FLORIDA DEPARMENT OF ENVIRONMENTAL PROTECTION
Site-Specific Activities (SSA) Application

State Response Site Program
Funded by CERCLA 128(a) Grant

Use this application to request assistance for SSA such as a Targeted Brownfield Assessment (TBA), a Risk Assessment, and/or Limited Source Removals.

APPLICANT INFORMATION

1. **Applicant Organization: City of Gainesville**
   Address: Station 58, Box 490
   City/State/Zip: Gainesville, FL 32602
   Contact Person: John Veilleux
   Phone/Fax/Email: (352) 334-5070

2. **Describe Applicants Eligibility.**

   ☒ **Municipality/Local Government** ☐ **Non-Profit Organization**

   ☐ **Private Property** ☐ **Other (Please specify)**

   ☐ **Citizen Affected By Potential Site**

SITE INFORMATION

1. **Site Name/Parcel: Former CSXT Parcel**
   Site Address: 201 Depot Avenue
   City: Gainesville, FL

2. **Current Site Ownership:**
   Name: City of Gainesville
   Address: 200 East University Avenue
   City/State/Zip: Gainesville, FL 32602
   Phone/Fax/Email: (352) 334-5010

3. **Site Zoning:** Industrial **Total Acreage of Site: 38 (attach a detailed site map)**

4. **Number of Buildings on Site: 2**
   Approx. Sq. Footage: 6400 and 10,400
   Condition: (e.g., usable, partially razed, gutted by fire, etc.) **The 6400 one is vacant**. The 10,400 one is a historic structure that is to restored after the remediation activities on site are complete.

5. **Amount of Delinquent Property Taxes** (if any) **Value: $0.00**

6. **If the applicant owns the property, please describe whether you are responsible for any of the environmental concerns at the site.** City of Gainesville is not responsible for causing environmental concerns on the site.

7. **Past Site Uses and Approximate Dates**: (e.g., type of manufacturing, landfill, industrial, commercial, retail, etc.) **Please Be Specific:** Fertilizer warehouse 1910's, crate manufacturing, lumber, building services, concrete block manufacturing early 1950's, concrete batch plant mid-1980's to 2003 and a number of rail spurs traversed the site.

8. **Describe how the property became contaminated.** No records have been obtained that document when or how the release occurred.

9. **Describe the nature and extent of the contamination.** According to a Remedial Action Feasibility Study (ECT, Dec 2003) arsenic has been detected in an area where a rail spur traversed the site. Soil samples exceed soil cleanup target levels (sctls) thus requiring the source removal.

10. **If the site is contaminated with petroleum, provide documentation of the following that:**

    a. the site is of "relatively low risk" compared with other "petroleum-only" sites in the state; Not applicable

    b. there is "no viable responsible party" legally capable of satisfying obligations under Federal or state law to assess, investigate, or clean up the site; Not Applicable

    c. funding for the site will be used by a party that is not potentially liable for the petroleum contamination to assess, investigate, or clean up the site; and Not applicable

    d. the site is not subject to a corrective action order under the Resource Conservation and Recovery Act (RCRA). Not applicable

11. **If the property is <u>not</u> owned by the applicant, does the applicant have plans for acquisition? Please describe those plans.** The City of Gainesville acquired the site from CSX in 2001. .

12. **If the applicant does not own the property, does applicant have legal permission authorizing the Department to enter the property to conduct site assessment activities?**

    ☒ **Yes** **If yes, please attach the Site Access Agreement form** Will provide agreement at a later date.

    ☐ **No** **Please Explain.**

    Note: Failure to obtain legal permission for site access will result in delay of the application

13. **Describe the anticipated flow of ownership of site/property throughout the process of**

assessment, cleanup, and redevelopment and describe any problems. The City of Gainesville currently owns the site and will continue to own the site after cleanup and redevelopment.

ASSESSMENT

1. **Describe prior site assessment activities. Please attach the assessment reports or at a minimum the "executive summary" and "conclusion" sections of report**(s)**)**.

In September 2001, Environmental Consulting and Technology (ECT 2001) advanced 11 soil borings usings a hand auger in the vicinity of the rail trail alaong the north side of the site. Soil samples were collected at approximately 0.5 to 2 feet below land surface and analyzed using EPA method 8210 (arsenic). Of the eleven soil borings, SB-123 through SB-131, SB-133, and SB-134, were augered to depths between 1.5 and 4 ft below land surface along a former railroad track for the collection of soil samples for arsenic analysis. The results of these analyses document exceedances of the site-specific exposure based SCTL for arsenic in 3 of the 11 soil samples. See figure 1 - Location of known Arsenic Contamination. The analytical results are presented in Plate 12.

