



Orphan Parcels Master Plan

Recommendations Summary

Board of County Commissioners | Regular Meeting | January 2025

Jacobs

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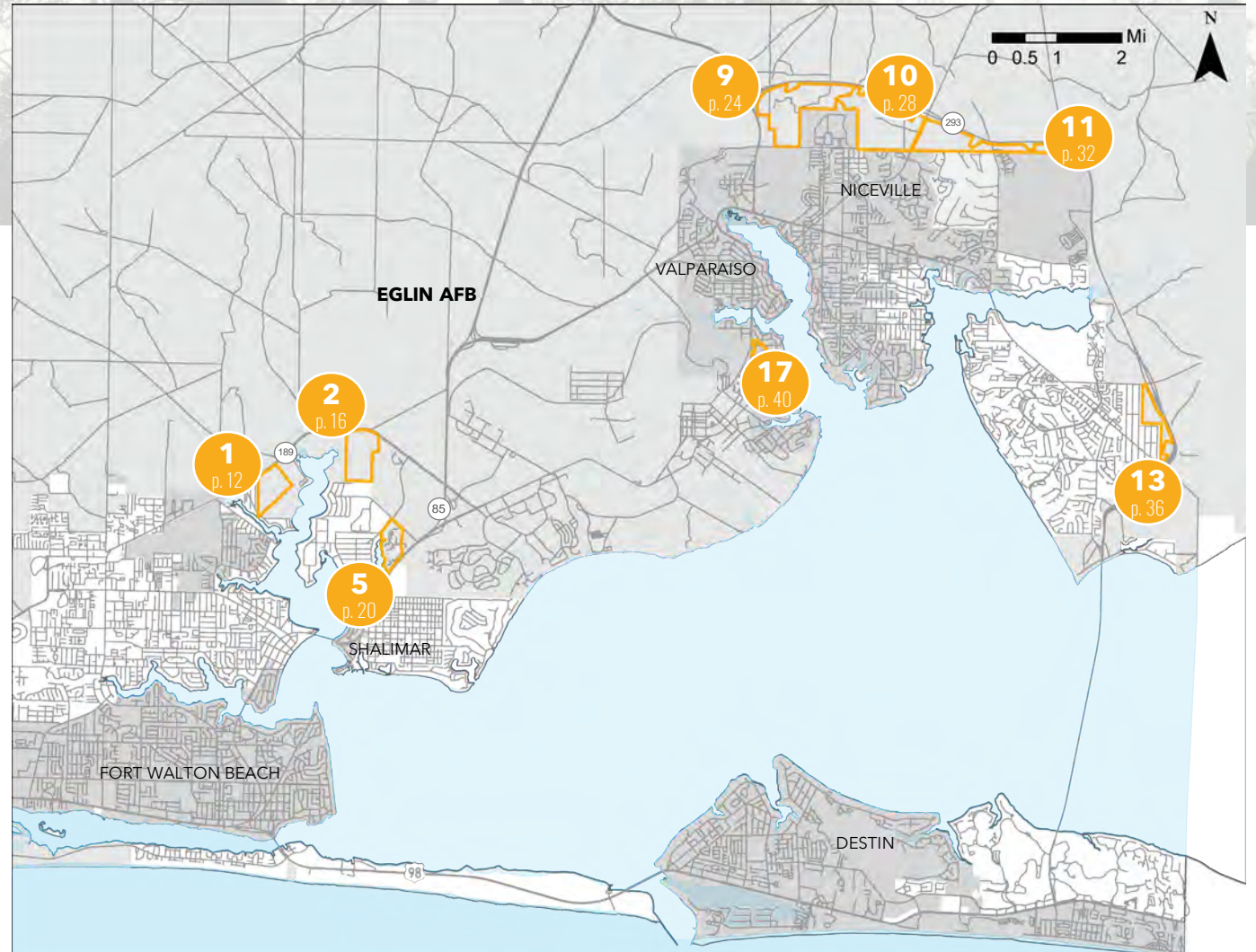
Development Viability & Land Suitability

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Parcel Recommendations

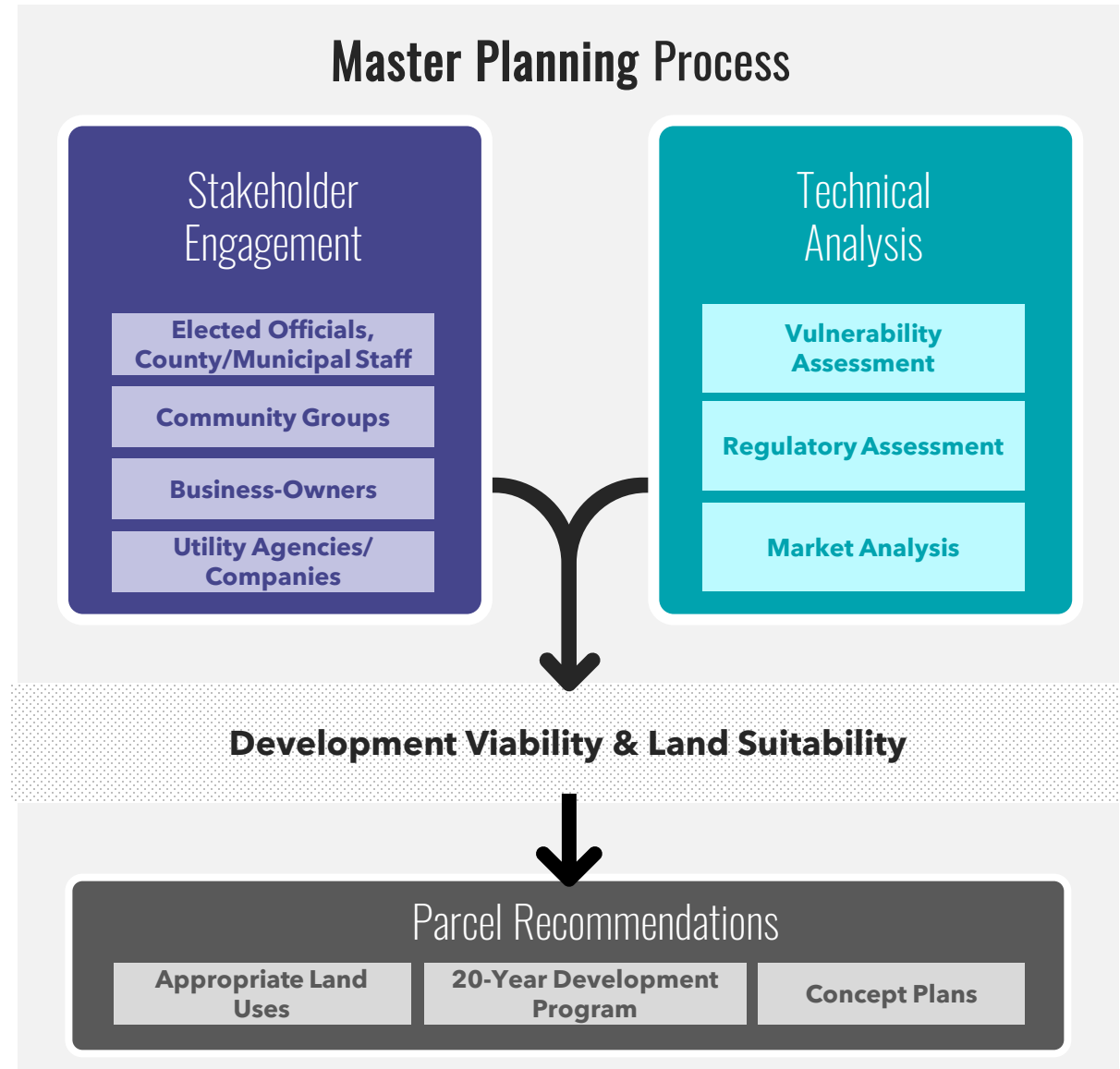
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Overview

After completing the initial assessments and establishing a baseline understanding for the Orphan Parcels Master Plan, the planning team delved into potential uses for the focus sites. **Each recommendation is informed by a blend of stakeholder feedback and technical analysis, detailed further in this document.** This presentation outlines the viability scoring methodology and the planning team's preliminary recommendations for each Orphan Parcel within the context of the **20-year development program.**

NOTE: This slide deck is a summary of recommendations. The Orphan Parcels Master Plan report draft further details background information, methodology, and the subsequent recommendations.



Plan Highlights



Provide attainable housing for Okaloosa families.

This plan could provide attainable housing for more than **2,200 Okaloosa families** over the next 20 years, including airmen, their families, and frontline workers.



Provide employment opportunities through effective development.

Retail and office development could support **nearly 3,000 jobs** including physicians, nurses, and other skilled positions.



Offer veteran services to build long-term community.

Higher education and services for veterans will allow more Eglin families to make a permanent home in Okaloosa County.



Utilize conservation areas to drive resilience.

Approximately **800 acres** of Orphan Parcel land would be reserved for **conservation, recreation, passive open space, and potential longer-term development.**



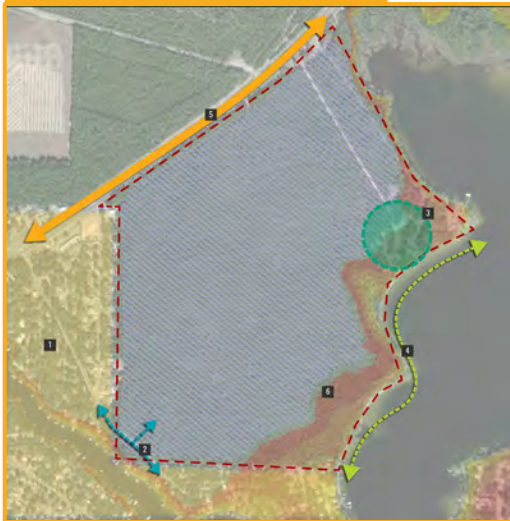
Deliver a signature development as a gateway to Eglin.

