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NAS CECIL FIELD, FL
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PROPOSED PLAN FOR OPERABLE UNIT 5 (OU 5) SITE 49 FORMER SKEET RANGE NAS
CECIL FIELD FL
3/1/2006
TETRA TECH NUS INC



INSTALLATION RESTORATION PROGRAM

March 2006



Proposed Plan for Operable Unit 5, Site 49 Naval Air Station Cecil Field Jacksonville, Florida

Facility Description

Naval Air Station (NAS) Cecil Field, United States Environmental Protection Agency (U.S. EPA) ID FL5 170 022 474, (see Figure 1) was established in 1941 and provided facilities, services, and material support for naval operations. It was added to the **National Priorities List (NPL)** in 1989. In July 1993, the Base Realignment and Closure (BRAC) Commission recommended the closure of NAS Cecil Field. On September 30, 1999, the Base was closed and the majority of the flightline was transferred to the Jacksonville Aviation Authority (formerly the Jacksonville Port Authority). In September 2000, most of the remainder of the Base was transferred to the City of Jacksonville.

Site Description

Operable Unit (OU) 5, Site 49, formerly known as Building 804, Skeet Range, is located on the westernmost edge of the Main Base area, south of Lake Newman Street (formerly 6th Street) (see Figures 1 and 2). Site 49 consisted of Building 804, Building 807, five small unnamed buildings, a former skeet range, and a forested area south of the former skeet range. The areas of the former skeet range and the forest are approximately 4 acres and 5 acres, respectively. Building 807 was the skeet range office, and the five unnamed buildings were used for storage and launching of clay pigeons. The site was used from 1965 to 1998 as a skeet shooting range. The site is currently inactive, and the reuse plan indicates that it is in an area that will be assigned for Park/ Buffer uses.

Site activities have resulted in contamination of soil with several **polynuclear aromatic hydrocarbons (PAHs)** and lead. Site activities did not result in contamination of the groundwater.

Lead and **PAHs** were identified as **chemicals of concern (COCs)** in soil at Site 49, and Florida Department of Environmental Protection (FDEP) Soil Cleanup Target Levels (SCTLs) were established as the cleanup goals or **Preliminary Remediation Goals (PRGs)** for these COCs. Cleanup activities at the site are required to meet these **PRGs**

(SCTLs), which are defined to protect human health and the environment. With the approval of the NAS Cecil Field **BRAC Cleanup Team (BCT)**, it was decided that a statistical analysis of all of the detected concentrations of COCs would be performed and that the 95-percent **upper confidence limit (UCL)** of the detected concentrations of these **COCs** would be used for comparisons with FDEP SCTLs. As part of a soil removal action conducted in 2002 and 2003, 7,768 tons (5,809 cubic yards) of soil were excavated based on the locations of samples where **COCs** were detected in excess of these **UCL** values or where significant amounts of lead pellets were observed (see Figure 3). However, in order to meet FDEP requirements for unrestricted reuse of the site, an additional soil excavation was conducted in November 2005. This removal action resulted in 192.42 tons (113 cubic yards) of additional soil being excavated from two areas of concern adjacent to the previous removal action (see Figure 4) and has resulted in current conditions at the site being protective of human health and the environment. The removal actions were conducted to eliminate **land use controls**, thus expediting the transfer of the property.

