-of-way of the Louisville & Nashville Railroad to the extension of the northern right-of-way line of Anderson Street; thence easterly along said extension and said northern right-of-way line of Anderson Street; thence easterly along said extension and said northern right-of-way line to its intersection with a line 117 feet west of and parallel to the west line of Miller Street; thence northerly along said parallel line to its intersection with the northern right-of-way line of 34th Street as shown on plat of North Pensacola Unit No. 4 as recorded in Plat Book 2, page 57, of the public records of said county; thence easterly along said northern right-of-way line, 468.35 feet to the western right-of-way line of Roosevelt Street; thence northerly along the western right-of-way line of Roosevelt Street, 458.8 feet more or less to the northerly most line of Block 33, North Pensacola Unit No. 4; thence easterly along the northern line of said Block 33, 710 feet more or less to the northeast corner of Lot 89 of said Block 33; thence southeasterly along the eastern line of Lot 89 of Block 33, across the right-of-way of 36th Street, and along the common lot line of Lots 22 and 23, Block 36 of said North Pensacola Unit No. 4, 337 feet more or less to the easterly line of said North Palafox Unit No. 4; thence southerly along the eastern line of said North Pensacola Unit No. 4, a distance of 1272.20 feet to the southern line of the north one-half of the Maura Grant (Section 4, Township 2 South, Range 30 West); thence easterly along the southern line of the north one-half of said Maura Grant, to its intersection with the northerly projection of the common rear lot line of Block 27, North Pensacola Unit No. 3, as recorded in Plat Book 2, page 33, of the public records of said county; thence southerly along said extension, along the common rear lot line of said Block 27 and along its southerly extension to the southern right-of-way line of Texar Drive; thence northwesterly along the southern right-of-way line of Texar Drive to the east right-of-way line of Martin Luther King, Jr. Drive; thence southerly along the east right-of-way line of Martin Luther King, Jr. Drive to the north right-of-way line of Anderson Street; thence east along the north right-of-way line of Anderson Street, 156 feet; thence 90o to the right, 280 feet; thence 90o left 382 feet to the northeast corner of Lot 8, Block 25, North Pensacola Unit No. 3 as recorded in Plat Book 2, Page 33 of the public record of said county; thence 90o to the right 456.34 feet to the south line of Maura Grant; said point also being the northeastern corner of Lot 10, Block 367, New City Tract; thence southerly along the eastern line of Lot 10 and Lot 3, of said Block

367 , to a point 85 feet north of the northern right-of-way line of Leonard Street; thence westerly parallel to Leonard Street, 492 feet to the eastern right-of-way line of Martin Luther King, Jr. Drive; thence southerly along said eastern right-of-way line, 165 feet to the southern right-of-way line of Leonard Street; thence westerly along said southern right-of-way line 185 feet; thence southerly along a line parallel to Martin Luther King, Jr. Drive, to the Old City Limit Line, said line forming the northern boundary of the City of Pensacola according to the Thomasdated 1903: said line shall hereinafter be called the "Old City Limits"; thence southwestly along the Old City Limits to the southern right-of-way line of Cross Street; thence westerly along said southern right-of-way line, to the southern line of Section 4, Township 2 South, Range 30 West; thence southwestly along the southern line of said Section to the western right-of-way line of the Louisville & Nashville Railroad; thence southerly along said western right-of-way line, to the "Old City Limits"; thence southwestly along the "Old City Limits" to the western right-of-way line of Spring Street; thence northerly along said western right-of-way line to the southern right-of-way line of Bobe Street; thence westerly along the southern right-of-way line of Bobe Street to the eastern line of Section 18, Township 2 South, Range 30 West; thence northerly and easterly along the eastern line of said Section 18, to the southwestern corner of Lot 34, Triangle Subdivision; thence northerly along the western line of said Lot 34, to the northwest corner of said Lot 34; thence southeasterly along the north line of Lots 34 and 33, Triangle Subdivision and its easterly extension to the eastern line of said Section 18; thence northeasterly along said easterly line to the west right-of-way line of Palafox Street (State Highway N. 95); thence northerly along the west line of Palafox Street to the north line of Lot 20, a part of a subdivision of the twelve and one-half acres of Lot 4, recorded in Deed Book 35, Page 230 & 231 of the public records of said county; thence westerly along north line of Lot 20 to the northwest corner of Lot 20 of said subdivision; thence southerly along west lot line, 1310.86 feet, more or less; thence easterly 33 feet to the eastern right-of-way line of "B" Street; thence southerly along said eastern right-of-way line to the southern right-of-way line of a 66 feet right-of-way described as Yonge Street; thence westerly and southerly along the southern right-of-way line of Yonge Street to the eastern right-of-way line of "D" Street; thence continue northerly along the eastern right-of-way line of "D" Street to the southerly right-of-way line of Anderson Street, thence continue westerly along the southern right-of-way line of Anderson Street to the easterly right-of-way line of "H" Street; thence continue northerly along the eastern right-of-way line of "H" Street and its extension across Texar Drive to the northern right-of-way line of Fairfield Drive; thence westerly along the northern right-of-way of Fairfield Drive to the easterly right-of-way line of Pace Boulevard; thence northerly along the eastern right-of- way line of Pace Boulevard to the southerly right-of-way line of Loretta Street; thence continue westerly along the southern right-of-way line of Loretta Street to westerly right-of-way line of Kelly Avenue; thence northerly along the western right-of- way line of Kelly Avenue to the northerly right-of-way line of Massachusetts Avenue; thence easterly along said northerly right-of-way line of Massachusetts Avenue to the center line of Hansen Boulevard; thence northerly along said center line of Hansen Boulevard to the northerly right-of-way line of Lenox Parkway; thence continue easterly along the northern right-of-way line of Lenox Parkway to the intersection of Palafox Street (Highway 29) and the point of beginning at Mason Lane.