A signature development on Parcel 5 could provide a **Gateway to Eglin**, featuring hospitality, conference space, and a new home for the Armament Museum.

Parcel Recommendations

Developing parcel recommendations and land use concepts involved a systematic approach to ensure that the proposed uses are viable, suitable, and beneficial to both Eglin Air Force Base and the surrounding community. The planning team used the process below to form recommendations for each of the Orphan Parcels.

Opportunities & Constraints



Identify **strengths and advantages** as well as **limitations and challenges** that might affect development.

Viability

		Parcel										
		1	2	5	9	10	11	13	17			
Viability	Location & Accessibility	5	5	5	5	4	4	1	4			
	Infrastructure Availability	4	4	5	4	4	4	4	5			
	Environmental Factors	5	5	2	4	4	3	4	4			
Regulatory	Zoning Regulations	2	2	2	2	2	2	2	2			
	Aggregate Score	16	16	14	15	14	13	12	13			
Development Viability*		Green	Green	Yellow	Yellow	Red	Red	Red	Red			

		Parcel										
		1	2	5	9	10	11	13	17			
Suitability	Residential											
	Neighborhood Commercial											
	Community Center											
	Office/Office											
	Healthcare											
	Recreation											
	Government											
	Other											
	Water											
	Other											

Assess the **development potential** of each parcel by evaluating economic factors, community needs, and regulatory barriers.

Determined various land uses based on parcel characteristics.

Land Suitability



Create maps that highlight areas suitable for **different types of development**.

Development Concept



Develop multiple **land use concepts based** on the analysis of opportunities, constraints, viability, and suitability.

*Each development concept is a representation of how each parcel **could** be developed pending more detailed planning.*

Residential Real Estate Market Summary

Based on a combination of local research, stakeholder engagement and a review of past studies, the team draws the following preliminary conclusions related to development of housing on the orphan parcels:

Trends

- **Median sale price for single family homes has remained in the \$350,000 range**, even as borrowing costs have increased
- **New, for-sale housing near Eglin has been limited but can exceed \$750,000**, well above the level attainable for most working families
- Rental housing costs are driven higher by strong local demand, which has a circular impact on the already **high BAH of >\$2,000/month**
- A large share of veterans in the county are served by targeted housing developments, but this demand also serves to drive up costs for the local workforce

Gaps

- **Attainable rental housing** is in short supply, and there is very little attached housing available in the county - *Over 52% of renters are cost-burdened (TPMA)*
- Most attainable housing is **far from employment** at the base, or is old and in lesser condition
- There is **little variation in housing types**, with most households facing a binary choice between high-end rental apartments and expensive single-family homes

Opportunities

- Chance to serve residents earning **50-80% of Area Median Income (AMI)**, where the County has an identified gap of **1,095 units**
- **This supports up to a ~\$1900/month apartment for a family of 4⁽¹⁾**
- Potential for nodes of **attached or higher density** product for natural affordability, as well as build-to-rent detached homes.
- Provide **small-scale retail and services** closer to or within residential areas to reduce driving and avoid congested corridors

⁽¹⁾Assumes \$76,550 income with 30% of income spent on housing

Commercial Real Estate Market Summary

During the master planning effort, the planning team engaged with key stakeholders. Their insights paired with additional market research provided the following insights regarding commercial real estate:

Trends

- Eglin will remain the primary employment driver countywide; any large new employers will likely target **pad-ready sites in the north county**
- Economic development officials report that existing companies **struggle to recruit and retain** talent, with training and housing cited among the major constraints
- Local serving office and community retail are concentrated along on John Sims Parkway – a **congested corridor** that cuts mainly west-east from Eglin to Bluewater Bay

Gaps

- **Medical office is scattered** across the county and in limited supply, especially near Twin Cities Hospital
- **Hotels mainly target beach visitors**; with the broader county served by a small number of limited-service hotels, none of which offer suitable conference space of any scale
- There is **little to no retail that is walkable** to residential development







Opportunities

- **Concentrate medical office near existing hospitals** and housing that is attainable for nurses, technicians, etc.
- Identify development-ready sites for **smaller employers** that serve Eglin as contractors, or would benefit from that proximity
- Develop a **signature gateway** to Eglin that combines **hospitality**, housing, and local-serving restaurants and retail
- Leverage efforts of Northwest Florida State College to deliver **job readiness/training** programs and other community support

Scoring Methodology

While considering recommendations for each parcel, it is crucial to evaluate various viability indicators to ensure the success of future projects. The findings of the **Vulnerability Assessment and Regulatory Assessment** have each indicated factors which might contribute to parcel development viability.

Elements of the **Market Analysis** were evaluated to help identify potential uses on the Orphan Parcels, further explored on the next slides.

Vulnerability Assessment	<ul style="list-style-type: none"> <li data-bbox="876 334 2165 451">  Location & Accessibility - proximity to major roadways and other transportation infrastructure which can enhance the attractiveness of the parcel for residential or commercial uses. <li data-bbox="876 491 2313 571">  Infrastructure Availability - access to electricity, broadband, water, sewer and other public services will impact a developer's ability to develop the site. <li data-bbox="876 608 2313 688">  Environmental Factors - the presence of flood zones, natural hazards, topography, and soil quality will affect construction costs and environmental risks.
Regulatory Assessment	<ul style="list-style-type: none"> <li data-bbox="876 805 2277 885">  Zoning Regulations - permitted and compatible uses will be important to understand to ensure future development is considerate of neighbors and existing land use law.
Market Analysis	<ul style="list-style-type: none"> <li data-bbox="876 1005 2288 1085">  Population Density - higher population density can indicate greater demand for housing and commercial businesses. <li data-bbox="876 1122 2237 1202">  Community & Social Needs - proximity to quality schools and healthcare services are necessary factors when considering future development. <li data-bbox="876 1239 2262 1319">  Market Demand - analyzing trends in the local market can help gauge demand for new residential and commercial development.

Development Viability

Development viability was scored using both Vulnerability and Regulatory criteria.

Each indicator is scored between one and five to quantify varying types of data, with the higher score reflecting greater potential for development. Additional detail is described in the Viability Methodology Summary.

While all Orphan Parcels are technically developable, **this analysis identified Parcels 1 and 2 as most favorable for development, followed by 5, 9, and 10.**

		Parcels							
		1	2	5	9	10	11	13	17
Vulnerability	Location & Accessibility	5	5	5	5	4	4	1	4
	Infrastructure Availability	4	4	5	4	4	4	5	3
	Environmental Factors	5	5	2	4	4	3	4	4
Regulatory	Zoning Regulations	2	2	2	2	2	2	2	2
Aggregate Score		16	16	14	15	14	13	12	13
Development Viability*		■	■	■	■	■	■	■	■

*Development Viability

■ Favorable with minimal development constraints	■ Moderately favorable with some development constraints	■ Development possible with several constraints
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Land Suitability Summary

Keeping population density, community and social needs, and market demand in mind, the planning team evaluated each parcel according to applicable characteristics to identify suitable land uses for each parcel, ensuring that they align with both the mission of Eglin Air Force Base and the needs of the surrounding community.

This evaluation revealed that while there are opportunities for some type of development on each parcel, certain parcels offer broader suitability for a range of uses and/or greater development flexibility. Refer to the Viability Methodology Summary for additional detail on each characteristic's criteria.

Note that the parcels on the west side of the study area have more proximity to the Eglin Gate, other employment areas as well as traffic. These parcels, such as Parcel 1, 2, and 5, lend themselves more to multi-family developments and Office/Flex.

The eastern portion of the study area has more of a focus on population density and existing residential uses which influences the need for additional medical office and Neighborhood Retail uses on sites such as parcels 9 and 10.

		Parcels								
Potential Use	Characteristic	1	2	5	9	10	11	13	17	
Suitability	Residential	Existing Surrounding Residential	■				■	■	■	■
		Proximity to Employment	■	■	■	■	■	■		
	Neighborhood Commercial	Critical Mass of Residential Uses		■	■	■	■	■	■	■
		Community Commercial	High Traffic Roads	■	■	■	■	■		■
	Office/Flex		Dense Senior Population	■	■	■	■			■
		Proximity to Existing Hospital		■	■	■	■			
		Availability of Existing Medical Services		■	■	■	■	■	■	
		Proximity to Transportation	■	■	■	■				
	Hospitality	Proximity to Eglin Gate	■	■	■					
		Visibility	■	■	■	■	■	■	■	
Recreation, Conservation, Open Space, Civic		Population Density	■	■	■	■	■	■	■	
	Resilience Needs	■		■	■	■	■	■		
	Water Access	■		■	■	■				

Parcel Recommendations Summary

Based on the suitability evaluation conducted by the planning team, the figure to the right summarizes the recommended uses for each of the Orphan Parcels.

The following is a market-supported **development program projected over a 20-year planning horizon**. Each parcel plan further breaks down how these uses could be distributed throughout the Orphan Parcels. Subsequent slides go into greater technical detail by parcel.