The Proposed Cleanup Plan

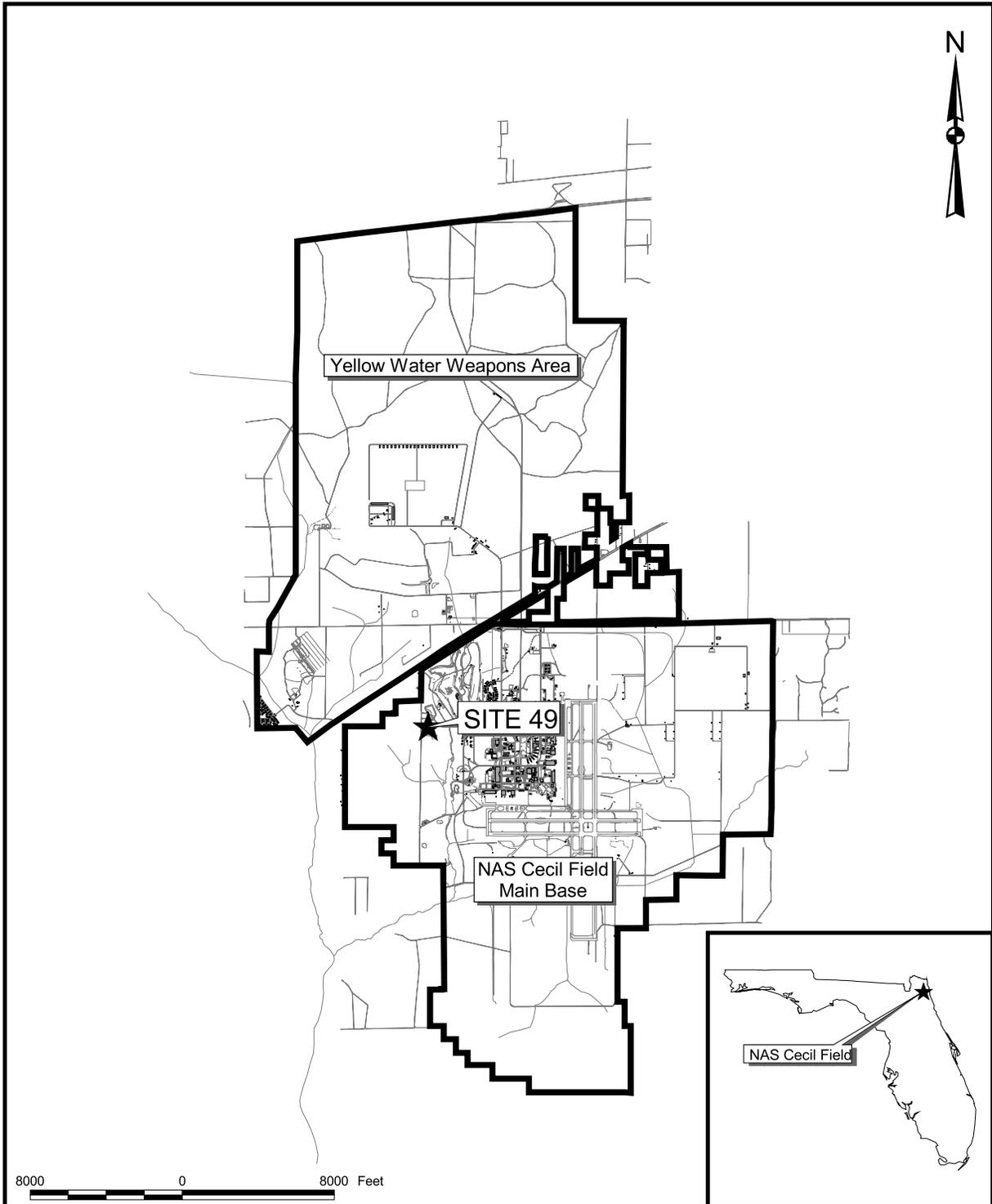
Based on an evaluation of findings from detailed environmental studies and the results of the soil removals, a recommendation of no further action has been proposed for this site. The Navy and United States Environmental Protection Agency (U.S. EPA) propose no further action because the soil removals conducted at Site 49 adequately addressed the risks to human health and the environment. In addition, no **land use controls** are required because, based on the completed removal actions, the site is now available for unrestricted use. FDEP concurs with this proposed no further action plan.

About This Document

In accordance with Section 117 of the **Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA)** and Section 300.400(f)(2) of the National Oil and Hazardous Substances Pollution Contingency Plan (NCP),

*This document summarizes the Navy and U.S. EPA's recommendation for **OU 5**, Site 49. For detailed information on the options evaluated for Site 49, consult the documents contained within the **Administrative Record**, which is available for review during normal business hours at the Information Repository located at the former Memorial Chapel, 6112 New World Avenue, Cecil Commerce Center, Jacksonville, Florida.*

Bolded terms throughout this Proposed Plan are explained in the Glossary of Terms presented on pages 8 and 9.



