

ORLANDO NAVAL TRAINING CENTER  
ORLANDO, FLORIDA

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**PRINCIPLES OF THE PLAN**

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**1.0 Introduction**

Redevelopment of the N.T.C. site presents the City with an opportunity not only to redefine a major in-town site, but to create a model for Orlando’s future. This project should be the first step in developing a 100-year plan for the Orlando region. The goals: a great park system that is part of a regional concept; a balanced transportation system with an emphasis on walking, bikes, and transit; an array of distinctive neighborhoods each with a clear, accessible center; and a centrally placed Village Center which will include office, retail, and housing at water’s edge.

Orlando has many fine examples of traditional neighborhood planning from which this project will draw, such as Lake Davis, Lake Cherokee, Delaney Park, Thornton Park, Lake Eola, and the Washington Street commercial district. Although building a “traditional town” from the ground up is not a simple undertaking, it is feasible, worthwhile, and a rare opportunity. Recognizing that this plan must be tempered with an

appreciation of the realities of the marketplace, the City’s goal of a sustainable, livable community is realistic and achievable.

This new sustainable community will reflect the following principles:

- A respect and reverence for the environmental setting in which it is located.
- A recognition of the value of small scale regional resources found on the site.
- A combination of a richer and more varied public domain with a more frugal private domain.
- Buildings to house a mix of uses to bring people together.
- Buildings that are designed to respond to climate.
- A provision for development patterns that do not infringe on or damage the natural systems.
- A development that finds the opportunity to restore the natural systems found on the site.

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## PRINCIPLES OF THE PLAN

### 1.1 Principles of the Plan

The master plan is based on three key principles that have guided all decisions related to the physical planning of the N.T.C. site. They include:

#### 1.1.1 Environment

In order to build a sustainable community, the plan reflects an understanding of the local environment. Natural systems such as the lake system and watershed are viewed in their entirety rather than as a series of isolated or fragmented features. The plan promotes development that works in concert with nature (for example, by taking advantage of natural filtration and drainage for storm runoff) rather than against it. Natural features such as lakes are treated as amenities to be preserved, celebrated, and protected rather than as obstacles.

An essential goal of the plan is to restore the lake edge wetland landscape of the N.T.C. site. The plan must ensure continuous and connected open space systems which support diverse ecosystems and wildlife. Over the years the original landscape and drainage patterns have been greatly diminished. Landscape restoration will permit development of new neighborhoods whose identity and sense of place derive from the natural features of the land, an Orlando tradition of long standing.

#### 1.1.2 Transportation

The plan promotes a balanced transportation system that provides freedom of choice and efficient use of energy. Emphasis is given to pleasant, non-polluting means of travel such as cycling and walking. The plan recognizes the



importance of the automobile but strives to minimize its negative impacts. Convenient neighborhood centers plus a Village Center within a ten-minute walk of most neighborhoods are an important strategy in promoting the goal of a walkable community. Narrow streets are proposed throughout the plan, providing on-street parking and a maximum of two lanes of traffic. Discontinuous streets and other traffic calming measures are also incorporated to deter fast moving traffic.

#### 1.1.3 Development Patterns

The plan promotes a rich mix of land uses and residential densities that supports a variety of lifestyle choices and needs. It fosters active, lively neighborhoods while respecting the desire for peace and privacy.