Land Use	Development Program
Housing	2,200 - 2,800 units
Retail	400,000 - 600,000 SF
Office	320,000 - 480,000 SF
Hotel	200 - 300 Rooms
Recreation + Open Space	650 - 950 acres

Potential Use	Parcels							
	1	2	5	9	10	11	13	17
Multi-Family Residential								
Townhome								
Potential Residential								
Neighborhood Commercial								
Community Commercial								
Educational								
Office/Flex								
Hospitality								
Recreation								
Open Space/Conservation or Future Development								
Civic/Government								

Parcel 1: Camp Pinchot

 Total Area
264 Acres

 Net Developable Area*
173 Acres

Aggregate
Viability Score

16

*Favorable with
minimal development
constraints*

Viability Criteria	Score
Location & Accessibility	5
Infrastructure Availability	4
Environmental Factors	5
Zoning Regulations	2

Opportunities & Constraints

1. Existing Residential
2. Eldredge Road Access
3. Historic Resource
4. Scenic Views
5. High Traffic Corridor
6. Storm Surge Risk
7. Water and Sewer Infrastructure

**Excludes wetlands, storm surge zones, and other environmentally constraint portions of the site. Net Developable Area also factors in acreage needed for infrastructure.*



Parcel 1: Camp Pinchot

Land Suitability

Applicable Characteristics

Characteristic	Parcel 1
Population Density	■
Existing Surrounding Residential	■
Critical Mass of Residential Uses	
Proximity to Eglin Gate	■
Proximity to Employment	■
High Traffic Roads	■
Proximity to Transportation	■
Dense Senior Population	■
Proximity to Existing Hospital	
Availability of Existing Medical Services	
Visibility	■
Resilience Needs	■
Water Access	■

Appropriate Uses

- Residential
- Neighborhood Commercial
- Conservation/Natural Resource Management
- Recreation



Parcel 1: Camp Pinchot

Proposed Program

 <p>Residential <i>200-300 Units</i> <i>8-12 Units Per Acre</i></p>	 <p>Neighborhood Commercial <i>±18,000 SF</i></p>
 <p>Natural Resource Management/Potential Jackson Guard <i>± 60 Acres</i></p>	 <p>Recreation <i>± 85 Acres</i></p>



Parcel 1: Camp Pinchot

Precedence



Parcel 2: East Garnier Creek

 Total Area
264 Acres

 Net Developable Area
202 Acres

Aggregate
Viability Score

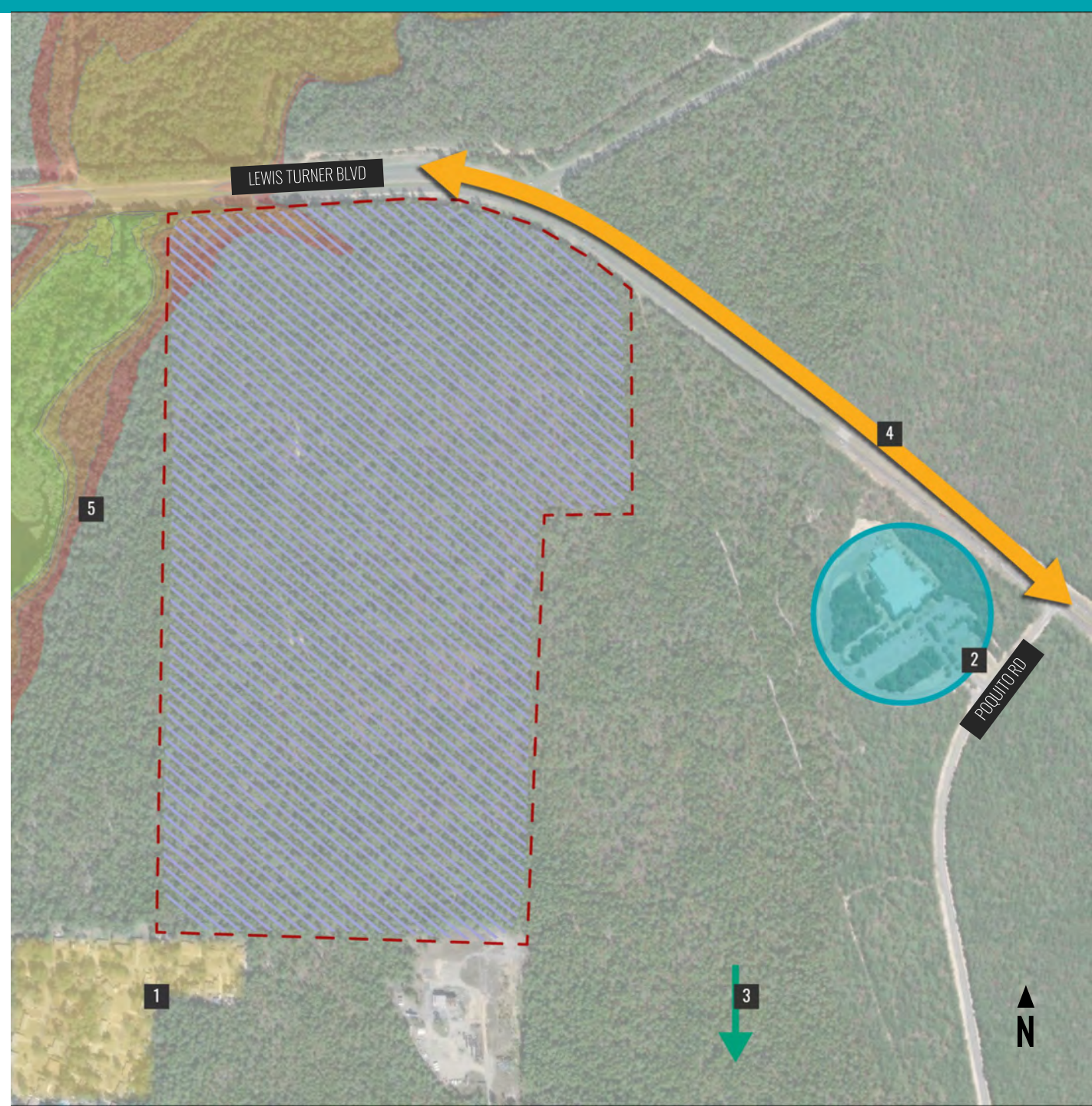
16

*Favorable with
minimal development
constraints*

Viability Criteria	Score
Location & Accessibility	5
Infrastructure Availability	4
Environmental Factors	5
Zoning Regulations	2

Opportunities & Constraints

1. Existing Residential
2. Existing REEF Campus
3. Future Victory Village (Veteran Housing)
4. High Traffic Corridor
5. Storm Surge Risk



Parcel 2: East Garnier Creek

Land Suitability

Applicable Characteristics

Characteristic	Parcel 2
Population Density	■
Existing Surrounding Residential	
Critical Mass of Residential Uses	■
Proximity to Eglin Gate	■
Proximity to Employment	■
High Traffic Roads	■
Proximity to Transportation	■
Dense Senior Population	■
Proximity to Existing Hospital	■
Availability of Existing Medical Services	■
Visibility	■
Resilience Needs	
Water Access	

Appropriate Uses

- Residential
- Neighborhood Commercial
- Community Commercial
- Conservation/Open Space