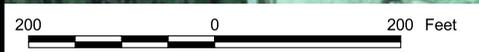
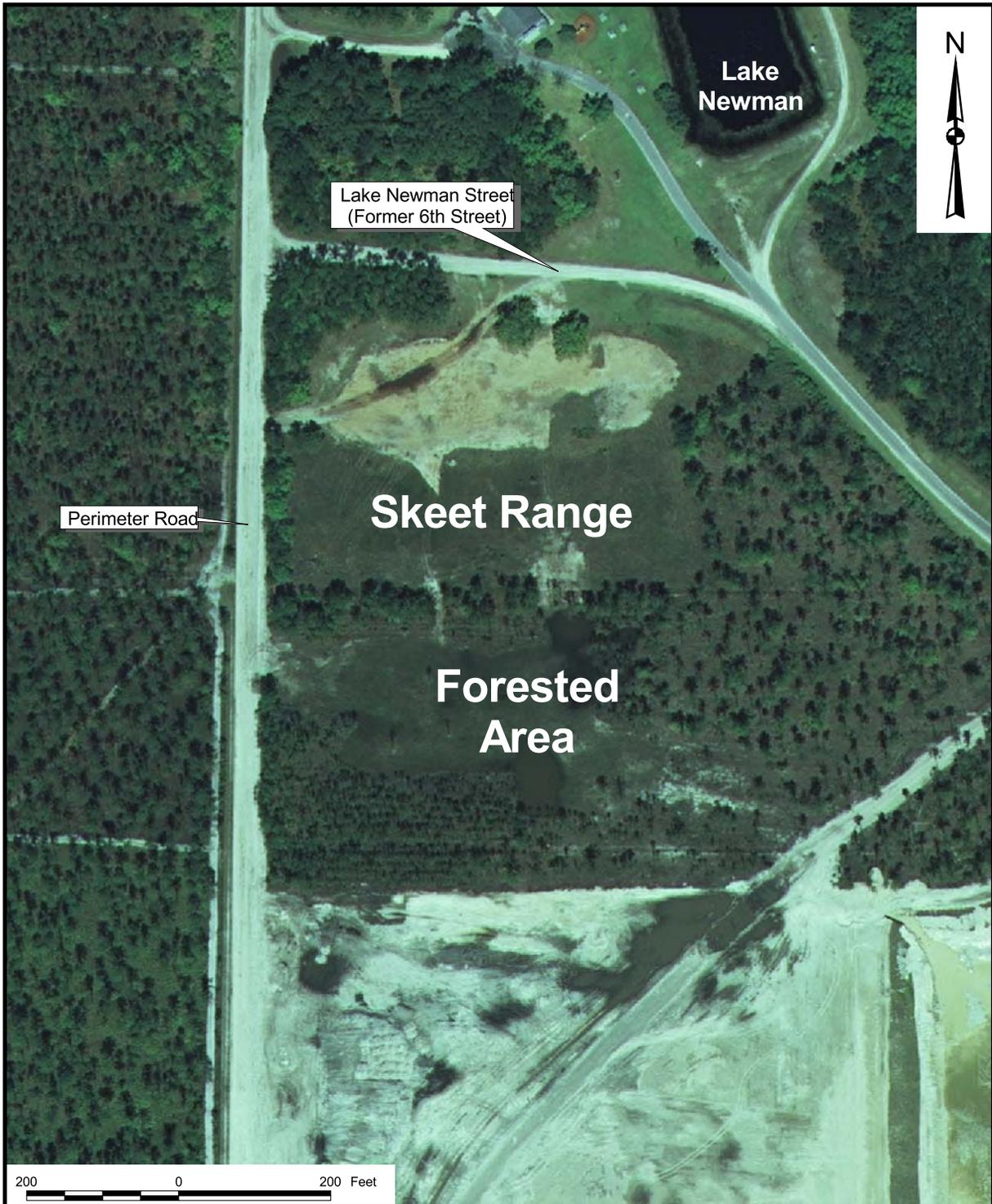
DRAWN BY MJJ	DATE 26Jun01
CHECKED BY	DATE
COST/SCHEDULE-AREA	
SCALE AS NOTED	



GENERAL LOCATION MAP
 OU 5 - SITE 49, FORMER SKEET RANGE
 PROPOSED PLAN
 NAVAL AIR STATION CECIL FIELD
 JACKSONVILLE, FLORIDA

CONTRACT NUMBER 0039	
APPROVED BY	DATE
APPROVED BY	DATE
DRAWING NO. FIGURE 1	REV 1

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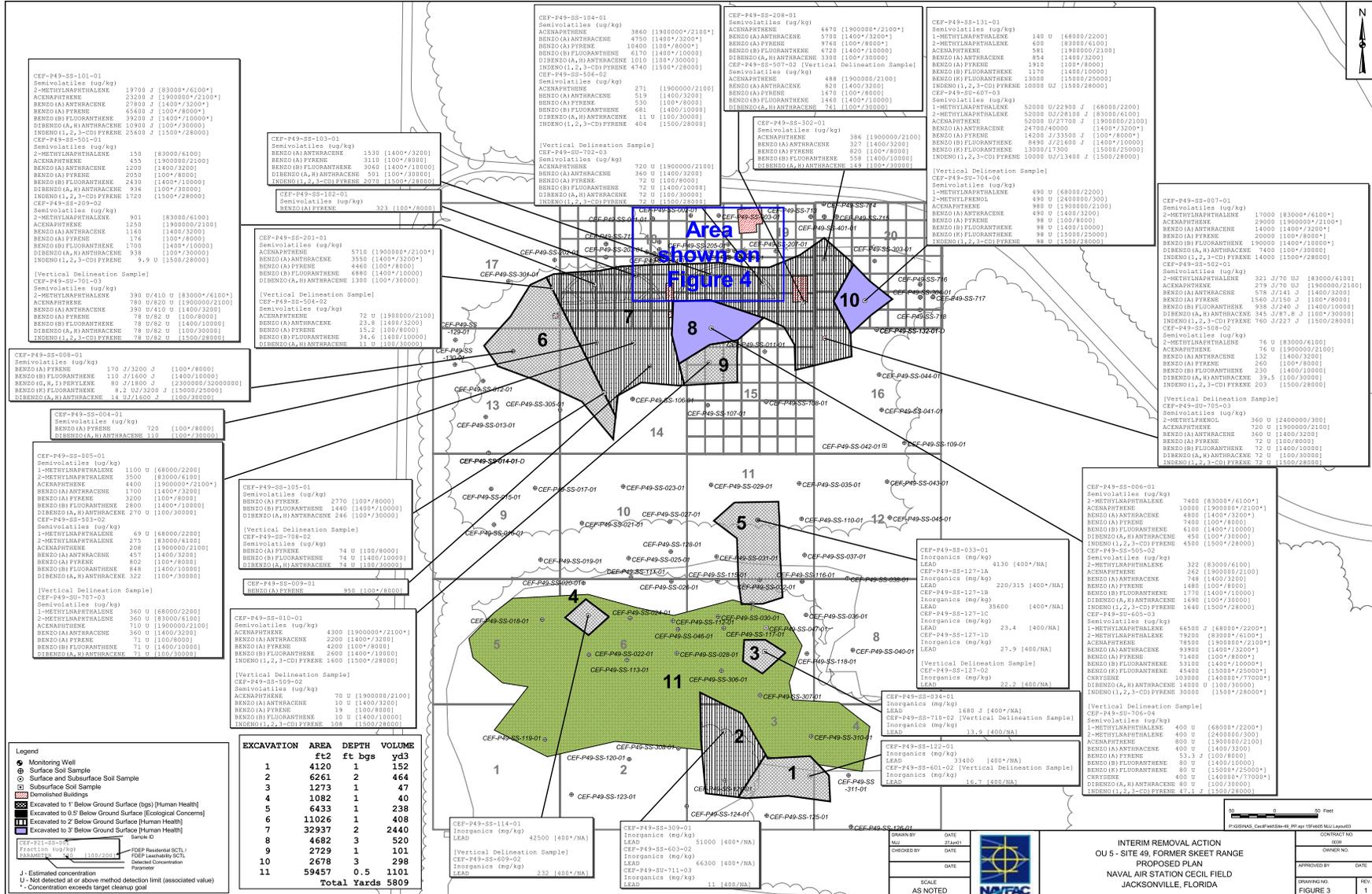
DRAWN BY MJJ	DATE 26Jun01
CHECKED BY	DATE
COST/SCHEDULE-AREA	
SCALE AS NOTED	



