

FEDERAL FACILITIES RESTORATION AND REUSE OFFICE

Award Winning Urban Community Result of Collaboration and Team Work

Orlando Naval Training Center



A Baldwin Park neighborhood recreation area.

Closing in 1994 after graduating more than 652,000 recruits, the Orlando Naval Training Center began a transformation into another successful use venture. With all project partners working in coordination, the City of Orlando was able to engage a private developer to help envision the reuse of the property as a new community center and bring that vision to reality. The Baldwin Park community is now winning awards for its balance of community lifestyle, access, and environmental considerations.



Aerial view of the former Orlando Naval Training Center.

First commissioned on July 1, 1968, the Orlando Naval Training Center (NTC Orlando), a 2,072-acre facility in the heart of Orlando, was comprised of four noncontiguous facilities in the heart of Orlando: the Main Base (1,095 acres), Area C (46 acres), Herndon Annex (54 acres), and the McCoy Annex (877 acres). Since World War II, the property was used for military purposes. Prior to development as the Orlando Naval Training Center, the property was home to part of the Orlando Army Air Station, which was established in 1942. The former NTC Orlando was initiated to enhance the training capabilities of the United States Navy. In 1973, Orlando became the sole site of recruit training for enlisted women, creating the first co-located training site for enlisted men and women. Through its history, more than 652,000 recruits graduated from the recruitment training center on the base.

At the time of closure, there were more than 250 buildings that needed to be demolished and removed from the site prior to initiating redevelopment efforts. Buildings on site included training centers, a hospital, and several residential units.

The reuse success achieved at the NTC Orlando property is a testament to coordination, cooperation, and diligence by all project partners. All NTC project partners engaged in extensive coordination and cooperation

with a developer to find ways of minimizing or eliminating delays that might jeopardize completion of the various phases of the project in order to successfully accomplish a new community image. The Baldwin Park redevelopment demonstrates that project partners and agencies working together can achieve safe and cost-effective cleanup and redevelopment together to benefit the community. The U.S. Environmental Protection Agency (EPA) and the Florida Department of Environmental Protection (FDEP) will continue to conduct project oversight to ensure that the entire site is responsibly closed, all contamination is addressed and protective of human health and the environment, and that redevelopment opportunities continue to be explored in a manner implemented.

Fastest Ever Transfer of Navy Property

In July 1993, the Base Realignment and Closure (BRAC) Commission recommended closure of NTC Orlando. After discussion and input by the community, NTC Orlando was selected for base closure. To satisfy BRAC guidelines for property transfer, in 1994 the Navy completed an Environmental Baseline Survey (EBS) that identified 55 potential areas of environmental contamination, plus an additional 200 petroleum storage tanks. NTC Orlando officially closed on March 31, 1995, initiating the multi-phase closure of the Center, which was completed April 30, 1999.



The Village Center is the commercial hub within the Baldwin Park development project.

In 1994, the BRAC Cleanup Team (BCT)/Orlando Partnering Team (OPT) was formed among Navy personnel and contractors, representatives of the FDEP and the EPA. This team worked to clean up environmental contamination and transfer the former NTC Orlando property to the city for redevelopment. EPA, FDEP, and the Navy worked together to help address cleanup requirements.

The property owned by the Department of Defense for the NTC Orlando was returned to the City of Orlando and a large-scale redevelopment plan was created. The City of Orlando initiated the development of a Base Reuse Plan to transition the base property and facilities to other uses that would support local goals for economic and community development. The City participated in a thorough inventory of the physical, environmental, and economic conditions of the NTC Orlando property and the surrounding neighborhoods. The City was able to identify specific goals and objectives for reuse, as well as site opportunities and constraints. Part of the site was targeted to be transformed into a major sub-unit of Orlando called Baldwin Park.

Cleanup and Public Participation



Nearly 600,000 tons of concrete was removed from the cleanup of the NTC property.

In 1994, the Navy completed an Environmental Baseline Survey (EBS) to satisfy BRAC guidelines for closure and clean up. The EBS identified and catalogued specific areas of concern throughout the former base properties. Several areas were identified for cleanup and treatment of hazardous materials, including ground water contamination, former landfills, dry cleaning facilities, and underground storage tanks. Soil contamination included low-level radioactive wastes, paint, petroleum/oil/lubricants, pesticides, and solvents.

The cleanup strategy for the property included several innovative technologies to assist with environmental restoration of the former NTC Orlando, which saved the project approximately \$11 million during the cleanup process. For example, ground water contaminated with the solvent trichloroethene was cleaned up through natural attenuation enhanced with vegetable oil injection. Another ground water plume is being treated using phytoremediation and enhanced natural attenuation. EPA continues to be engaged with the property today as long-term environmental monitoring is on-going.