Parcel 2: East Garnier Creek

Proposed Program



Multi-Family

875-1025 Units
30 Units Per Acre



Townhome

225-275 Units
12 Units Per Acre



Open Space
± 60 Acres



Recreation
± 20 Acres



Neighborhood Commercial

± 60,000 SF



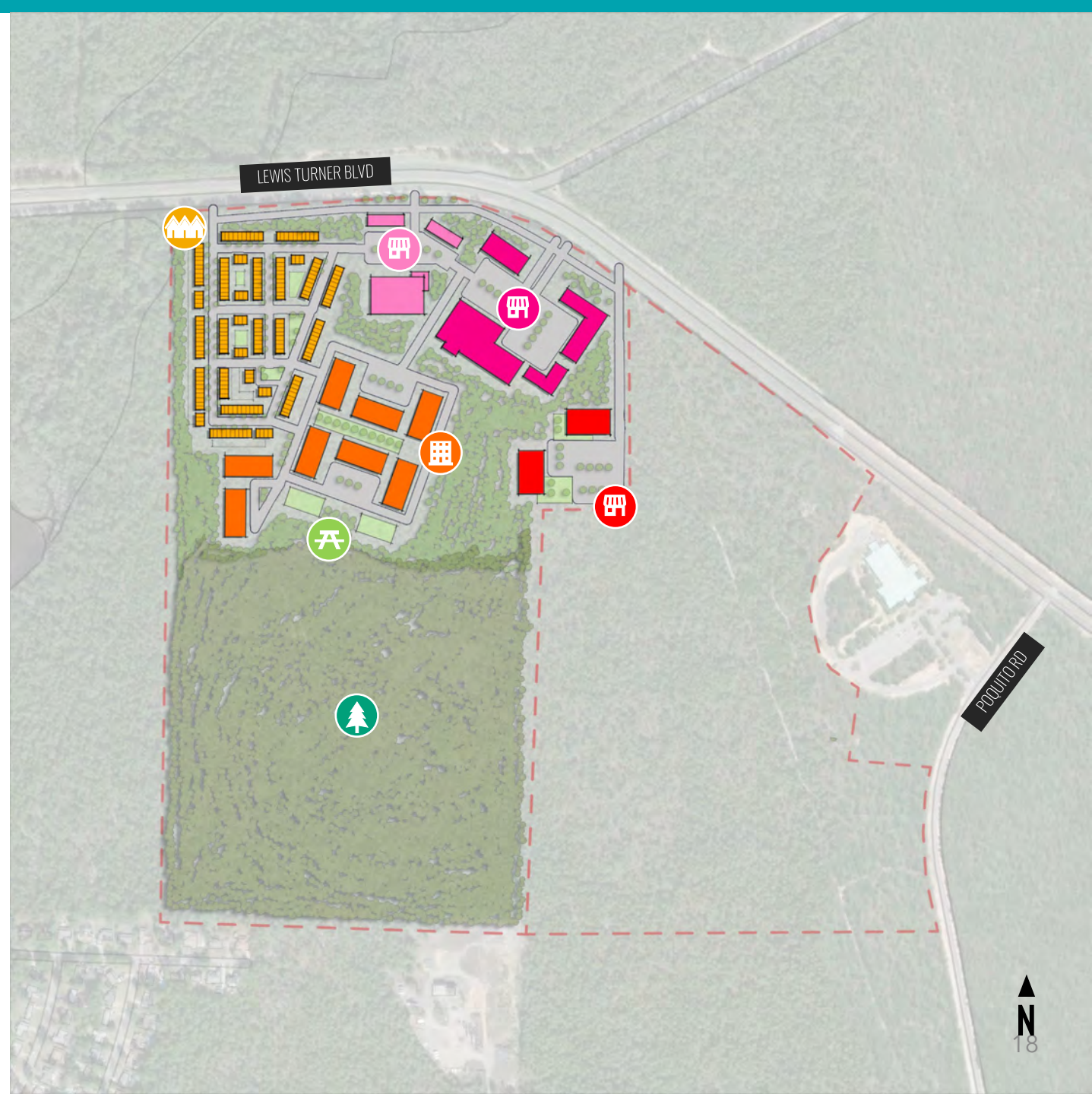
Community Commercial

± 175,000 SF



Office/Flex

± 175,000 SF



Parcel 2: East Garnier Creek

Precedence



Parcel 5: Poquito Bayou

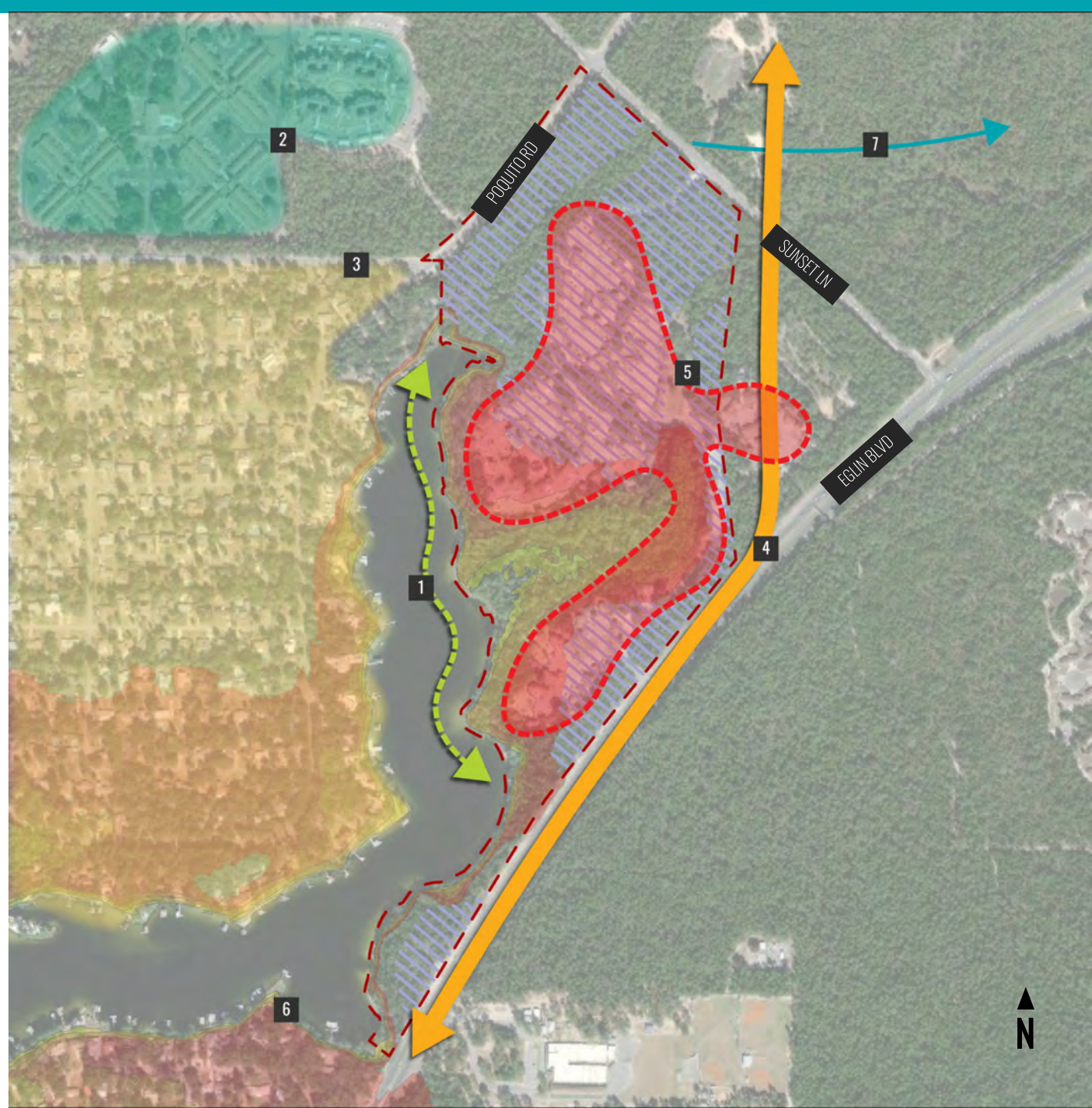
 Total Area
91 Acres

 Net Developable Area
39 Acres

<p>Aggregate Viability Score</p> <p>14</p> <p><i>Moderately favorable with some development constraints</i></p>	Viability Criteria	Score
	Location & Accessibility	5
	Infrastructure Availability	5
	Environmental Factors	2
	Zoning Regulations	2

Opportunities & Constraints

1. Scenic Views/Conservation Opportunity
2. Air Force Enlisted Village (Veteran Housing)
3. Existing Single Family Residential
4. Future SR 85 Realignment (Westside Expansion Plan)
5. Environmental Contamination/Greyfield Site
6. Storm Surge Risk
7. Eglin Boulevard Extension to West gate



Parcel 5: Poquito Bayou

Land Suitability

Applicable Characteristics

Characteristic	Parcel 5
Population Density	■
Existing Surrounding Residential	
Critical Mass of Residential Uses	■
Proximity to Eglin Gate	■
Proximity to Employment	■
High Traffic Roads	■
Proximity to Transportation	■
Dense Senior Population	■
Proximity to Existing Hospital	■
Availability of Existing Medical Services	■
Visibility	■
Resilience Needs	■
Water Access	■

Appropriate Uses

- Residential
- Neighborhood Commercial
- Hospitality
- Educational
- Open Space



Parcel 5: Poquito Bayou

Proposed Program



Multi-Family

350-450 Units
25 Units Per Acre



Townhomes

20-30 Units
12 Units Per Acre



Neighborhood Commercial

± 20,000 SF



Educational

Museum & Welcome Center
16 Acres
± 70,000 SF



Hospitality

Hotel & Convention Center
11 Acres
± 200,000 SF



Open Space

± 10 Acres



Parcel 5: Poquito Bayou

Precedence



Parcel 9: North Nine

 Total Area
282 Acres

 Net Developable Area
184 Acres

Aggregate Viability Score	Viability Criteria	Score
15 <i>Moderately favorable with some development constraints</i>	Location & Accessibility	5
	Infrastructure Availability	4
	Environmental Factors	4
	Zoning Regulations	2

Opportunities & Constraints

1. Northwest Florida State College
2. Existing College Planetarium
3. College Boulevard Access & Potential Tie-In to Niceville Utilities
4. Wetlands
5. Existing Golf Cart Path
6. Eglin AFB Golf Course
7. No Access to Mid Bay Bridge Road
8. FDOT Buffer



Parcel 9: North Nine

Land Suitability

Applicable Characteristics

Characteristic	Parcel 9
Population Density	■
Existing Surrounding Residential	
Critical Mass of Residential Uses	
Proximity to Eglin Gate	
Proximity to Employment	■
High Traffic Roads	■
Proximity to Transportation	■
Dense Senior Population	■
Proximity to Existing Hospital	■
Availability of Existing Medical Services	■
Visibility	■
Resilience Needs	■
Water Access	■