AND ALSO

Beginning at the centerline intersection of Beverly Parkway and the easterly right-of-way line of Palafox Street (US Highway 29) southerly along said easterly right-of-way of Palafox Street to Lenox Parkway; westerly along the northerly right-of-way of Lenox Parkway to Hansen Boulevard; southerly along the centerline of Hansen Boulevard to Massachusetts Avenue; westerly along the northerly right-of-way of Massachusetts Avenue to Kelly Avenue; southerly along the westerly right-of-way of Kelly Avenue to West Loretta Street; northeasterly along the southerly right-of-way of West Loretta Street to Pace Boulevard (S.R. 292); southerly along the easterly right -of-way of Pace Boulevard (S.R. 292) to West Fairfield Drive; westerly along the northerly right-of-way of West Fairfield Drive to Hollywood Avenue; north along the centerline of Hollywood Avenue 200 feet; northwesterly to the southmost extent of Bellshead Branch (lake); northwesterly along the centerline of Bellshead Branch to Massachusetts Avenue; northeasterly along the northerly right-of-way of Massachusetts Avenue to the southwest corner of Montclair Unit No.1 (Plat Book 4, Page 63); northerly along the west boundary of Montclair Units No. 1 & 2 (Plat Book 4, Page 100) to the southwest corner of Lot 1, Block 17, Montclair Unit No.4 (Plat Book 5, Page 88); continuenortherly along the west boundary and the northerly extension of Lots 1 through 7 of said Block17 to the centerline of Havre Way; westerly along the centerline of Havre Way to Marseille Drive; northerly along the centerline of Marseille Drive to Beverly Parkway (West Michigan Avenue); northeasterly along the centerline of Beverly Parkway to the easterly right-of-way line of Palafox Street (US Highway 29) and the Point of Beginning.

Appendix B

Resolution of Findings

12/11/2003, 5:35 p.m.

RESOLUTION R2003-127

A RESOLUTION OF THE BOARD OF COUNTY COMMISSIONERS OF ESCAMBIA COUNTY, FLORIDA PURSUANT TO PART III, CHAPTER 163, FLORIDA STATUTES AMENDING THE PALAFOX REDEVELOPMENT PLAN AS TO BOUNDARIES ONLY; PROVIDING FOR AUTHORITY; PROVIDING FOR FINDINGS AND DETERMINATION; PROVIDING FOR SEVERABILITY; PROVIDING FOR AN EFFECTIVE DATE.