The Updated Remedail Action Plan (ECT 2007) lists the arsenic as a Parameter of Concern. An excerpt from the report follows: "During the site assessment, it was determined that arsenic was the only metal of concern. Arsenic has been detected in an area where a railroad spur traversed the Site along the existing bicycle path behind the Depot Building. Groundwater data indicates that arsenic leachability is not a concern. Based on these results, arsenic contaminated soil will be excavated from this isolated area to meet the direct exposure standard for arsenic. An area of approximately 8 ft wide will be excavated to a depth of 2 ft at a length of approximately 600 ft (as will be defined on the project drawings), segregated, and disposed of off-site. See figure 1.

2. **Briefly describe any ongoing or anticipated involvement of federal, state, or local environmental regulatory agency as it relates to enforcement, assessment or cleanup activities of the candidate site.** The FDEP, Northeast District Office, is providing oversight through its Waste Cleanup Section. The site is within a state designated brownfield area: a map is attached. (ID# BF010001002).

3. **Is the site eligible for other or subject to state or federal regulatory programs?**
☐ **Yes** ☒ **No** (i.e., Petroleum Cleanup Program, Drycleaning Cleanup Program, CERCLA, or RCRA)

4. **If Yes, Please Describe and Include Site or Facility Identification number. N/A**

5. **Describe site assessment activities being requested.** A report prepared by Environmental Consulting & Technology, Inc and Focus Environmental, Inc titled "Updated Remedial Action Plan – Former CSXT Parcel", 201 SE Depot Avenue, Gainesville Florida" dated July 2007 recommended removal of the known arsenic. No soil testing was performed on the remaining 2/3 of the spurs on site due to the physical separation from the coal tar contamination. The general locations of spurs on the site are shown in exhibit 1. This request is for additional metals testing to develop data that will allow a determination of whether the site is safe or additional remediation is necessary.

6. **Describe source removal/cleanup activities being requested.** Soil impacted with arsenic above the direct exposure based SCTL is recommned for removal along the spur on the north side of the site. Additional assessment, identified above, may identify additional arsenic impacted soils on other spurs on the site. This request is for all known and to be discovered arsenic impacted soil above the direct exposure based SCTL to be removed under the authority of this SSA.
7. **Describe the financial needs for each phase of the project (assessment, cleanup, and redevelopment), if known.** The financial need for the known arsenic on the north side of the site is estimated at $$140,000.00. The additional rail spur assessment is estimated at $4,000.00. The cost for additional arsenic remediation is unknown. The anticipated redevelopment of the site to a park use is estimated to cost between $5 and $6 million.

REDEVELOPMENT

1. **Anticipated Future Use:** (i.e. residential, recreational, commercial, retail, industrial, greenspace area) The site will be re-used as a greenspace area and parking lot as part of the Depot Park project, a new 35-acre stormwater park that will occupy a brownfield contaminated by a former-manufactured gas plant (MGP). The City of Gainesville has assumed responsibility for rehabilitating the MGP impacts in the brownfield. The City plans to begin remediation in summer of 2008. The cleanup and restoration of the site will continue for approximately 20 months. During remediation, the former CSX-Rinker site will contain a mobile thermal treatment plant for processing MGP-impacted material from approximately summer 2008 to early 2010.

2. **Describe applicant's proposed vision for reuse**. The site is planned to become greenspace and park. The Depot Park project is conceptually designed to provide park land surrounding two large stormwater ponds. The park will include rails-to-trails, a restored historic depot building, walking paths, boardwalks, children's play area, and waterside promenade. Because of the proximity to downtown neighborhoods, a large number of residents will live around the park.

3. **Describe municipal commitment such as financial incentives to encourage redevelopment (i.e., tax incentives, tax increment financing, fast-tracking permitting etc.).** The City of Gainesville has committed approximately $15 million to cleaning up the MGP impacts and constructing the stormwater facilities on the brownfield. The rehabilitation will lead to the creation of the 35-acre stormwater park that will provide treatment for an 80-acre drainage basin that includes a large portion of downtown. The availability of centralized stormwater treatment capacity will facilitate increased development of vacant and underutilized downtown parcels. The basin will serve as a redevelopment incentive in conjunction with existing tax increment finance (TIF) incentives currently available through the Community Redevelopment Agency. The TIF incentive is available for projects of a magnitude likely to transform the existing neighborhood economy.

4. **Describe proposed funding sources for any site cleanup and current or past evidence of developer interest**. The City of Gainesville funded the initial assessment that identified the soil and

groundwater impacts on the former-CSX/Rinker site. Remediation for the arsenic impacted soil on this site is the responsibility of the general fund created from tax revenue receipts.