Appropriate Uses

- Residential
- Neighborhood Commercial
- Medical Office
- Open Space



Parcel 9: North Nine

Proposed Program



Office/Flex

±20 Acres
130,000-
190,000 SF



Multi-Family

225-325 Units
30 Units Per Acre



Townhome

90-130 Units
12 Units Per
Acre



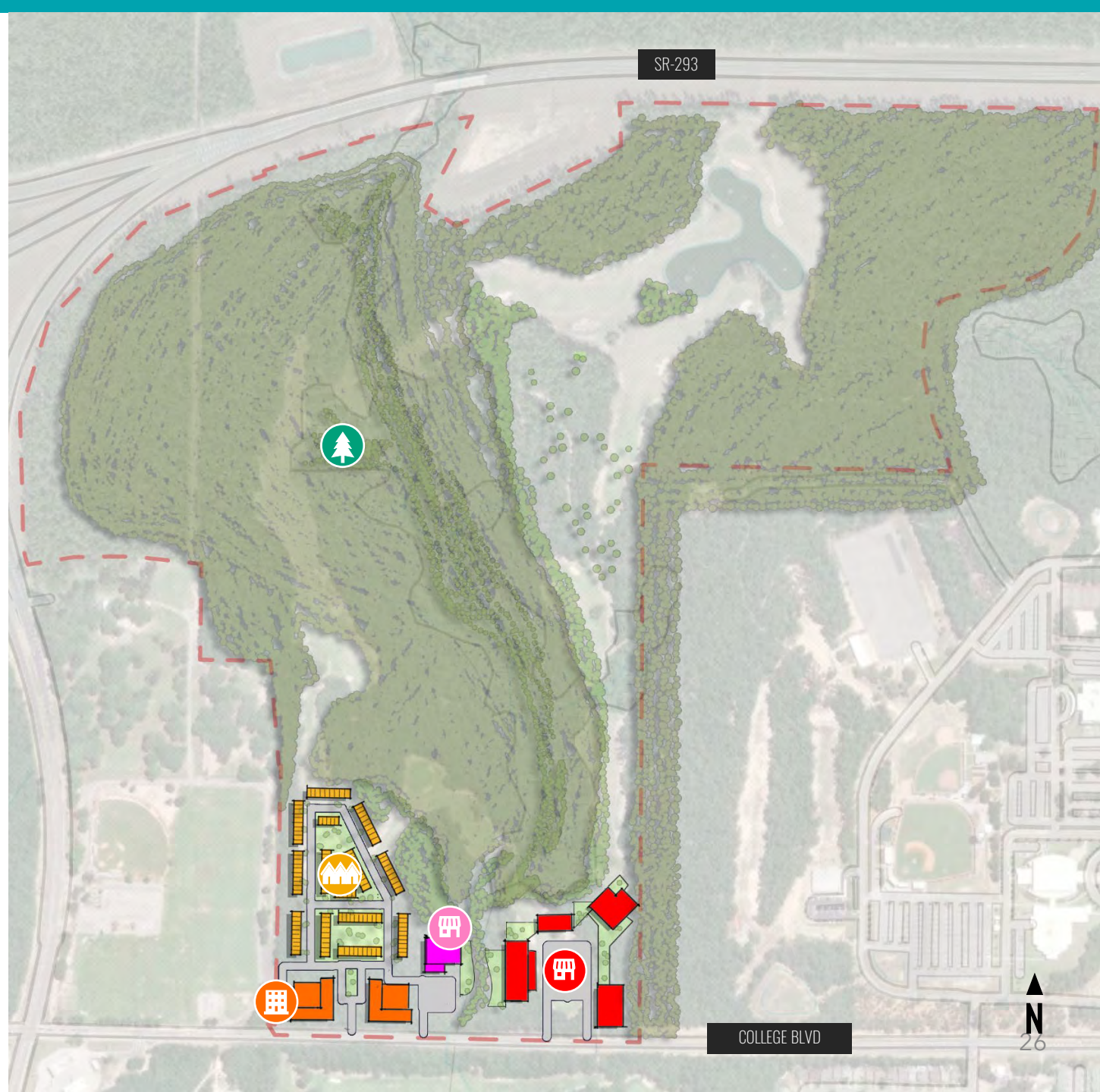
Neighborhood
Commercial

± 20,000 SF



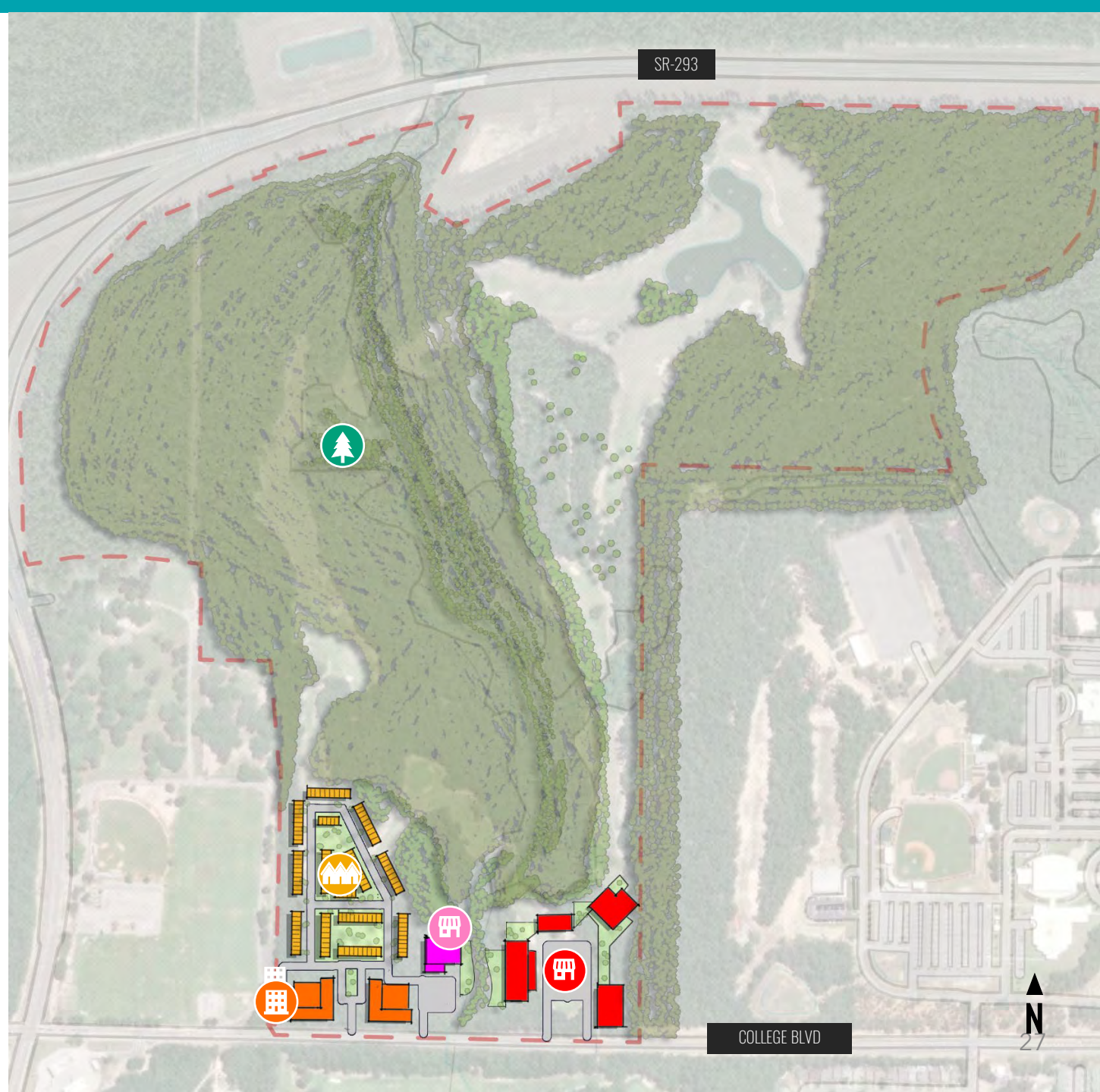
Open Space

± 150 Acres



Parcel 9: North Nine

Precedence



Parcel 10: K-21

 **Total Area**
401 Acres

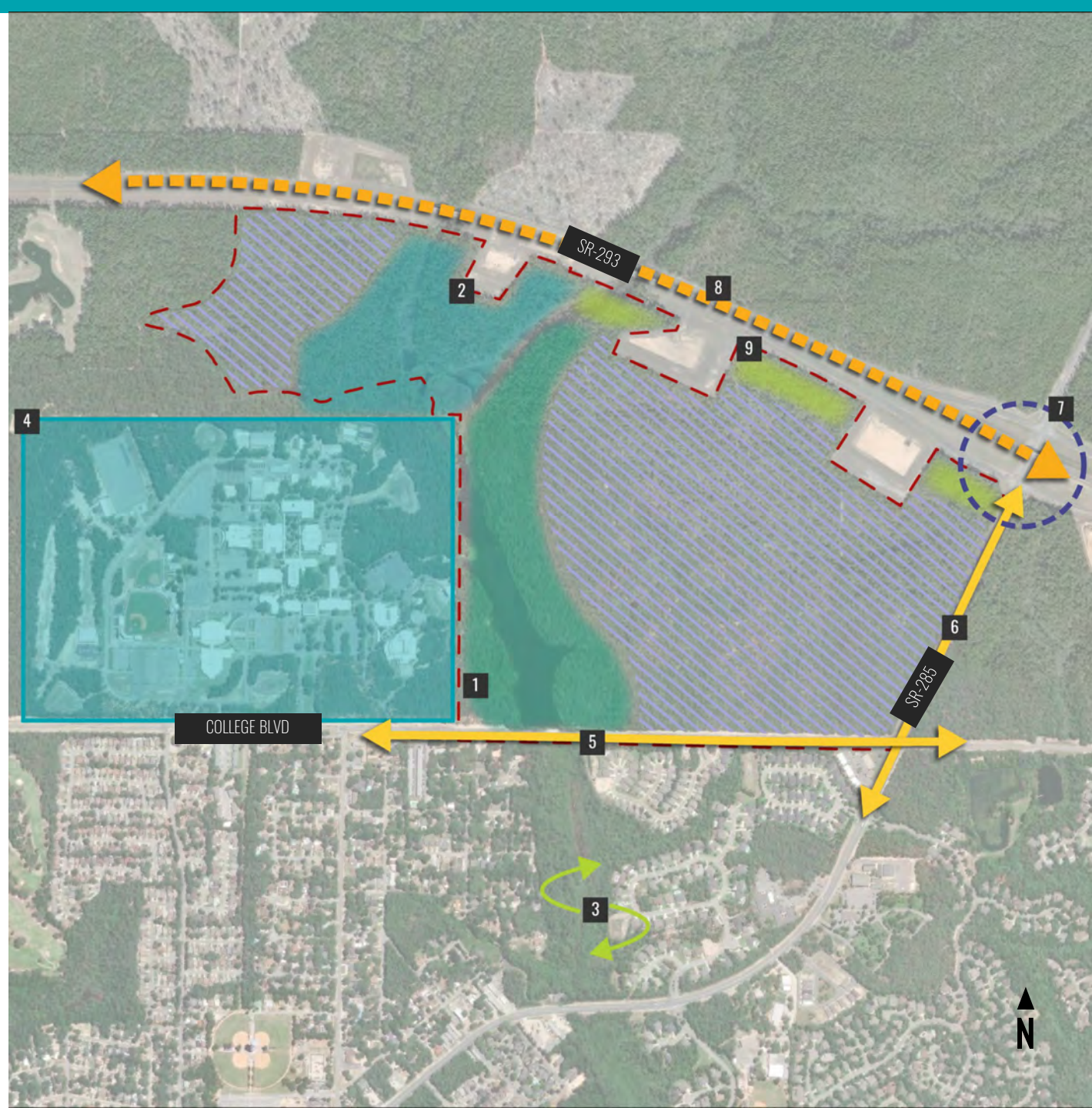
 **Net Developable Area**
250 Acres

Aggregate Viability Score
14
Moderately favorable with some development constraints

Viability Criteria	Score
Location & Accessibility	4
Infrastructure Availability	4
Environmental Factors	4
Zoning Regulations	2

Opportunities & Constraints

- | | |
|--|-------------------------------------|
| 1. Wetlands/Conservation Opportunity | 6. Forest Road Access |
| 2. NWFS Expansion (Study in Progress) | 7. Interchange Access |
| 3. City of Niceville | 8. No Access to Mid Bay Bridge Road |
| 4. Northwest Florida State College | 9. FDOT Buffer |
| 5. College Road Access & Potential Tie-In to Niceville Utilities | |



Parcel 10: K-21

Land Suitability

Applicable Characteristics

Characteristic	Parcel 10
Population Density	■
Existing Surrounding Residential	■
Critical Mass of Residential Uses	■
Proximity to Eglin Gate	
Proximity to Employment	■
High Traffic Roads	■
Proximity to Transportation	
Dense Senior Population	
Proximity to Existing Hospital	■
Availability of Existing Medical Services	■
Visibility	■
Resilience Needs	■
Water Access	■