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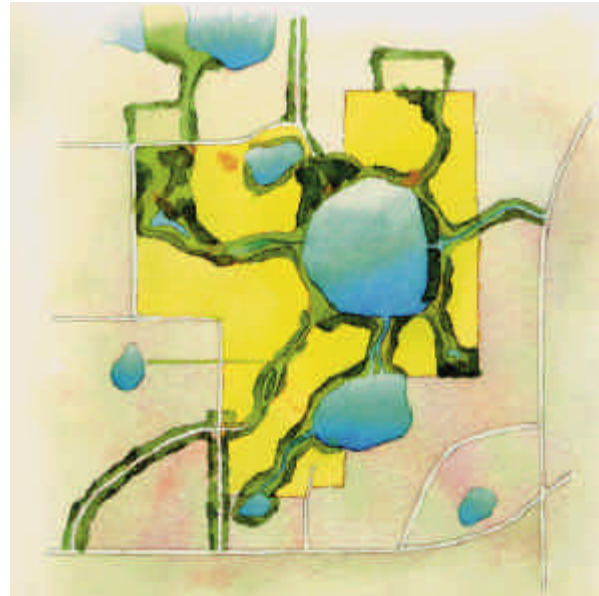
## PRINCIPLES OF THE PLAN

### 1.2 Environment

#### 1.2.1 Reconnect the Lakes & the Regional Watershed

The lakes in and around the N.T.C. site were originally part of a connected watershed, providing natural drainage from one lake to the next. The plan recommends that Lakes Gear, Susannah, and Baldwin be reconnected by means of soft-bottom watercourses following the natural contours of the land. In addition, watercourse greenways will extend to other portions of the N.T.C. property to provide an effective storm drainage system and park system. Reconnecting the lakes offers several advantages:

- It will provide a less expensive, more attractive method of handling storm runoff than a complex system of underground storm sewers.
- The watercourses will serve as additional retention basins, helping to reduce flooding.
- The watercourses will provide wildlife habitat, support abundant native vegetation, benefit the Orlando area ecosystem, provide an amenity for residents and visitors, and enhance community identity.
- Aquatic plant life in the watercourses will help to “biofilter” storm runoff, reducing pollution of the lakes at minimal expense.
- By increasing the acreage of permeable land surface, the watercourses will help to recharge the local groundwater aquifer.



*The connected lakes and Great Park*

#### 1.2.2 Restore the Wetlands and Wildlife Habitat

A significant portion of the shoreline of the lakes on the site will be set aside for wetlands. Existing wetlands and wetland forests necessary to maintain the identified ecosystem shall be preserved and restored except where new development will create new harbor and/or lake connections. The new watercourses between lakes will also create new wetland corridors. Wetlands reduce flooding and pollution, support birds and other wildlife, and provide a close-up experience of nature, another Orlando tradition.

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### 1.2.3 Create a Great Park System

The watercourses and wetlands provide the basis for an outstanding park system. This park system will provide a high-profile amenity that will give Orlando a special character and from a practical standpoint greatly enhance its value. By providing bicycle and pedestrian paths linking the neighborhoods with the Village Center and schools, the linear parks will encourage the use of non-polluting means of transportation for short trips.

The approach to environmental design described above is far from radical. On the contrary, it is an adaptation of landscape techniques that were pioneered in the United States in the 19th and early 20th centuries and produced many classic towns and city neighborhoods that remain valued places to this day.

The connected lake concept will provide an outstanding regional park system throughout the Orlando and Winter Park region.

The Great Park System will be a completely public accessible amenity and will fall under the same rules that regulate their use under the existing City of Orlando rules and regulations.

The plan of the Great Park System will make clear the public and private boundaries utilizing the best TND design practices to mark these edges. The intention is that residential, commercial or retail development will not in any way impinge on the rights or make unwelcome the general public. The design should give a clear sense that



*Open space at the lake edge*

these amenities are shared by all. Park access and possible uses should be made evident.

The public property throughout the site will restore and provide for upland and transition ecosystems.

### 1.2.4 A Regional Park System • A 100-Year Plan

The Naval Training Center site offers the opportunity to create the first increment of a regional park system which would eventually connect many of the lakes. This park system would be unique in the country. The meandering greenways and lakes would touch many of the neighborhoods in the Orlando area. It will organize an extensive bike and path system as well as establish a distinctive wetland and botanic garden.

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## PRINCIPLES OF THE PLAN

### 1.3 Transportation

A balanced transportation system is key if the goal of a sustainable, livable community is to be achieved.