WHEREAS, there remains a slum and blighted area in the Palafox Redevelopment Area that is in need of redevelopment and that threatens the area's successful redevelopment and sustainability of revitalization; and

WHEREAS, the Board of County Commissioners finds it is in the best interests of the citizens of Escambia County that this slum and blighted area be included in the County's revitalization efforts; and

WHEREAS, this area is a part of the community known as "Palafox"; and

WHEREAS, including this unproductive area in the Palafox Redevelopment Area would provide major economic and social benefits to the Palafox communities and its residents.

NOW, THEREFORE BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF ESCAMBIA COUNTY, FLORIDA THAT:

Section 1. Authority. This Resolution is adopted pursuant to the provisions of Part III, Chapter 163, Florida Statutes, and entitled "Community Redevelopment."

Section 2. Definitions. The definition of terms as provided in Section 163.340, Florida Statutes, as amended, are hereby adopted by reference whenever used or referred to in this resolution. In addition, the term "Palafox" when used in this Resolution shall mean the area within the boundaries of Escambia County, Florida, as legally described in Exhibit "A" attached and as outlined on the map in Exhibit "B" attached hereto entitled "Palafox Redevelopment Area and Proposed Expansion", all of which are hereby referenced herein.

Section 3. Findings and Determinations. The Board of County Commissioners of Escambia County finds and determines as follows:

- (a) The Board of County Commissioners finds that the area referred to as the "Expanded Palafox Area" has a shortage of affordable housing and slum or blighted areas which substantially impair the sound growth of the County, and are a threat to the public health, safety, morals, and welfare of the residents of the County; and that the existence of blight further

Date: 12-11-03

Verified By: A. Molnar

creates an economic and social liability by hindering development, discouraging private investment, reducing employment opportunities, retarding the construction and improvement of housing accommodations, causing an excessive proportion of public expenditures for crime prevention and other forms of public services, and depressing the tax base.

(b) The Board of County Commissioners further finds and determines that a combination of rehabilitations, conservations, and redevelopment of the area identified as necessary in the interest of the public health, safety, morals, and welfare of the area's residents in order to eliminate, remedy, and prevent such conditions of slum and blight.

(c) The Board of County Commissioners further finds and determines that there exists a need for a Community Redevelopment Agency to function in this Expanded Palatka Area to carry out certain redevelopment purposes pursuant to Part III, Chapter 163, Florida Statutes, as amended.

(d) Finally, The Board of County Commissioners further finds and determines that the area described on the map attached and entitled "Exhibit 'B'" is appropriate for redevelopment projects, and is hereby included in the Palatka Redevelopment Area.

Section 4. Severability. If any section, sentence, clause or phrase of this Resolution is held to be invalid or unconstitutional by any Court of competent jurisdiction, then said holding shall in no way affect the validity of the remaining portions of this Resolution.

Section 5. Effective Date. This Resolution shall take effect immediately upon adoption by the Board of County Commissioners.

Adopted this 11th day of December, 2003.

**BOARD OF COUNTY COMMISSIONERS
ESCAMBIA COUNTY FLORIDA**

By *Marte Young*
Marte Young, Chairman

DATE EXECUTED 12-12-03

ATTEST:
ERNIE LEE MAGAHA
Clerk of the Circuit Court



This document approved as to form
and legal sufficiency.

By *M.S. Gohm*
Title AC A
Date 05 Nov. 03

Escambia County
Clerk's Original
4/19/2001: 5:32 pm PLH.

RESOLUTION R2001-84

A RESOLUTION OF THE BOARD OF COUNTY COMMISSIONERS OF ESCAMBIA COUNTY, FLORIDA AMENDING THE BOUNDARY DESCRIPTION OF THE PALAFOX AREA REDEVELOPMENT PLAN; PROVIDING FOR SEVERABILITY; PROVIDING FOR AN EFFECTIVE DATE.

WHEREAS, since delineation of the Palafox Redevelopment Area in 1995, additional properties have become under utilized outside the current boundaries of said Palafox Redevelopment Area; and

WHEREAS, it is in the best interest of the citizens of Escambia County to include these additional properties in the Palafox Redevelopment Area to encourage reinvestment; and

WHEREAS, these properties would become eligible for Community Redevelopment Agency reinvestment incentives:

NOW, THEREFORE BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF ESCAMBIA COUNTY, FLORIDA THAT:

Section 1. Conformance. In conformance with Section 163.361, F.S., the attached document titled "Exhibit A, Palafox Redevelopment Area Map" is hereby adopted as the revised plan with minor boundary changes of said area.