SITE LAYOUT MAP
 OU 5 - SITE 49, FORMER SKEET RANGE
 PROPOSED PLAN
 NAVAL AIR STATION CECIL FIELD
 JACKSONVILLE, FLORIDA

CONTRACT NUMBER 0039	
APPROVED BY	DATE
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DRAWING NO. FIGURE 2	REV 1

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0 50 Feet
 PROJECT: C:\nafac\p49-ss-110-01.dwg CONTRACT NO. 00
 DATE: 3/1/06 OWNER: NAFAC

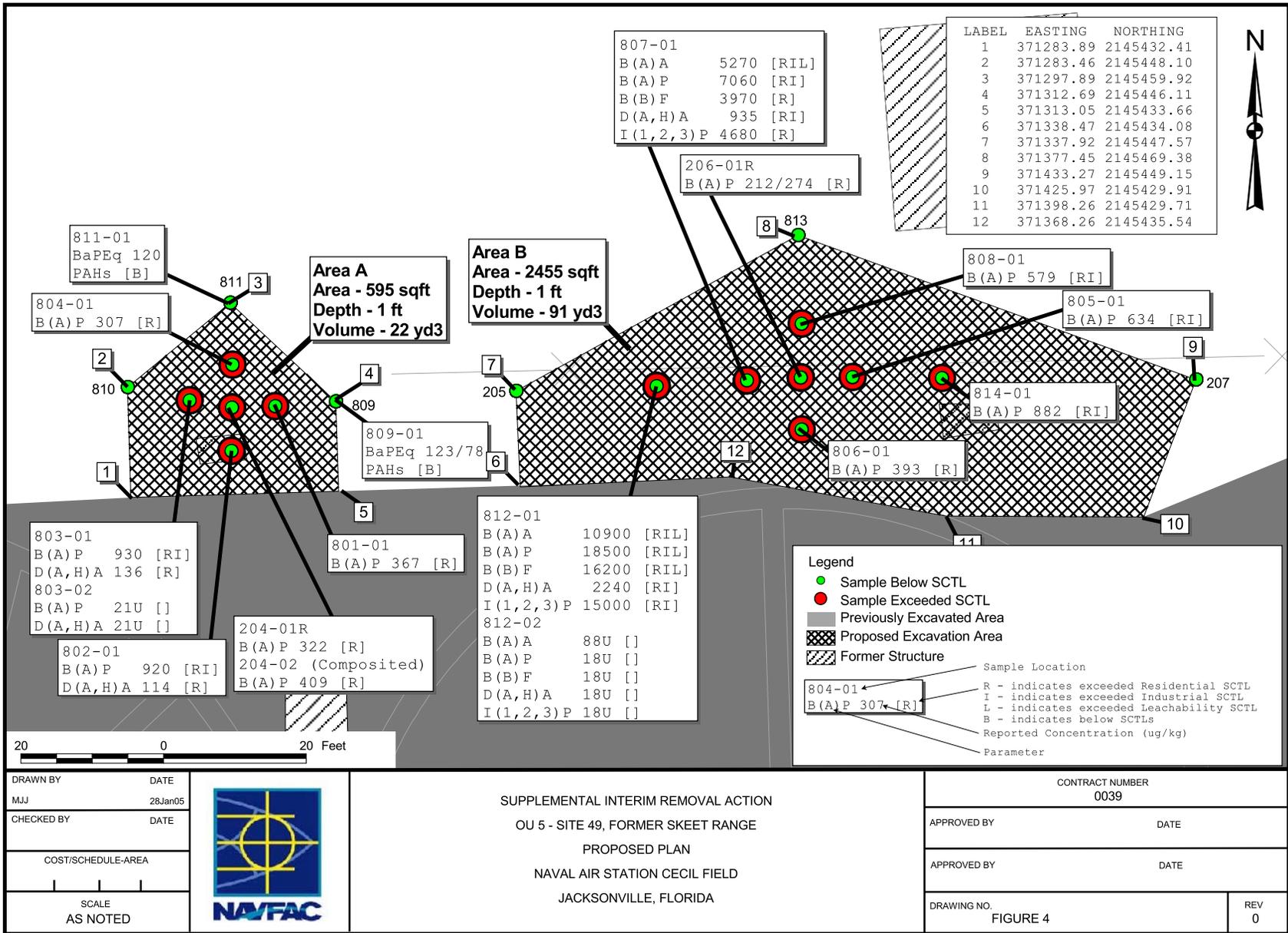
INTERIM REMOVAL ACTION
 OUS - SITE 49, FORMER STEEL RANGE
 PROPOSED PLAN
 NAVAL AIR STATION CECIL FIELD
 JACKSONVILLE, FLORIDA