5. **Identify committed funds (e.g., general revenues, Tax Increment Financing (TIF), staff time/in-kind, grants).** Public Works and Gainesville Regional Utilities staff are committing time to the planning of the rehabilitation and reuse of the site. Assessments completed to date on the site were funded by the City of Gainesville. For the remediation of manufactured gas plant impacts and stormwater construction, the City of Gainesville has committed approximately $3 million for engineering and $15 million for remediation and construction. In 2005, the City secured a State Revolving Fund (SRF) loan in excess of $15 million to finance these construction costs. The City Recreation and Parks Department has pledged to allocate up to $1 million in bond funds to Depot Park for recreation enhancements. Another $148,800 in HUD EDI grant funds has been obtained for recreation development. The remaining un-funded park elements will be funded through a combination of sources such as bonds, grants, tax increment financing, and donations.

   Please attach any supporting documents.

6. **How do proposed reuse(s) and your ongoing efforts to prevent the creation of future brownfields fit into your community's master plan, economic development plan/activities, other relevant plans/activities, and your ongoing efforts to redevelop brownfields?** The Depot Park project fits into the downtown redevelopment district plan by providing centralized stormwater treatment and flow mitigation for approximately 80 acres of downtown watershed. Within this 80 acres, the Gainesville Community Redevelopment Agency creates incentives for infill redevelopment. Approximately $80 million in new redevelopment projects have been completed or are about to be completed. The park project will provide the necessary stormwater facilites and open space to support increasing residential density in the downtown area.

7. **Describe the extent to which the grant would facilitate the creation of, preservation of, or addition to a park, greenway, undeveloped property, recreational property, or other property used for nonprofit purposes.** The locations of the historic rail spurs that traversed the site are to be memorialized through the construction of a paved rail-trail that connects between the portion of the rail-trail system largely with in the City to the north and the Gainesville-Hawthorne Rail Trail to the south. This connection will join the now separate systems and create a larger continuous rail trail network. The grant will assist in characterizing the extent of arsenic contamination. The characterization will determine the course of action needed to obtain "no further action" status to integrate the site into the park. The site plan for the site specifies open space and a park entrance that will serve the adjoining neighborhoods to the east and north. Residents in these neighborhoods using the park will have easier access to the park attractions and easier connectivity to exisiting rail trails through this site.

8. **Describe whether the project will use existing infrastructure (e.g., existing roads, rail/bus/subway services, buildings, utility services, sidewalks/pedestrian trails, recreational services, landscaping, neighborhood centers/institutions) or require its expansion.** The project is

expected to enhance the use of existing roadway infrastructure. The project will be built within an existing city block and is within walking distance of several neighborhoods. The project site is across Depot Avenue from the future site of the Regional Transit System transfer facility, the main bus route transfer facility in the city. Bike lanes are planned for addition to Depot Avenue, which will facilitate safe and accessible bicycle connections to the park site. Electrical utilities will need to be expanded into the site for pedestrian lighting and operating pond aerators and irrigation systems.

COMMUNITY

1. **Provide a detailed description of the target community that the project will benefit. Include demographic information and indicators such as the poverty rate, unemployment rate, special community situations (e.g., population size), or other environmental justice factors that support community need relating directly to this project (e.g., low-income and/or minority communities; sensitive populations, such as children and pregnant women; or communities disproportionately impacted by environmental factors).** The neighborhoods located adjacent to the project are the Porters area, Downtown and Southeast Historic District, and the Sugar Hill neighborhood. The percentage of the population within these neighborhoods with income below poverty level is 39%, 39%, and 57% respectively. The average unemployment rate is about 7.3%, which is about four percentage points higher than the county average. In the Porters and Sugar Hill neighborhoods, the percentage of residents identified as African-American is 64% and 86% respectively. These neighborhoods are located within redevelopment districts under the administrative jurisdiction of the Gainesville Community Redevelopment Agency. The area is also an Enterprise Zone.

2. **Explain how the targeted community will benefit.** The community will benefit in several ways. First, the impacts from the site will be removed, allowing the site to be restored and safely returned to the community for public use. Second, the open space component will provide much needed greenspace and recreation opportunities where few now exist. Third, the stigma of environmental contamination will be removed and replaced with a park, which will enhance the public's perception of their neighborhood and increase property values. Lastly, the park will become a community focal point and social center of different neighborhoods that surround it.

3. **Describe how your plans for reuse of the site will enhance your community's social, economic, and environmental well-being?** The park will become a center of social life, uniting the Downtown and Southeast Historic District, Porters, and Springhill neighborhoods. The rail trails, walking paths, and scenery will attract a diverse array of residents and foster stronger community ties. The stormwater treatment component will spur downtown redevelopment by providing a centralized facility and eliminating the need for individual stormwater basins on each building site. The cleansing of the stormwater will prevent sediments from being transported downstream to Paynes Prairie State Park, a 22,000 acre wetland and park administered by the FDEP. The project will enhance the environment by cleaning up contamination, which poses risks to community health and negatively impacts neighborhood perceptions.