Section 2. Validity. If any section, sentence, clause or phrase of this Resolution is held to be invalid or unconstitutional by any Court of competent jurisdiction, then said holding shall in no way affect the validity of the remaining portions of this Resolution.

Section 3. Effective Date. This resolution shall take effect immediately upon adoption by the Board of County Commissioners.

Adopted this 19th day of April, 2001.

BOARD OF COUNTY COMMISSIONERS
ESCAMBIA COUNTY, FLORIDA

By: Thomas G. Benjamin
Thomas G. Benjamin, Chairman

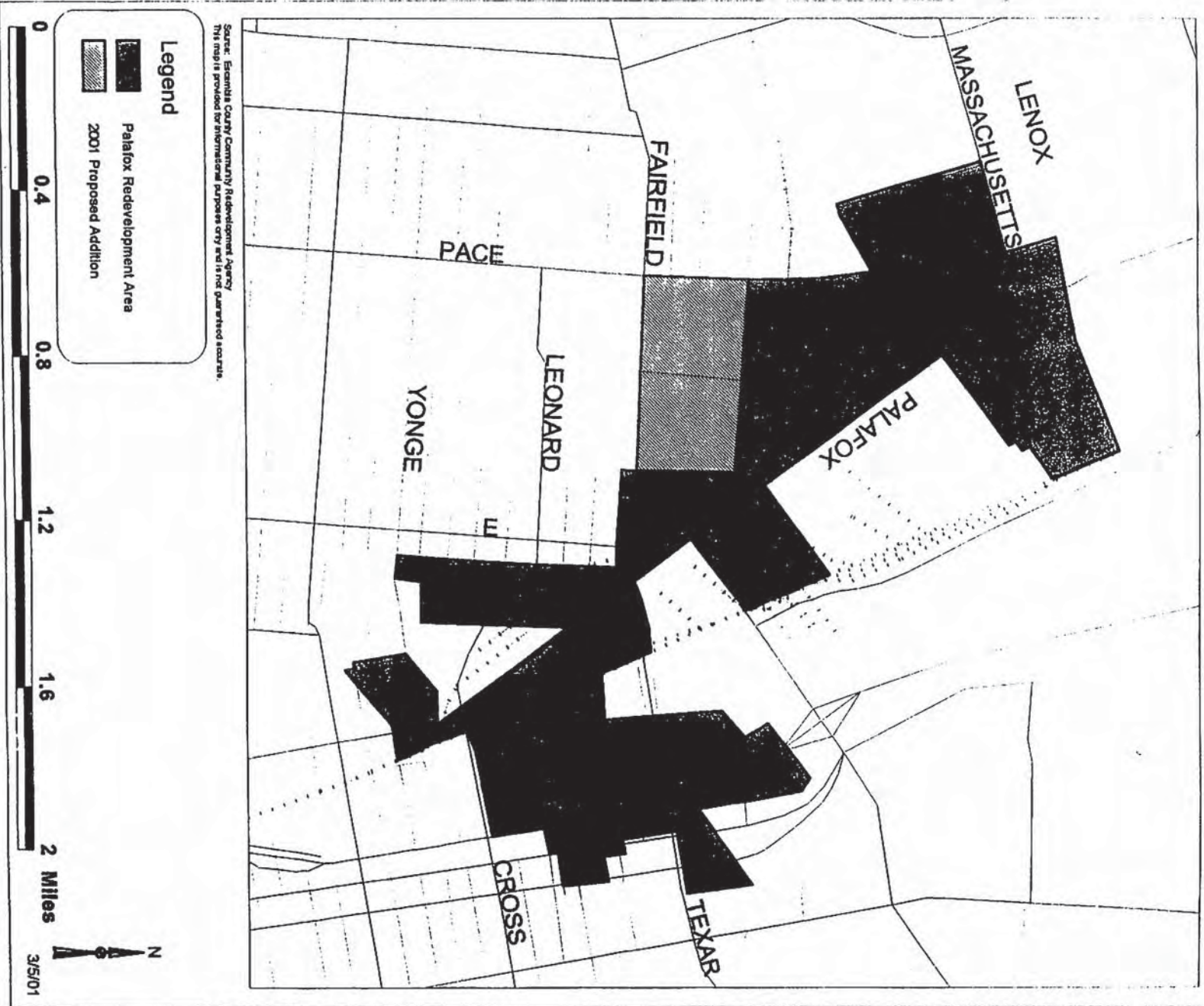
(SEAL)