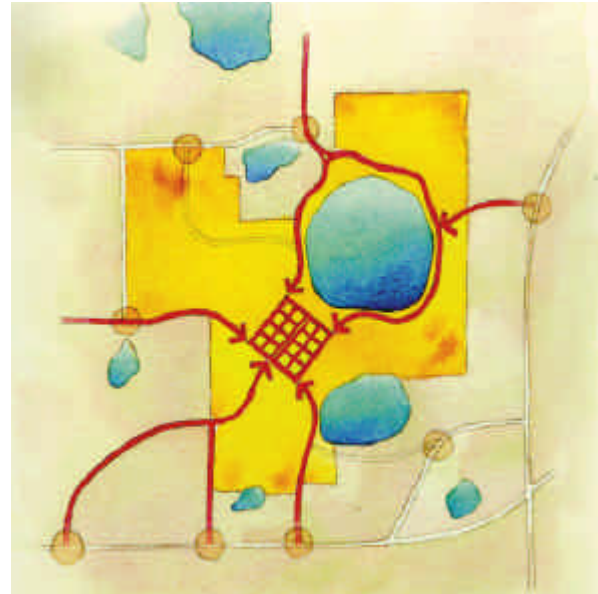
#### 1.3.1 Implement a Regional Response to Traffic

In keeping with the City's vision, the master plan maximizes points of entry from surrounding neighborhoods. All major streets entering the community lead to the Village Center. Incoming traffic is then dispersed by the Village Center street grid. The plan will avoid through streets likely to bring high-speed traffic through the site. No four-lane streets are proposed.

The proposed street grid will link to existing streets in the surrounding communities. Traffic calming will be used to discourage fast moving vehicular traffic. The gentle curves of the local streets are based on the concept of "all streets lead to the lakes." The curve breaks the long view corridors and distinguishes this new community as one oriented to the lakes.

#### 1.3.2 Minimize Traffic Volume Impact

The land use program proposed is substantially less intense than the maximum densities proposed under the city's Vision Plan. In fact, total traffic generation is less than ten percent greater than the traffic levels produced at the height of N.T.C. operations. In addition, the planned street system includes a new, direct connection to Semoran Boulevard (SR 436) to the east. When combined with a planned, integrated multi-modal transportation system, the off-site impact of the proposed plan will actually be less intense and more dispersed than under peak N.T.C.



*The major streets*

operations.

#### 1.3.3 Hierarchy of Streets

The proposed street system is made up of a hierarchy of street types that range from (1) Boulevards, (2) Village Center Streets, and (3) Residential Streets (see NTC Street Standards in chapter 3). The Boulevards represent the first category of streets, with wider rights-of-way and landscaped medians. They are usually adjacent to and part of the Great Park System. The Boulevards will also have the most extensive landscape component. The Village Center Streets will be more urban in character and accommodate slower moving traffic, with buildings closer to the street. The Residential Streets will have the narrowest rights-of-way and will serve the residential neighborhoods. Buildings will vary in setback from these streets. All three types of streets will include street lighting, sidewalks on both sides and street trees.

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### 1.3.4 Accommodate Current & Future Transit Facilities

Effective transit is an important element of the proposed plan. Transit remains essential if over-dependence on the automobile is to be avoided. The plan will provide for an expeditious routing of buses (LYNX) through the community that will connect to downtown Orlando. Rubber wheel trolleys or buses can connect to downtown from the N.T.C. site by using east-west streets, such as: Corrine Drive, Colonial Drive, Fairgreen Street, and Robinson Street. Fairgreen Street offers the opportunity to connect into the emerging business park at the Orlando Executive Airport. The trolley and bus system can also link to the Neighborhood Centers as well as the Village Center. The plan will also make provisions for a future regional light-rail system which could connect the Village Center with downtown Orlando, the airport, the University of Central Florida, and major tourist venues.