DESIGNED BY:	DATE:
CHECKED BY:	DATE:
SCALE:	DATE:
AS NOTED	



EXCAVATION	AREA	DEPTH	VOLUME
	ft ²	ft	yd ³
1	4120	1	152
2	6261	2	464
3	1273	1	47
4	1082	1	40
5	6433	1	238
6	11026	1	408
7	32937	2	2440
8	4682	3	520
9	2729	1	101
10	2678	3	298
11	59457	0.5	1101
Total Yards 5809			

Legend
 ● Monitoring Well
 ○ Surface Soil Sample
 □ Surface and Subsurface Soil Sample
 ○ Subsurface Soil Sample
 ■ Demolished Buildings
 ■ Excavated to 1' Below Ground Surface (Eggs) (Human Health)
 ■ Excavated to 0.5' Below Ground Surface (Ecological Concerns)
 ■ Excavated to 2' Below Ground Surface (Human Health)
 ■ Excavated to 3' Below Ground Surface (Human Health)
 CEP-P49-SS-110-01
 FOCUS: (mg/kg) RFR: Lead/As/Cd/Cr(VI)
 PARAMETER: (mg/kg) RFR: Lead/As/Cd/Cr(VI)
 J - Estimated concentration
 U - Not detected at or above method detection limit (associated value)
 * - Concentration exceeds target cleanup goal



this document summarizes the Navy's proposal for Site 49 to help the public understand and comment on it. This Proposed Plan has been developed by the Navy and the U.S. EPA, in consultation with FDEP. These agencies, in consultation with the **Restoration Advisory Board (RAB)** will select a final remedy for **OU 5**, Site 49 after public comments have been addressed. One of the purposes of this Plan is to solicit the public's views and comments on the proposal for the site. This Plan highlights the key information from the Site 49 **Engineering Evaluation/Cost Analysis (EE/CA)** and Action Memorandum reports but is not a substitute for these documents. More complete information can be found in these reports and other documents within the **Administrative Record**, which is available for review during normal business hours at the Information Repository located at the former Memorial Chapel, 6112 New World Avenue, Cecil Commerce Center, Jacksonville, Florida.

What do you think?

The Navy, as the lead agency, is accepting formal public comments on this Proposed Plan from March 8, 2006 to April 7, 2006. You don't have to be a technical expert to comment. If you have a concern or preference, the Navy, U.S. EPA, and FDEP want to hear it before making a final decision on how to protect your community. To comment formally:

Offer oral comments during the comment portion of the public hearing, if such a hearing is requested (see page 10 for details).

Send written comments postmarked no later than April 7, 2006 to:

Department of the Navy
BRAC Project Management Office Southeast
Attn: Mark Davidson (Code ES32)
P. O. Box 190010
North Charleston, SC 29419-9010
Tel: 843-820-5526

E-mail comments by April 7, 2006 to:

mark.e.davidson@navy.mil

Site History

Following is a brief environmental history of Site 49:

- **1965 – 1998:** Site 49 was used as a skeet shooting range.
- **1994:** In the BRAC Environmental Baseline Survey (EBS) Report for NAS Cecil Field, Building 804 was recommended for further evaluation because use of the area as a skeet range indicated the potential for lead-contaminated soil.
- **1999 – 2001:** In January 1999, the skeet range was redesignated as **Potential Source of Contamination**

(PSC) 49. From June 1999 through May 2001, field investigations were conducted to assess surface and subsurface soil and groundwater at **PSC 49**. Eight sampling events were conducted at the site to delineate the vertical and horizontal extent of soil contaminated with inorganics and **PAHs**. No significant groundwater contamination was detected. Based on the extent and type of contamination found during the field investigations, **PSC 49** was transferred to the **CERCLA** program, was redesignated **Installation Restoration (IR)** Site 49, and was grouped into **OU 5**.