Appropriate Uses

- Residential
- Community Commercial
- Office/Flex
- Open Space



Parcel 10: K-21

Proposed Program



**Active Adult
Community (55+)**
80-120 Units
8 Units Per
Acre



Townhome
250-350 Units
12 Units Per
Acre



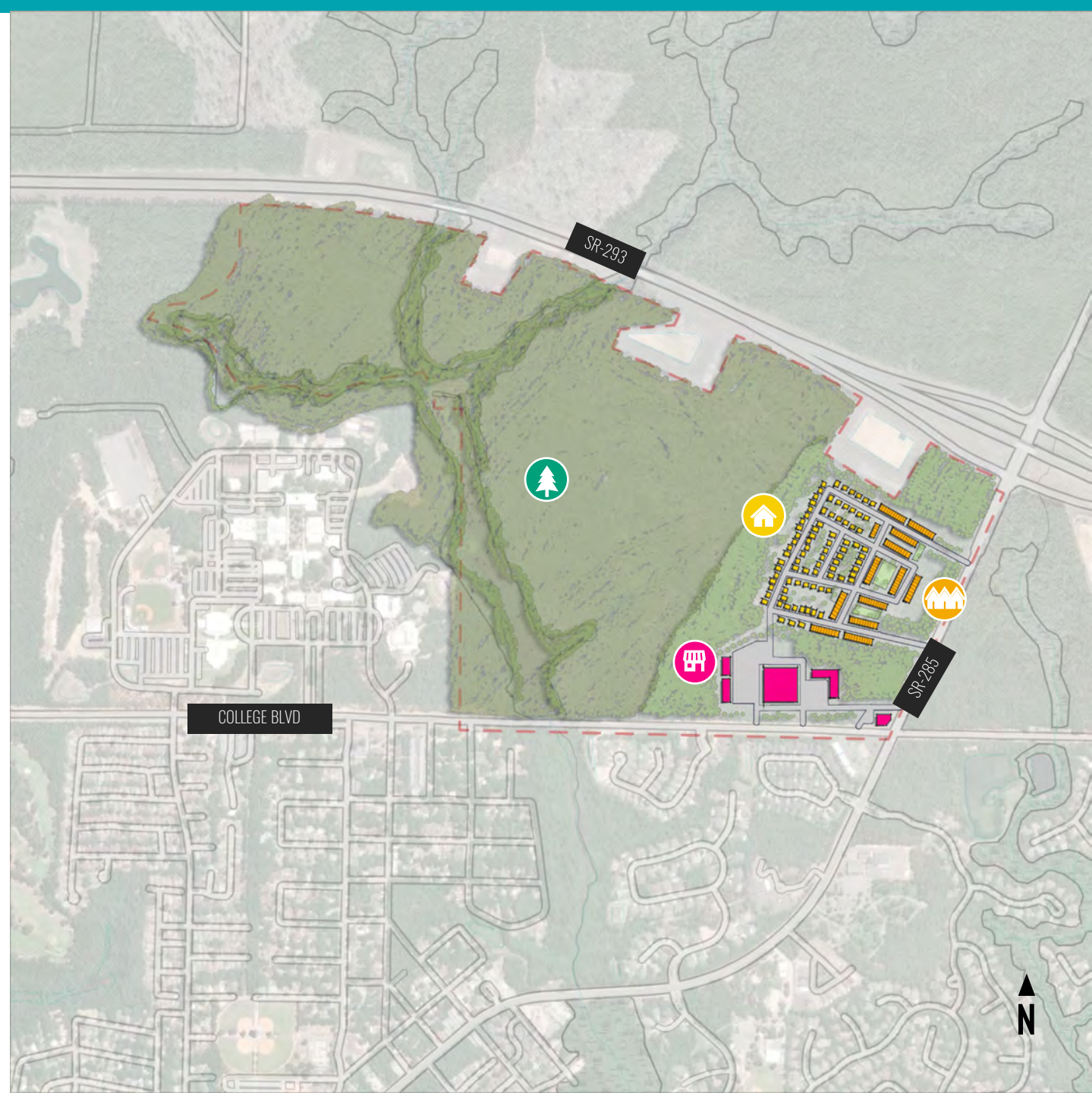
**Community
Commercial**

± 10 Acres
± 175,000 SF



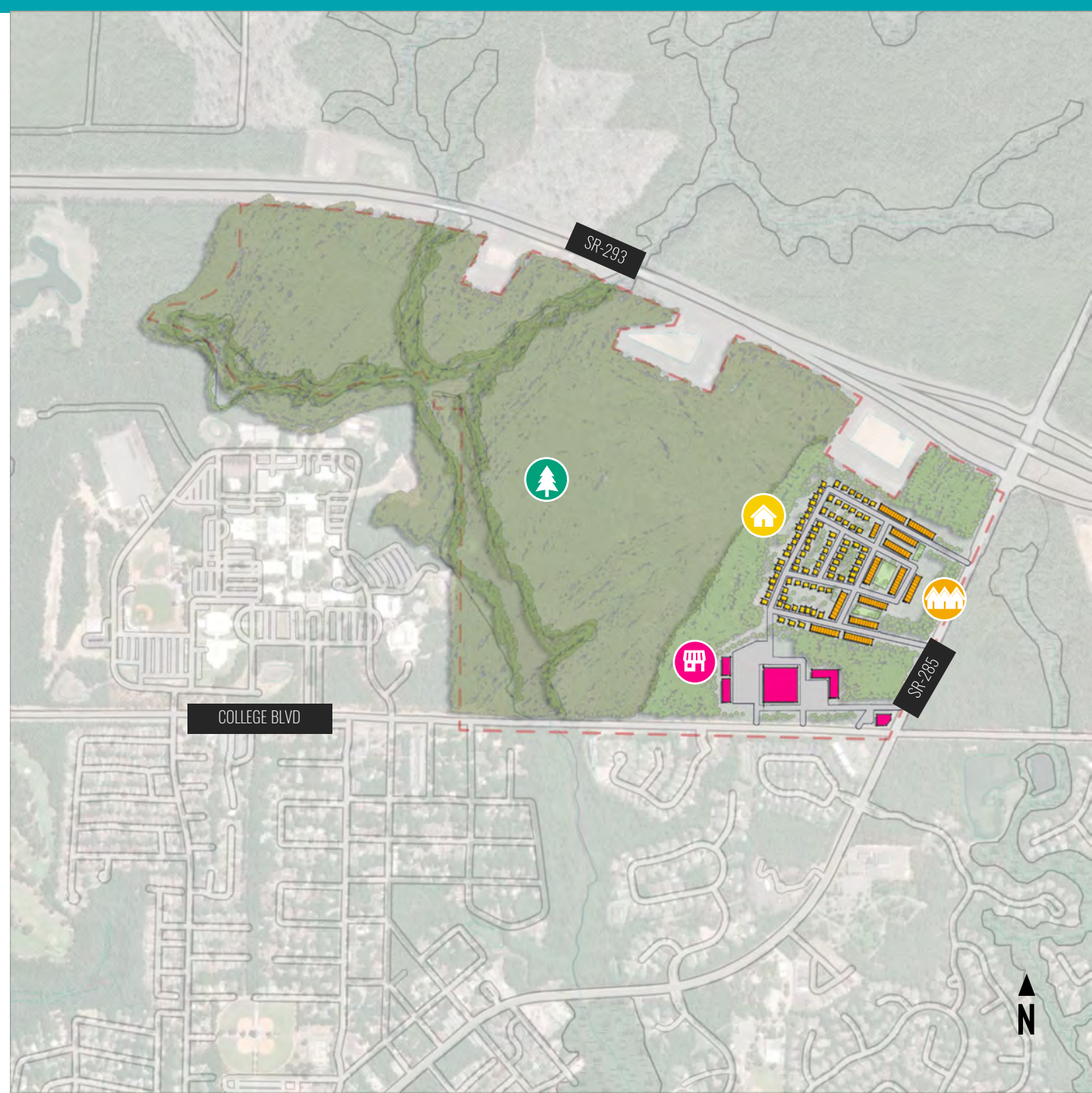
Open Space

*Potential Future
NWFC Expansion*
± 190 Acres



Parcel 10: K-21

Precedence



Parcel 11: L-34

 Total Area
200 Acres

 Net Developable Area
142 Acres

Aggregate
Viability Score

13

Development possible
with several constraints

Viability Criteria	Score
Location & Accessibility	4
Infrastructure Availability	4
Environmental Factors	3
Zoning Regulations	2

Opportunities & Constraints

1. Existing Single Family Residential
2. College Boulevard Access & Potential Tie-In to Niceville Utilities
3. No Access to Mid Bay Bridge Road
4. FDOT Buffer



Parcel 11: L-34

Land Suitability

Applicable Characteristics

Characteristic	Parcel 11
Population Density	■
Existing Surrounding Residential	■
Critical Mass of Residential Uses	■
Proximity to Eglin Gate	
Proximity to Employment	■
High Traffic Roads	
Proximity to Transportation	
Dense Senior Population	
Proximity to Existing Hospital	
Availability of Existing Medical Services	■
Visibility	■
Resilience Needs	■
Water Access	