### 1.3.5 Create Streets as Great as the Parks

Orlando has a long tradition of green and shaded streets. Large canopy trees and extensive flowering shrubs provide a beautiful street character and provide desirable shade in the warmest months. The plan for the N.T.C. will continue this tradition of well landscaped shaded streets, visually extending the park system into every block and creating an extensive green framework.

### 1.3.6 Create a Walkable Community

By encouraging residents to walk, the plan will reduce the number of car trips and promote interaction among neighbors. Blocks will be relatively small to provide a multitude of pedestrian paths. Typical homes will feature



*Bikeways integrated in the Park*

front porches and modestly-scaled front yards, offering residents an opportunity to interact with neighbors while providing privacy for those desiring it.

To encourage walking for routine errands, most residences will be within a five-minute walking distance of a neighborhood center, and within a ten-minute walk of the Village Center. Pedestrian paths will be provided in the parks to afford access to the lakes and Village Center.

### 1.3.7 Expand the Community Bike Trail System

Using the linear parks, the community bike trail system will connect the residential neighborhoods to the lakes and to the Village Center. The trail system will also connect to

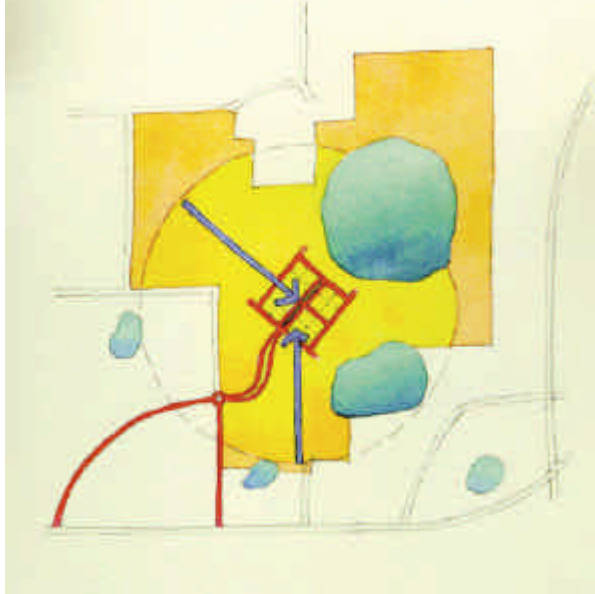
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**PRINCIPLES OF THE PLAN**

**1.4 Development Patterns**

**1.4.1 Create a Clear Center for the Community**

As specified in the guidelines, the Village Center adjacent to Lake Baldwin will be the community’s commercial hub and principle public gathering place. Emphasis will be placed on the creation of a high-quality pedestrian environment by means of attractive storefronts and a pleasant streetscape. Restaurants and entertainment venues near the waterfront coupled with traditional “main street” retailing will help generate a lively street scene in both day and evening hours. A close-grained mix of retail, commercial and multifamily housing will further enhance the Village Center’s vitality. Main Street is envisioned as an extension of Maguire Boulevard, which will connect the Village Center to Highway 50 and the Fashion Square Mall.



*10-minute walk to the Village Center Core from most neighborhoods*

**1.4.2 Define Distinct Neighborhoods**

Each residential district will have its own Neighborhood Center. The Neighborhood Centers will be intimate in scale, featuring a neighborhood green or square, and perhaps a church or other religious or civic institution. Higher density housing will cluster around the center together with special community amenities such as swimming pools and health clubs. Most housing will be located within a five-minute walk of a neighborhood center.

**1.4.3 Special Edges**

The Great Park System creates special development opportunities along its edges, including higher density housing, office and civic uses.



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### **1.4.4 Identify a Development Sequence That Will Enable the Community to Grow, One Neighborhood at a Time**

The project's first phase will include development of the Village Center core plus the link from Bennet Road and Maguire to the Village Center and lake edge. This new entry road will extend into the site from the Bennet Road/Maguire Boulevard intersection, framing one of the first "green fingers" of the Great Park System and will serve a residential community and the elementary school. The street will continue to define Main Street through the Village Center and will terminate at a new harbor edge at Lake Baldwin. Retail, housing, and some professional offices will be built in the Village Center, establishing the character of Main Street.