- **2001 – 2002:** Site 49 **EE/CA**. Based on the results of previous investigations, preliminary human health and ecological risk evaluations were performed, soil **Remedial Action Objectives (RAOs)** were developed, **COCs** were identified, and **PRGs** were established. Remedial alternatives for soil were assembled, analyzed, and compared, and a recommended cleanup alternative was presented.
- **2002:** Site 49 Action Memorandum. The need for a removal action was identified, the remedial design for the chosen remedial alternative was presented, and a cost for the removal action was estimated. The removal action included the excavation and off-site disposal of **PAH-** and lead-contaminated soils to allow unrestricted use of the site.
- **2002 - 2003:** Site 49 Soil Removal Action. During August and September 2002 and November and December 2003, 7,768 tons (5,809 cubic yards) of soil were excavated from 11 areas of contamination. The depths of excavation ranged from 6 inches to 3 feet below ground surface. The soil was characterized to determine appropriate requirements for disposal prior to being transported off site. The excavation cavity was backfilled with certified clean fill, and the area was graded and seeded to return the area to pre-excavation conditions.
- **2004 - 2005:** Site 49 Additional Soil Investigation. Based on FDEP concerns regarding the 95-percent **UCL** calculation, an additional investigation was performed between July and November 2004 in the areas identified as a concern by FDEP. The results of the investigation, which used the University of Florida model (FL-UCL) for the calculation of the 95-percent **UCL**, indicated that an additional soil removal action would be required to achieve unrestricted reuse and no further action for soils at Site 49.
- **2005:** Site 49 Supplemental Soil Removal Action. During November 2005, 192.42 tons (113 cubic yards) of soil were excavated from the two additional areas of contamination. The depth of excavation was 1 foot below ground surface. The soil was characterized to determine appropriate requirements for disposal prior to being transported off site. The excavation cavity was backfilled with certified

clean fill, and the area was graded and seeded to return the area to pre-excavation conditions.

Why No Further Action Was Selected

The Navy's studies of **OU 5**, Site 49 have resulted in the following conclusions:

- Areas of soil where concentrations of **PAHs**, benzo(a)pyrene [(BaP) and BaP equivalents (BaPEq)] and lead exceeded either the FDEP SCTLs for leachability to groundwater or three times the FDEP SCTLs for residential exposure have been excavated and disposed at a Subtitle D landfill. This resulted in site-wide and residential exposure unit 95-percent **UCL** concentrations less than the residential FDEP SCTL for BaP, and site-wide and residential exposure unit average concentrations less than the residential SCTL for lead and allows for unrestricted reuse of the site.
- No groundwater contamination has been identified.
- All areas of soil with visible lead pellets on the surface have been excavated and disposed at a Subtitle D landfill, resulting in negligible or low risks to ecological receptors.
- The excavated area was restored to pre-excavation conditions with certified clean fill material.
- Because soil removal actions have been conducted, no contaminants or pathways pose a threat to public health or the environment.

Summary of Site Risks

Human health and ecological risk evaluations were conducted during preparation of the **EE/CA** for Site 49. Groundwater contamination was not detected at concentrations in excess of FDEP Groundwater Cleanup Target Levels (GCTLs) or federal Maximum Contaminant Levels (MCLs) during environmental investigations at Site 49. Therefore, groundwater at the site does not pose a significant risk to human health or the environment, and no further action regarding groundwater is required. The soil removal actions were designed and conducted to remove concentrations of **COCs** (i.e., **PAHs** and lead) greater than the established **PRGs**, thus allowing unrestricted reuse. In addition, areas with lead pellets visible at the ground surface were removed to be protective of ecological receptors. Therefore, current site conditions are protective of human health and the environment, and no further action with regard to soil is required. Risks associated with exposure to the site are less than the target hazard index of one and the target cancer risk of 1×10^{-6} .

Why was Cleanup Needed?

The Navy's studies of **OU 5**, Site 49 resulted in the following conclusions:

- As a result of past activities, **PAHs** and lead were found at Site 49 at concentrations that could potentially be harmful to human health or the environment.
- The soil removal actions adequately addressed the concerns associated with this soil contamination.
- Based on current conditions at the site, no further action is required.

Final **Records of Decision (RODs)** have been approved for **OU 1** through **OU 4**; **OU 5**, Site 14; **OU 6** through **OU 11**; and **OU 12**, Sites 32, 42, 44, and Old Golf Course. A Remedial Investigation (RI) and a Feasibility Study (FS) have been prepared for **OU 5**, Site 15, but the FS is currently being re-evaluated. Following approval of the FS, a Proposed Plan and **ROD** will be prepared for Site 15. An RI is being prepared for **OU 9**, Site 59.

What were the Cleanup Objectives and Goals of the Soil Removal Actions?

Using the information gathered during the site investigations and the results of the human health and ecological risk evaluations, the Navy and U.S. EPA, in consultation with FDEP, identified the following **RAOs** prior to the soil removal actions at **OU 5**, Site 49:

- Prevent unacceptable risk from exposure to soil with concentrations of **PAHs** and lead in excess of FDEP residential SCTLs.
- Address the potential risk of transfer of organic and inorganic contamination from soil to groundwater from soil with concentrations that exceed FDEP SCTLs for leachability. (Leachability is associated with the percolation of water downward through contaminated soils and the subsequent contamination of underlying groundwater.)