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The public was invited to participate in the cleanup process through the establishment of a Restoration Advisory Board (RAB) in 1994. The RAB included 10 community members and important project partners. EPA participated in RAB meetings, ensuring that all information was accurately shared with the public. The RAB was a valuable resource for the community, providing a forum for constructive dialog with the Navy, EPA, and the



The development project included sidewalks and greenspace to help make this is a walkable community.

several practices including reducing the number of draft reports written, reviewing preliminary screening data as soon as it was available, and making field sampling decisions immediately. These practices helped reduce the time needed for the review process and ultimately expedited cleanup.

In addition to cleanup conducted by EPA and the Navy, the private developer cleared the property of more than 250 buildings, excavated 25 miles of roads, and 200 miles of underground utilities. As part of the sustainable cleanup, the developer recycled and reused most of the construction materials from the property. Overall, 600,000 tons of concrete, 80,000 tons of asphalt, and 240,000 tons of limerock were removed. Upon completion of cleanup activities, the former NTC Orlando's Main Base underwent a rapid transformation into the planned Orlando neighborhood of Baldwin Park.

Redevelopment

In 1998, two hundred acres of former Navy family housing became the Villages of Southport, the first great success story of reuse at the former NTC Orlando. Sales were so strong that all of the 660 homes were sold in just 18 months. By 2001, former Navy recreation areas were redeveloped to become Southport Community Park, a showcase recreation center for southeast Orlando. The following year the City completed its vision plan for an additional 840 acres on the property.



Aerial view of the Baldwin Park redevelopment project.

The transformation of the NTC Orlando Main Base into the community of Baldwin Park was contingent upon two pieces of property that were found to have ground water contamination and not suitable for property transfer. These locations were critical to the developer's ability to secure financing to complete the property. In mid-October 2002, the City of Orlando requested that the project partners expedite the transfer of the remaining property, particularly the two critical parcels. To meet the needs of the City and the developer, the Navy quickly prepared and distributed a draft Finding of Suitability for Early Transfer (FOSET), which underwent an immediate "hands-on" review by project partners during a regularly scheduled team meeting. A FOSET

FDEP. Initial community skepticism related to base closure and reuse, and concerns that environmental restoration efforts might be compromised in the interest of real estate transfer, were replaced with an understanding and appreciation of the commitment to ensuring protection of human health and the environment. This process not only produced a clear concept of community expectations, but also resulted in a set of design guidelines that were appropriate and ready for implementation

The establishment of the BCT/OPT helped to expedite cleanup activities on the site. The BCT/OPT adopted



Residential units include apartment buildings and multi-family developments.

One of the most remarkable transformations at NTC Orlando was the redevelopment of the Main Base into the community of Baldwin Park. When the base closure was announced, the City embraced the opportunity to return this centrally located property into productive use and tie it into the rest of the region. When the City of Orlando received the property from the Navy, they immediately negotiated with a developer to purchase the property and turn the approximately 1,100-acre vacant site into a new, thriving community. In October 1999, the City officially turned over the property to the developer.



Relocation of one of the older, mature trees into part of the Baldwin Park redevelopment area.

was also produced for public review and comment to meet the necessary requirements, with the project partners and the City working consistently to keep the request moving on schedule. With the commitment from all project partners and the City, the Navy was able to achieve the request for early transfer of the property and to keep the developer on schedule.

EPA Remedial Project Manager, Gregory Fraley stated that "the location of this property in the heart of downtown Orlando generated a lot of interest in the cleanup and reuse of the property." It was important to ensure that community needs and opportunities were met as all project partners worked together on this property. The early transfer authority was signed on December 19, 2002.

In seven years, the Baldwin Park developers transformed the former military base into a thriving and sustainable greenfield community. Baldwin Park features more than 400 acres of open space, lakes and water resources, including 15 community parks – nearly 35% of the property is devoted to parks and lakes. In an effort to make the property sustainable in many aspects, the developer relocated more than 100 of the older, mature trees from the property into new neighborhoods. The Audubon Society worked with the Baldwin Park developers to develop the parks and aquatic ecosystems throughout the development plan.

With the Baldwin Park community nearly completed, approximately 10,000 residents will live in 4,100 homes, choosing from rental apartments to custom homes. In addition, 6,000 people will work in offices throughout the neighborhood and in shops in the Village Center.



Development along New Broad Street within the Baldwin Park redevelopment area.

The project continues to achieve successes, winning the Phoenix Award in 2006 and the Florida Realtors Association Envy Award in 2008. The Phoenix Awards are awarded every year by an independent panel of brownfields experts to projects for outstanding achievement of excellence in Brownfield redevelopment.

For more information, call or write:

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