Additional portions of the community will be developed on a neighborhood-by-neighborhood basis in subsequent phases. The Great Park System will be developed in increments as the neighborhoods are built.

### **1.4.5 Develop a Centralized & Walkable Public School**

A local public elementary school within walking distance of most homes in the community will be an invaluable civic asset. The school will be built in a central location in an early phase. As an important civic institution that may serve on occasion as a town meeting hall or community center, the school will be carefully integrated into planning for the Village Center. The auditorium will have a community orientation and will serve as the "community playhouse." The design of the school, including its



*Main Street atmosphere*

integration with the community, will reflect traditional Orlando practice, as seen, for example, at the Cherokee School.

### **1.4.6 Provide Housing for a Broad Spectrum of Ages, Incomes, and Backgrounds**

As recommended in the Vision Plan, a broad variety of housing types will be provided, including attached and detached housing, multi-family dwellings, and single-family homes. Higher-density housing will be placed within the Village Center, and Neighborhood Centers, but in other respects, integration of housing types will be encouraged. Gated communities will be prohibited.

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**1.5 Compliance with Growth Management Plan**

The proposed redevelopment plan for the Orlando Naval Training Center is consistent with the City of Orlando's Growth Management Plan. Specifically, the proposed development will comply with the Urban Village future land use designation and FLU Policy 2.4.4. This policy requires that the property be redeveloped as an urban, mixed use, pedestrian and transit-accommodating community that embraces the principles of traditional urban design and protects and enhances sensitive environmental areas. Additionally, the plan is consistent with the following three subarea policies associated with the Urban Village land use designation:

**1.5.1 Subarea Policy S.16.4**

- 1. Streets within this property will be relatively narrow, and interconnected both internally and externally to disperse traffic and accommodate a variety of routes;
- 2. The Village Center will have a mix of retail shops, services, restaurants, civic uses, office and multi-family uses focused around a main street that allows an active street life and a positive pedestrian experience;
- 3. The residential neighborhoods will include a variety of dwelling types to provide opportunities for different age and income groups within an integrated and diverse community. The neighborhoods will have clearly identified centers, which will be located within a short walking distance of their uses. Buildings within the neighborhood will be close to the streets to establish a pedestrian scale and definition;

4. Civic buildings will be located at prominent sites within both the Village Center and residential neighborhoods;

5. Recreation and open space uses will include a variety of active and passive opportunities. Specific uses include: a village green on Lake Baldwin at the terminus of main street, an activity-based park in the northwest portion of the property at the intersection of General Rees Avenue and Glenridge Way; resource-based parks around Lakes Baldwin and Susannah with a connection to the activity-based park identified before; and neighborhood parks within each of the five neighborhoods; and

6. The PD Master Plan and design guidelines will reflect the land use, transportation, and open space principles and relationships contained in the Vision Concept for the N.T.C. and shall be consistent with the design principles contained in the Draft Urban Design Guidelines for the N.T.C.-Main Base.

**1.5.2 Subarea policy S.16.5**

The PD Master Plan and regulating guidelines shall include the following minimum land uses:

Residential	350 dwelling units
Retail	200,000 sq.ft.
Other nonresidential	310,000 sq.ft.

**1.5.3 Subarea Policy S.16.6**

The PD Master Plan provides more than the 95 acres required for Civic/Park uses and the 148 acres of required Residential uses.

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### 1.5.4 Additional Policies

The proposed redevelopment plan for the Naval Training Center (NTC) property is consistent with the City of Orlando's currently adopted Growth Management Plan (GMP). The NTC redevelopment plan furthers the intent and purpose of a number of specific objectives and/or policies in the GMP which are referenced below.