ATTEST:

Emile Lee Magaha
Clerk of the Circuit Court

By: Michelle Stengley
Deputy Clerk
Escambia County
Seal: BOARD OF COUNTY COMMISSIONERS
ESCAMBIA COUNTY, FLORIDA

"Exhibit A"
Palafox Redevelopment Area



Source: Essex County Community Redevelopment Agency
This map is provided for informational purposes only and is not guaranteed accurate.

Legend

- Palafox Redevelopment Area
- 2001 Proposed Addition



N
3/5/01

STATE OF FLORIDA
COUNTY OF ESCAMBIA

I, ERNIE LEE MAGAHA, CLERK OF THE CIRCUIT COURT, and ex-officio Clerk to the Board of County Commissioners in and for the County and State aforesaid, do hereby certify that the above and foregoing is a true and correct copy of Resolution Number R2001-84, as the same was duly adopted and passed at a Meeting of the Board held on the 19th day April, 2001, and as the same appears on record in my office.

IN WITNESS WHEREOF, I hereunto set my hand and official seal this 26th day of April, 2001.

ERNIE LEE MAGAHA, CLERK OF THE CIRCUIT
COURT, AND EX-OFFICIO CLERK TO THE BOARD
OF COUNTY COMMISSIONERS OF ESCAMBIA
COUNTY, FLORIDA

By: 
Deputy Clerk

(SEAL)

BOARD MINUTES

ESCAMBIA COUNTY
ESCAMBIA COUNTY

Item #: 1995000683
Item Type: UNKNOWN
Action Taken: UNKNOWN
Minutes Date: 03/07/1995
Identifier: 0172/0012

Minutes Page: 0

Description:

THE BOARD ADOPTED A RESOLUTION OF THE BOARD OF COUNTY COMMISSIONERS OF ESCAMBIA COUNTY, FLORIDA, PURSUANT TO PART III, CHAPTER 163, FLORIDA STATUTES, FINDING THAT THERE ARE BLIGHTED AREAS WITHIN ESCAMBIA COUNTY, FLORIDA, AND A SHORTAGE OF AFFORDABLE HOUSING FOR LOW AND MODERATE INCOME HOUSEHOLDS, SPECIFICALLY WITHIN THE COMMUNITIES OF WARRINGTON, BROWNSVILLE, ENGLEWOOD, AND ALONG CERTAIN PORTIONS OF PALAFOX STREET, AND FINDING THAT REHABILITATION, CONSERVATION REDEVELOPMENT, OR A COMBINATION THEREOF IN SUCH AREAS IS NECESSARY IN THE INTEREST OF THE PUBLIC HEALTH SAFETY, MORALS AND WELFARE IN THESE AREAS; FINDING THAT THERE IS A NEED TO DESIGNATE THE ABOVE AREAS AS REDEVELOPMENT AREAS; FINDING THAT THERE IS A NEED FOR A REDEVELOPMENT AGENCY TO FURTHER REDEVELOPMENT GOALS AS MAY FROM TIME TO TIME BE IDENTIFIED; AND PROVIDING FOR AN EFFECTIVE DATE. P. 5

Subjects:

NAM BROWNSVILLE -REDEVELOPMENT AREA
NAM ENGLEWOOD -REDEVELOPMENT AREA
SUB PALAFOX STREET -REDEVELOPMENT AREA
SUB REDEVELOPMENT AREAS -ESTABLISHED (4)
RESO REDEVELOPMENT AREAS -ESTABLISHED (4)
NAM WARRINGTON -REDEVELOPMENT AREA

Appendix C
ID-CP Commerce Park Zoning
District

ID-CP Commerce park district (cumulative).