Appropriate Uses

- Civic Uses
- Neighborhood Commercial
- Recreation
- Open Space



Parcel 11: L-34

Proposed Program



Public Facility

Public Works
& Fire Station
± 60,000 SF



Neighborhood Commercial

± 25,000 SF



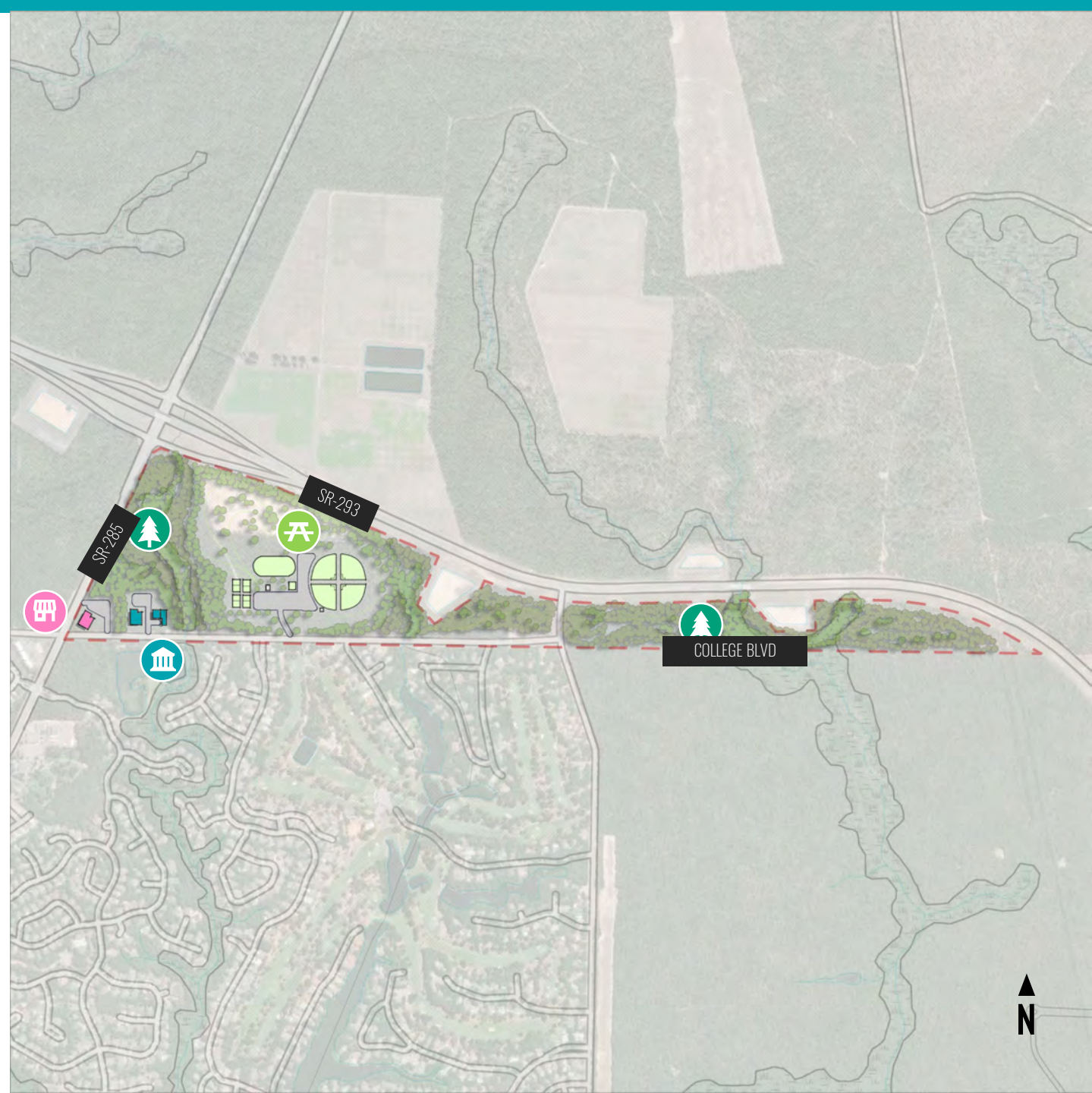
Open Space

± 20 Acres



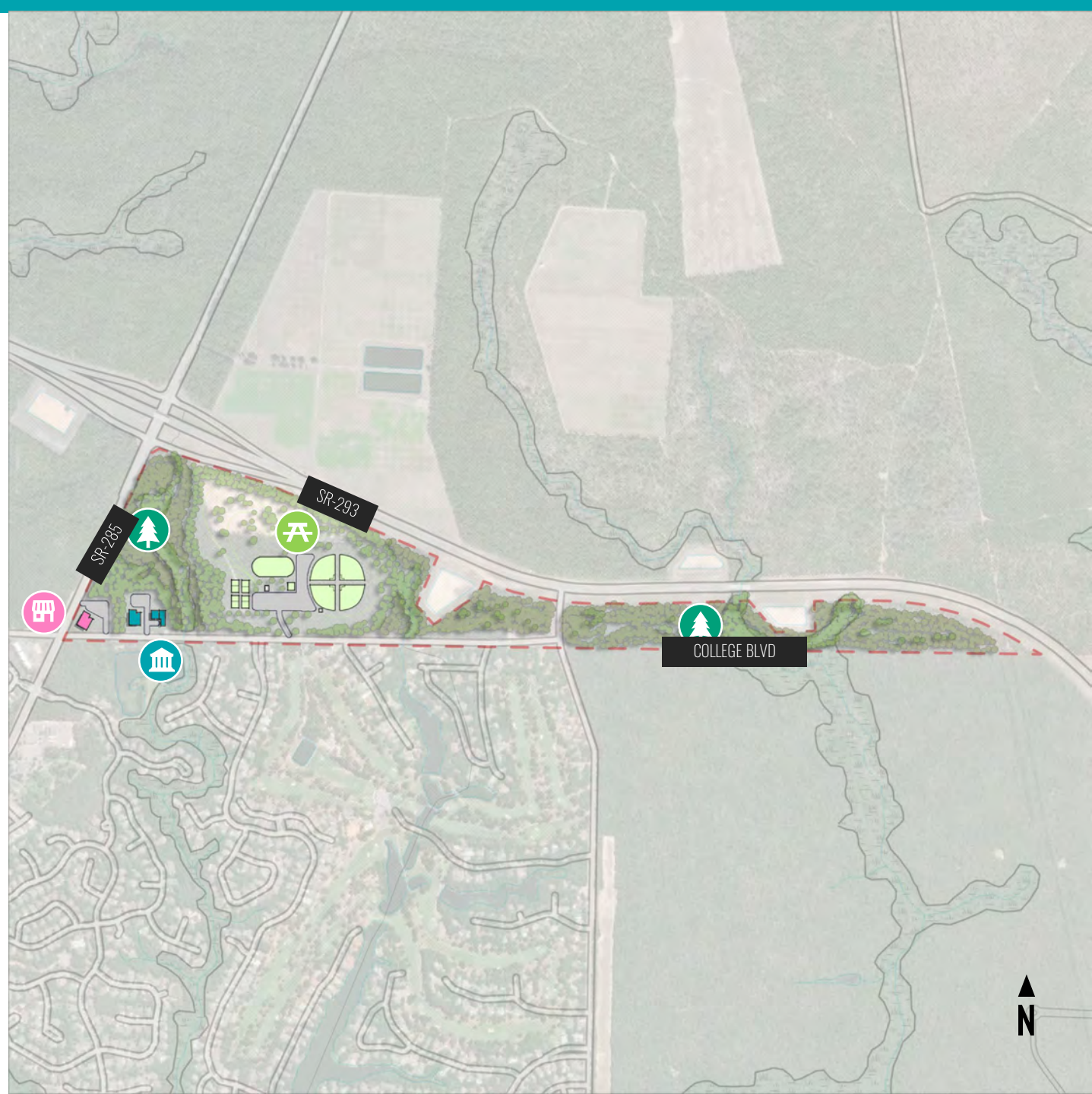
Recreation

± 100 Acres



Parcel 11: L-34

Precedence



Parcel 13: L-24

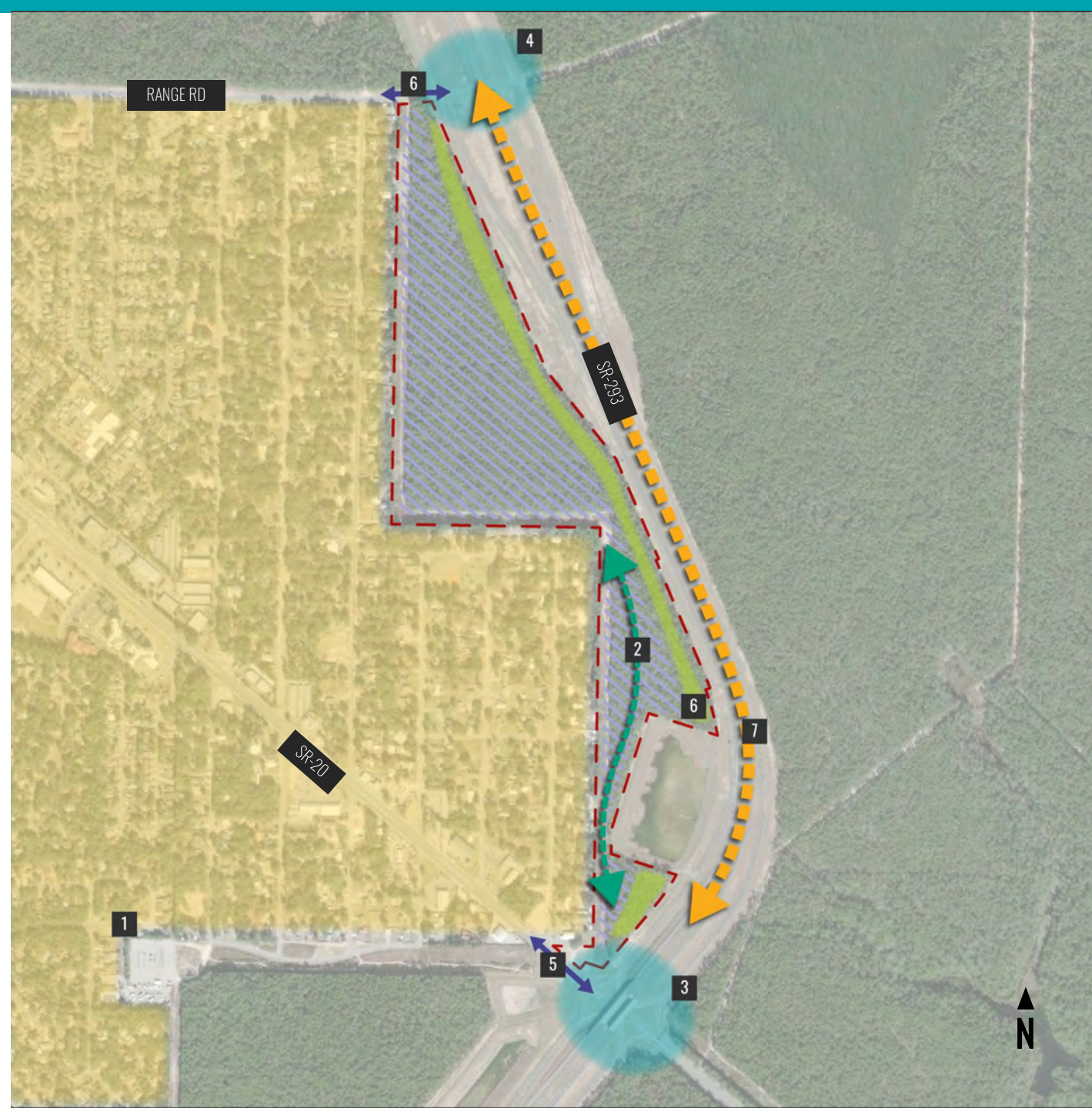
 Total Area
78 Acres

 Net Developable Area
62 Acres

Aggregate Viability Score 12 <small>Development possible with several constraints</small>	Viability Criteria	Score
	Location & Accessibility	1
	Infrastructure Availability	5
	Environmental Factors	4
	Zoning Regulations	2