4. **Describe how this project(s) will stimulate economic development while responding to community needs, including the creation of jobs, capital investment, and increases to the local tax base.** The site is part of a stormwater park project that will serve the downtown redevelopment district. Redevelopment sites in the district can use the stormwater facility rather than incur the cost of on site detention and treatment. The cost savings created by the availabilty of centralized stormwater treatment will promote redevelopment, attract capital investment, and create jobs. As vacant sites are redeveloped, the value of new construction will increase the tax base. The community will benefit from job creation, rise in property values, and the availability of new recreation space.

5. **Describe efforts to involve community organizations.** In 1998, the Gainesville City Commission created the East Gainesville SPROUT Project Task Force as the community organization responsible for public participation in the Depot Park project. The Task Force makes recommendations to the City Commission regarding decisions affecting the project and community. The membership of the Task Force is comprised of local residents, business owners, and activists. The Task Force has been in a continuous relationship with the project since its creation. The Task Force has participated in the planning of the stormwater park, discussions of the environmental assessments that have been performed, the selection of a remedial strategy for the coal tar remediation and discussing fundraising strategies for the park's recreation elements.

6. **Describe how affected communities will be involved in future land use and site ownership decisions.** The East Gainesville SPROUT Project Task Force, which has met regularly since 1998, continues to give the community a voice for making recommendations on land use on and around the site ranging from the location of recreation elements to raising concerns over possible impacts of the park on the adjoining neighborhoods. Additionally, the Community Development Department received authorization in late November 2005 to proceed with a master planning effort that will include the lower downtown area. The master plan will solicit community feedback to identify redevelopment opportunity sites and infrastructure improvements that can be integrated into refined redevelopment and capital improvement plans.

7. **Describe any environmental justice concerns associated with the site.** The site is part of a state designated brownfield area that will undergo extensive remediation of coal tar impacts. The remediation planning process has taken into account community concerns regarding the excavation and treatment of soils on site and related impacts to the neighborhood such as air emissions, noise, traffic, and site security. The selected remedial strategy is to treat coal tar impacted soils on site using a mobile thermal treatment unit (TTU). The TTU will destroy the volatile contaminants and eliminate their transportation through and potential discharge in other communities. Remedy on the subject site will be determined following completion of the assessment.

8. **Describe citizen participation in project development and how the community will continue to participate in its implementation.** The community has been involved with reuse of the site since planning began in 1998. The public involvement process has taken place through park workshops in 2002 and 2003 when the park design and site remediation process were discussed and recommendations developed. In 2006, the SPROUT Task Force will provide input on design and

technical standards that will be developed by the City's park design consultant. These standards will guide the choices of materials and construction methods as the park develops over time. The construction documents generated in the future will incorporate the design and technical standards ensuring a consistent and harmonious park development that has the approval of the community. The Task Force is scheduled to hold quarterly meetings and is staffed by city personnel.

9. **Describe plans for ensuring that affected disadvantaged populations benefit environmentally and economically (directly or indirectly) from project activities and reuse.** The project has been planned using a public process from the very beginning to ensure that disadvantaged residents living nearby have an opportunity to express the need for certain benefits from the project. Residents have been afforded opportunities to guide the City on the provision of recreational amenities (trails, walkways) that will benefit community health. They have also been afforded opportunities to comment on the proposed remediation plan and contaminant destruction method. The City Commission has approved the park concept and remediation plan to ensure that the project confers quality of life and health benefits to disadvantaged populations .The transformation of the brownfield into the park will also benefit residents economically by increasing property values.

10. **Describe other steps taken or planned, other than the brownfield project to achieve environmental quality in disadvantaged communities near the proposed project.** In the last five years, several steps have been taken to improve environmental quality in the neighborhood. In 2001, Gainesville Regional Utilities constructed an efficient $41 million natural gas fired generator to supplement its production capacity at the John R. Kelly power station in downtown Gainesville. The generator is cleaner burning and more energy efficient than oil burning generators currently in use. In 2003, the FDEP remediated the petroleum impacts at the MCB Oil site at 901 South Main Street. That same year, GRU removed about 1,000 tons of coal tar impacted media from the Akira Wood site, which is adjacent to the original site of the former-manufactured gas plant. The Alachua County Environmental Protection Department (ACEPD) continues to make progress on remediating four petroleum impacted sites on South Main street. In early 2005, the City of Gainesville removed a dilapidated and hazardous building located on South Main Street. Finally, the Public Works Department recently completed a new stormwater park in the Springhill neighborhood, which is about one half mile from the proposed Depot Park site.

LETTERS OF SUPPORT

Please provide letters of support for this Brownfield site selection.

SUBMIT 4 COPIES OF COMPLETED APPLICATION TO

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