- A. Intent and purpose. This District is intended to provide for relatively large scale light industrial, commerce and business park areas. Uses located in this District are protected from adverse impacts of incompatible industrial and commercial uses. A high level of site design standards are required for review during the development review process.
- B. Permitted uses.
 - 1. Any use permitted in the C-2 district, except as may be provided in subsection D below.
- C. Conditional uses.
 - 1. Automobile service stations, (except gasoline sales accessory to a convenience store is authorized as a permitted use) and automobile or truck repair shops.
 - 2. Any conditional use allowed in the C-2 general commercial district except automobile race tracks.
- D. Prohibited uses.
 - 1. Residential uses.
 - 2. Prisons.
 - 3. Carnival-type amusements and amusements arcades.
 - 4. Bars and night clubs.
 - 5. New and used car, truck, boat, mobile home, shed and motorcycle sales and rentals.
 - 6. Adult entertainment uses.
 - 7. Off-premise signs.
- E. Site and building requirements.
 - 1. Building height limit. No building shall exceed 50 feet in height except as otherwise provided in this district, and except for commercial communication towers which shall not exceed one hundred fifty (150) feet in height.
 - 2. Minimum lot size. There shall be no minimum lot size.
 - 3. Lot coverage. The maximum combined area occupied by all principal and accessory buildings shall not exceed 50% of the total area. Also, the amount of impervious surface shall not exceed 85% of the lot.
 - 4. Lot width. There shall be no minimum lot width.
 - 5. Yard requirements. There shall be a front yard having a depth of not

less than 25 feet. There shall be a rear yard having a depth of not less than 20 feet. There shall be side yards of not less than 15 feet. On property abutting an estuarine, riverine or creek system, the setback shall be in accordance with the marine/estuarine/riverine setback (MERS) provision of the Escambia County Land Development Code (Article 7) or 20 feet whichever is greater.

- F. Roadway access. Direct access must be provided from a collector or arterial roadway and such access may be provided by curb cuts on the collector or arterial roadway or a private or public commercial access road linking the use with the collector or arterial roadway provided that such private or public road does not traverse a predominately residential neighborhood or subdivision between the use and the collector or arterial roadway. No permit shall be issued or any proposed use which requires access through a residential neighborhood or subdivision.
- G. Landscaping buffering and screening. See Section 7.01.00 of the Escambia County Land Development Code. Buffer standard B-1 contained in Section 7.01.06.F. shall apply. Outdoor storage shall be screened from the public right-of-way in accordance with Section 7.01.06 E.
- H. Signs. No on-premise sign shall exceed 35 feet in height in the ID-CP. For other sign provisions see Article 8.
- I. Performance Standards.
 - 1. Smoke. Any process that creates smoke shall meet all standards as required by the Florida Department of Environmental Protection Agency.
 - 2. Odor. No process shall emit an offensive odor detectable beyond the lot parcel. Where odors are produced and provisions for eradication within a building are provided, the burden of successful elimination of the odors shall rest on the occupant of the premises.
 - 3. Noise and dust. Operations creating noise, vibration, dust, smoke or fumes shall be subject to provisions of Section 7.07.01. of the Escambia County Land Development Code.
 - 4. Glare. Operation creating glare shall be shielded so that the glare cannot be seen from off the lot or parcel.
 - 5. Waste. Disposal of industrial or other wastes, gaseous, liquid or solid, must be approved by any applicable federal or state regulatory entities.
 - 6. Other industrial performance standards. Also, all applicable performance standards in Section 7.06.00 and 7.07.00 shall be adhered to.

Appendix D
Responses from Questionnaire

Palafox Redevelopment Plan

Summary of Questionnaire Responses from Aviation Field, Brentwood Park, Montclair and Westernmark Public Meetings in 2004 and 2005

Questionnaire Responses (60)

1. What do you like best about living in your neighborhood?

- Location: Close to school, churches, mall, hospitals, NAS, etc (33)
- Good area to live in and the people are nice (6)
- Large lots with trees (3)
- Lived here for over 40 years (3)
- Affordable housing (2)
- Friendly small town quality of the area (2)
- Low crime (2)
- Quiet (2)
- Camera on Erress Blvd (1)
- Community Center (1)
- It was quiet at one time (1)
- It's home. Raised our children here and are now raising our grandchildren (1)
- Its new Churches (1)
- Love my home (1)
- Own a business in area (1)
- Own rental units in area (1)
- Speed Bumps (1)
- Work in area (1)