#### Future Land Use Element

- Objective 1.1: Accommodate projected population in a manner which protects the established character of neighborhoods.
- Policy 1.1.1: Protect viable and stable neighborhoods from uses not in keeping with their established character and use.
- Policy 1.2.2: Direct growth away from natural areas unsuitable for urban development.
- Objective 1.3: Achieve a compact urban form and discourage the proliferation of urban sprawl.
- Policy 2.4.4: Planned Development shall be encouraged.
- Figure LU-1: Standards for Future Land Use Categories

#### Housing Element

- Objective 1.6: Designate adequate amounts of land to accommodate the projected growth.
- Policy 1.6.1: Ensure adequate sites are correctly planned and zoned to accommodate the projected housing growth.

#### Recreation, Open Space and Cultural Element

- Policy 1.1.1: Park & Recreation level of service standards.
- Policy 1.1.2: City-wide level of service standard for open space.

- Policy 1.1.13: Develop passive park and active recreation facilities in the Orlando NTC Main Base.
- Objective 1.2: Require that both public and private entities and agencies provide adequate open space.
- Policy 1.3.3: Evaluate environmental quality of proposed park sites.
- Objective 1.4: All new park facilities shall meet access standards.

#### Stormwater & Aquifer Recharge Element

- Policy 1.3.5: Development approvals shall conform to development practices within water management district comprehensive basin management plans.

#### Potable Water Element

- Policy 1.2.7: Permit development where existing facilities have sufficient capacity and to discourage urban sprawl.

#### Wastewater Element

- Policy 1.1.1: City shall provide wastewater service.

#### Capital Improvements Element

- Objective 1.2: City shall use adopted level of service standards to permit new development.
- Policy 1.2.1: LOS Standards shall apply to specifically listed facilities.
- Policy 1.2.3: Property within Transportation Concurrency Exception Area is exempt from transportation concurrency.
- Policy 2.1.2: Encourage concentrated urban form.
- Policy 2.2.4: Property within Transportation Concurrency Exception Area is exempt from

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transportation concurrency.

### Conservation Element

- Policy 1.1.1: Integrate transportation alternatives into traffic circulation plan to reduce automobile emission pollution.
- Policy 1.2.2: Monitor lakes and surface water bodies.
- Policy 1.2.3: Ensure that design standards for stormwater retention and detention systems are adhered to.
- Policy 1.5.5: Discourage the removal of medium and large size canopy trees.
- Policy 1.5.6: Protect root system of retained trees during construction.
- Policy 1.5.7: Maintain standards for buffering and screening.
- Policy 1.7.5: Protect surface water bodies with Conservation future land use designation.
- Policy 1.10.4: Align new roadways to connect with stubouts from adjacent developments.
- Policy 1.10.6: Design residential subdivisions to discourage through movements that should be accommodated by major thoroughfares.
- Policy 1.10.7: Design new residential developments to discourage speeding and cut-through traffic.
- Policy 1.10.9: Promote connectivity by discouraging private and gated roadways.
- Policy 1.26.1: Integrate bicycle plan
- Policy 1.26.2: Provide bicycle lanes and routes.
- Policy 1.26.3: Sign bicycle facilities.
- Policy 1.26.10: Incorporate bicycle facilities as part of Naval Training Center Reuse Plan.
- Policy 1.27.1: Require pedestrian and bicycle connections.
- Policy 1.27.2: Maximize connections internally and to adjacent or nearby uses.

### Transportation Element

- Policy 1.4.1: Coordinate site and building design with public transit, bicycle and pedestrian systems.
- Policy 1.4.3: Provide accommodations for pedestrian, bicycle and transit.
- Policy 1.4.4: New development to be compatible with Transportation Element.
- Policy 1.8.2: Property within Transportation Concurrency Exception Area is exempt from transportation concurrency.
- Policy 1.10.1: New and existing residential developments to be connected by roadways, bikeways and pedestrian systems.
- Policy 1.10.2: Preserve existing roadway connections and restore previous connections.