Both of these **RAOs** were achieved by completion of the soil removal action conducted in 2002, 2003, and 2005.

Cleanup Alternatives Evaluated for **OU 5**, Site 49

The cleanup options considered by the Navy and U.S. EPA, in consultation with FDEP, to address contaminated soil were evaluated in the **OU 5**, Site 49 **EE/CA**. These options, referred to as "cleanup alternatives," are combinations of plans to restrict access and to contain, remove, or treat contamination to ensure protection of public health and the environment. The alternatives for Site 49 evaluated in the **EE/CA** included the following:

- Alternative 1 – No Action: Evaluation of this alternative is required by law as a basis for comparison with other alternatives. Contaminated soil would not be removed to reduce risks to human health and the environment, and no restrictions would be imposed to prevent site development.

- Alternative 2 – Soil Excavation to Industrial Cleanup Criteria, Off-Base Treatment, and Disposal, **Land Use Controls**, and Monitoring: An estimated 4,000 cubic yards of soil would be excavated such that the 95-percent **UCLs** of the remaining concentrations of **COCs** in soil would be less than FDEP SCTLs for industrial land use. Excavated soil would be transported to an off-base permitted disposal facility, and the excavated areas would be restored to pre-excavation conditions. **Land use controls** would be put in place to ensure that only industrial (non-residential) development took place at the site in the future, and periodic site inspections would be conducted to ensure that these controls were maintained. Monitoring including soil and groundwater sampling would be conducted every 5 years for 30 years to evaluate whether additional remedial action at the site might be required.
- Alternative 3 – Soil Excavation to Residential Cleanup Criteria and Off-Base Treatment and Disposal: The **EE/CA** identified that approximately 5,800 cubic yards of soil would be excavated such that the 95-percent **UCLs** of the remaining concentrations of **COCs** in soil would be less than FDEP residential SCTLs (allowing unrestricted reuse). In addition, areas of soil with visible lead pellets would also be excavated. Excavated soil would be transported to an off-base permitted disposal facility, and the excavated areas would be restored to pre-excavation conditions. Ongoing monitoring and site inspections would not be required under this alternative.

Use of ARARs in the Evaluation Process

Applicable or relevant and appropriate requirements (ARARs) are federal and state environmental requirements used to evaluate the appropriate extent of site cleanup, to scope and formulate remedial alternatives, and to control the implementation and operation of a selected remedial action. Chemical-, location-, and action-specific **ARARs** that apply to **OU 5, Site 49** are presented in Section 3.0 of the **EE/CA**. Each of the three soil alternatives was evaluated to determine its compliance with **ARARs**.

Detailed Analysis of Cleanup Alternatives

In accordance with **CERCLA**, a detailed analysis of each cleanup alternative was performed in the **EE/CA** using nine evaluation criteria. These include two threshold criteria (Overall Protection of Human Health and the Environment and Compliance with **ARARs**), five balancing criteria (Long-Term Effectiveness and Permanence; Reduction of Toxicity, Mobility, and Volume through Treatment; Short-Term Effectiveness; Implementability; and Cost), and two modifying criteria (State Acceptance and Community Acceptance).

Both Alternatives 2 and 3 were judged to be effective in achieving their designed objectives, technically feasible, in compliance with regulatory requirements, and relatively easy to implement. Site 49 has been designated in the reuse plan for the former NAS Cecil Field as within a recreational area; therefore, Alternative 3 was chosen because, upon

completion, unrestricted reuse of the site would be permitted without any **land use controls**. Completion of the soil removal actions in 2002, 2003, and 2005 in accordance with the **EE/CA**, Action Memorandum, and Removal Action Design Packages have resulted in the reduction in risks to human health and the environment such that no further action is required and unrestricted reuse of the site is now permitted.

Why No Further Action is Now Appropriate

The Navy's studies of **OU 5, Site 49** have resulted in the following conclusions:

- Areas of **PAH-** and lead-contaminated soil were excavated such that the site-wide and residential **exposure unit** exposure concentrations were less than FDEP residential SCTLs, thus allowing for unrestricted reuse of the site.
- No groundwater contamination has been identified.
- To ensure protection of ecological receptors, all areas of soil with visible lead pellets on the surface have been excavated and properly disposed.
- The excavated area was restored to pre-excavation conditions with certified clean fill material.
- Based on current conditions at the site (following the soil removal actions), no contaminants or pathways pose a threat to public health or the environment.

Next Steps:

By April 7, 2006, the Navy and U.S. EPA expect to have reviewed comments and signed the **ROD** describing the chosen plan. The **ROD**, which includes a summary of responses to public comments, will then be made available to the public during normal business hours at the Information Repository at the former Memorial Chapel, 6112 New World Avenue, Cecil Commerce Center, Jacksonville, Florida. The Navy and U.S. EPA, in consultation with FDEP, will also announce its decision through the local news media and the community mailing list.

Glossary of Terms

This glossary defines the terms used in this Proposed Plan. The definitions in this glossary apply specifically to this Proposed Plan and may have other meanings when used in different circumstances.

Administrative Record: The complete body of documents pertaining to the investigation and restoration of an environmental site. This body of documents is kept at a location where it can be accessed by the general public.