2. What do you like best about owning or managing a business in the Palafox area?

- Centrally located (3)
- Close to other businesses (3)
- A business would be nice and close, but not for me at my age, now day (1)
- Have rental property in area (1)
- High Traffic area (1)
- Lived in area for 25 years and feel I know this areas potential (1)
- Low crime (1)
- Meeting the needs of citizens living in this area (1)
- Need job center for area (1)
- Not far from home (1)
- Owning my own home in this area (1)

- Owning a business in the Palafox area (1)
- Privacy (1)
- The "wide open" feeling of limitless possibilities (1)

3. What do you like least about living in your neighborhood?

- Properties run down (20)
- Trash and Debris (20)
- Crime/Drug activity (18)
- Deteriorated houses (13)
- Need streetlights (12)
- Poor or no Drainage (11)
- No Sidewalks (10)
- Speeder/Speed Bumps (need them) (10)
- Inoperable vehicles (6)
- Need sewer (6)
- Blighted Community (5)
- Need bike path (1)
- Children loitering without adequate programs or activities (3)
- Dogs running loose (3)
- Lack of Code Enforcement (3)
- Need shopping areas (3)
- Noise (3)
- Lack of Community Pride (2)
- Lack of traffic lights (2)
- Unkept streets (2)
- Broken and uneven sidewalks (1)
- Deterioration over the last 30 years (1)
- Go carts on streets (1)
- Inadequate insect control (1)
- Lack of attention (1)
- Lack of privacy between business and residents (1)
- Need park where kids can skate (1)
- Need picnic tables at park (1)s

- Need privacy fence between home and Dollar Store (1)
- Overgrowth on county right of way (1)
- Park maintenance (1)
- People on the streets (1)
- Poor water pressure (1)
- Residential and businesses (1)
- Seeing houses slowly run down, brought on by the change of life styles of those within or not having control of their (as well as my) neighborhood(1)
- Vandalism (1)
- Walkway for Palafox and Michigan Ave. (1)

4. What do you like least about owning or managing a business in the Palafox area?

- Speeding (3)
- Code Enforcement (2)
- High crime rate (2)
- Seeing houses slowly run down (2)
- Customers find it hard to locate business (1)
- Drug activity (1)
- Inability of patrons to make purchases even though their needs are genuine (1)
- Inoperable vehicles (1)
- It is very run down and not upscale as other communities (1)
- Lack of community pride (1)
- No drainage (1)
- No sidewalks (1)
- Renters are afraid to let children play outside (1)
- The fact there are trailers on property when a home would be wonderful (1)
- Trashy looking (1)
- The constituents, because of lack of education and finance are generally misunderstanding of what I put into my business; therefore they generally expect something for nothing (1)

5. What is your current involvement in solving problems in your neighborhood?
(check all that apply):

13 Member of Homeowners Association

11 Member of current Neighborhood Watch group

6 Member of Greater Pensacola Community Organization
(Through which church_ Pleasant Hill Baptist Church)

5 Member of other group (Name _Circle Inc._____)

6. What concerns do you have about living or doing business in the Palafox area that you think the CRA can help you with? List the top 3.

- Code Enforcement (16)
- Improve Drainage (13)
- Crime/Drugs (12)
- Help clean up area (7)
- Overgrown and trash of right of ways (5)
- Speed bumps/speeding (4)
- Inoperable vehicles (3)
- Rats (3)
- Street lights (3)
- Traffic lights (3)
- Better tree trimming around power lines (2)
- Affordable housing repairs and remodeling (1)
- Affordable housing (1)
- Attract more businesses (1)
- Better power lines (1)
- Clean up trailer parks (1)
- Community education facilities (1)
- Develop way of finding campaign assist with property maintenance through publication and making codes (1)
- Don't know how CRA can help with main problem (1)
- Empty building (1)
- Finance (1)
- Frequent Trash drives (1)
- Grants (1)
- Help with replacing new Blue Roofs (1)
- Lack of sewer (1)
- Locating viable area to start business (1)
- Street Markings
- More transportation (1)
- Mosquitoes (1)
- Need assistance in getting property in better condition (1)
- Need dividing lines marked on streets (1)
- Need Sheriff's office to patrol Massachusetts Ave for speeders (1)
- Need more beautification (1)
- Neighborhood Improvements (1)
- Overgrown property (1)
- Program to up grade better yard-flowers, ect. (1)
- Security (1)
- Sidewalks (1)

Appendix E
Palafox Commerce Park Design

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.