Applicable or Relevant and Appropriate Requirements (ARARs): The federal, state, and local environmental rules, regulations, and criteria that must be met by the selected remedy under **CERCLA**.

BRAC Cleanup Team (BCT): A team of representatives from several governmental agencies and private sector companies that cooperates toward the resolution of environmental concerns associated with the closure of Navy facilities. In addition to representatives of the Navy and their contractors, the NAS Cecil Field BCT includes representatives of U.S. EPA and FDEP.

Chemical of concern (COC): A substance detected at a concentration and/or in a location where it could have an adverse effect on human health and the environment.

Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA): A federal law also known as "Superfund." This law was passed in 1980 and modified in 1986 by the Superfund Amendments and Reauthorization Act (SARA). This law created a special tax that goes into a trust fund to investigate and cleanup abandoned or uncontrolled hazardous waste sites.

Engineering Evaluation/Cost Analysis (EE/CA): A report that presents the development, analysis, cost, and comparison of cleanup alternatives.

Exposure Unit: The area throughout which a receptor moves and encounters an environmental medium for the duration of the exposure.

Installation Restoration (IR): A program established by the Navy for the investigation and cleanup of CERCLA/Superfund sites at their facilities.

Land use controls: Institutional controls formulated and enforced to regulate current and future land options. Land use controls most often consist of property deed restrictions that prohibit residential development of an environmental site.

National Priorities List (NPL): The list of national Superfund sites.

Operable Unit (OU): A discrete entity that comprises an incremental step toward the comprehensive cleanup of one or more environmental sites. An OU may address a specific medium within a site (e.g., soil or groundwater), a geographical portion of the site, a specific site environmental concern, or the initial phases of an action. At NAS Cecil Field, OUs have often been organized to group multiple sites with similar characteristics and environmental concerns.

Polynuclear aromatic hydrocarbons (PAHs): High molecular weight, relatively immobile, and moderately toxic solid organic chemical, that feature multiple benzenic (aromatic) rings in their chemical formula. PAHs are typically formed during the incomplete combustion of coal, oil, gas, garbage, or other organic substances.

Potential Source of Contamination (PSC): An area where environmental contamination was identified but limited to the soil above the groundwater table (vadose or unsaturated zone).

Preliminary Remediation Goal (PRG): A numerical concentration agreed upon by the BCT as the criteria for a certain COC in order to meet one or more of the remedial action objectives. A PRG may be a regulatory-based criterion, a risk-based concentration, or even a background value.

Record of Decision (ROD): An official document that describes the selected Superfund remedy for a specific site. The ROD documents the remedy selection process and is issued by the Navy and U.S. EPA following the public comment period.

Remedial Action Objective (RAO): A cleanup objective agreed upon by the BCT. One or more RAOs are typically formulated for each environmental site.

Restoration Advisory Board (RAB): A body of representatives from the general public that meets on a regular basis for briefing by the Navy and Navy contractors on the progress of environmental investigations and cleanup activities for a given facility. The RAB provides the opportunity for the community to give input into the cleanup program before final decisions are made.

Soil Cleanup Target Levels (SCTLs): A contaminant concentration in soil that is protective of direct contact based on a specific use of a site or protective of Groundwater Cleanup Target Levels as a result of leaching from soil.

Upper confidence limit (UCL): Statistical term used to define a numerical value that is greater than a certain percentage of the numerical values of a given data set. For example, the 95-percent UCL of a data set of concentrations expresses the concentration value that is greater than 95 percent of the individual concentration values of the data set.

What's a Formal Comment?



Formal comments are used to improve the cleanup proposal. During the 30-day formal comment period, the BCT will accept formal written comments and hold a hearing, if requested, to accept formal verbal comments.

To make a formal comment, you need to present your views during the public hearing or submit a written comment during the comment period. A request for a public hearing to present your formal comments must be made in writing. The request must be postmarked no later than April 7, 2006. Written comments and requests for a public hearing should be sent to

Department of the Navy
BRAC Program Management Office Southeast
Attn: Mr. Mark Davdison (Code ES32)
P. O. Box 190010
North Charleston, SC 29419-9010



Federal regulations require the BCT to distinguish between "formal" and "informal" comments. Although the BCT uses both your comments and RAB comments throughout site investigation and clean-up activities, the team is only required to respond in writing to formal comments on the Proposed Plan. If a public hearing is requested, there will be no verbal response to your comments during the formal hearing portion of the meeting. After the formal hearing portion of the public meeting is closed, the BCT may respond to informal questions.

The BCT will review the transcript of all formal comments received at the hearing and all written comments received during the formal comment period before making a final cleanup decision. They will then prepare a written response to all formal comments. The transcript of formal comments and the BCT's written responses will then be issued in a document called a Responsiveness Summary when the team releases the final ROD.

For More Detailed Information

To help the public understand and comment on the proposal for the site, this publication summarizes a number of reports and studies. All the technical and public information publications prepared to date for the site are available at the following Information Repository:

Former Memorial Chapel
6112 New World Avenue
Cecil Commerce Center
Jacksonville, Florida 32221
904-777-1900