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University of West Florida

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1.0 INTRODUCTION

The Palafax 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 Palafax 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 Palafax 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 Palafax 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 Gouling 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 Palafax 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:

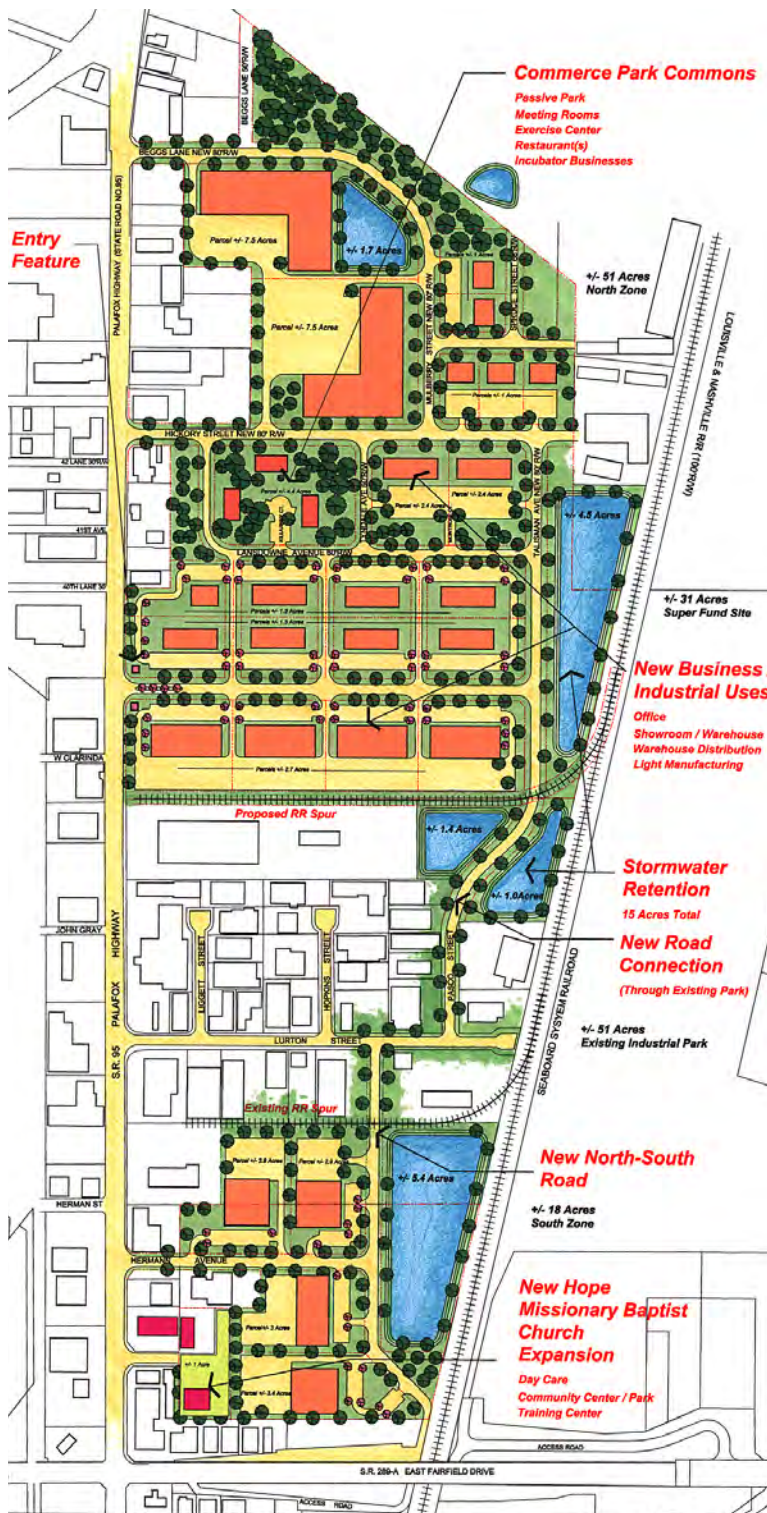
- The current residential area between Hickory Street and Lansdowne Avenue has several mature trees which the community expressed interest in preserving. The

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

9/26/2000



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**

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 Palafox 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