Opportunities & Constraints

1. Existing Residential
2. Potential Trail Connections
3. 293 - 20 Interchange
4. Range Road Junction
5. Curb Cut Challenge
6. FDOT Buffer
7. No Access to Mid Bay Bridge Road



Parcel 13: L-24

Land Suitability

Applicable Characteristics

Characteristic	Parcel 13
Population Density	■
Existing Surrounding Residential	■
Critical Mass of Residential Uses	■
Proximity to Eglin Gate	
Proximity to Employment	
High Traffic Roads	■
Proximity to Transportation	
Dense Senior Population	■
Proximity to Existing Hospital	
Availability of Existing Medical Services	■
Visibility	■
Resilience Needs	■
Water Access	

Appropriate Uses

- Open Space



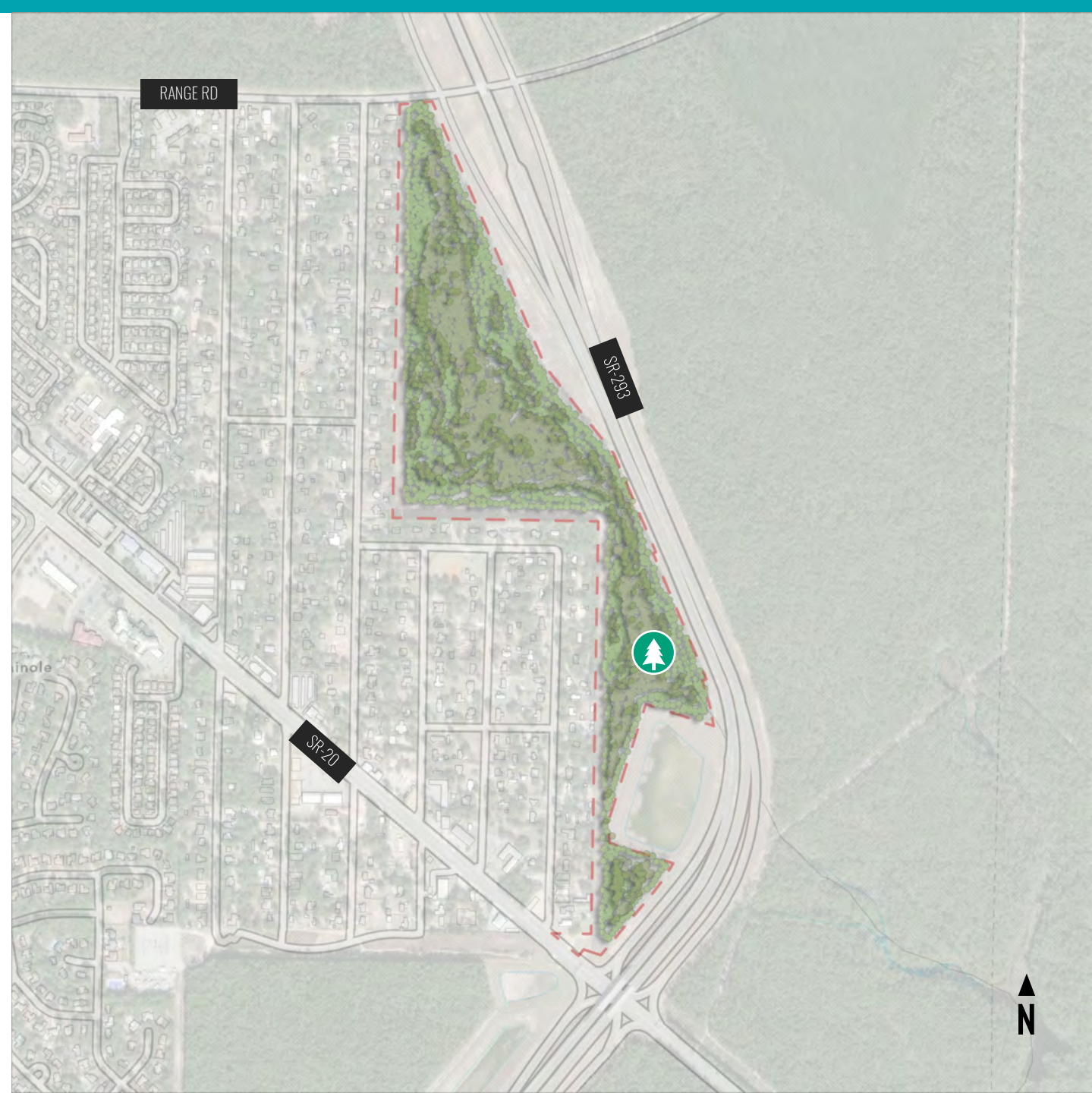
Parcel 13: L-24

Proposed Program



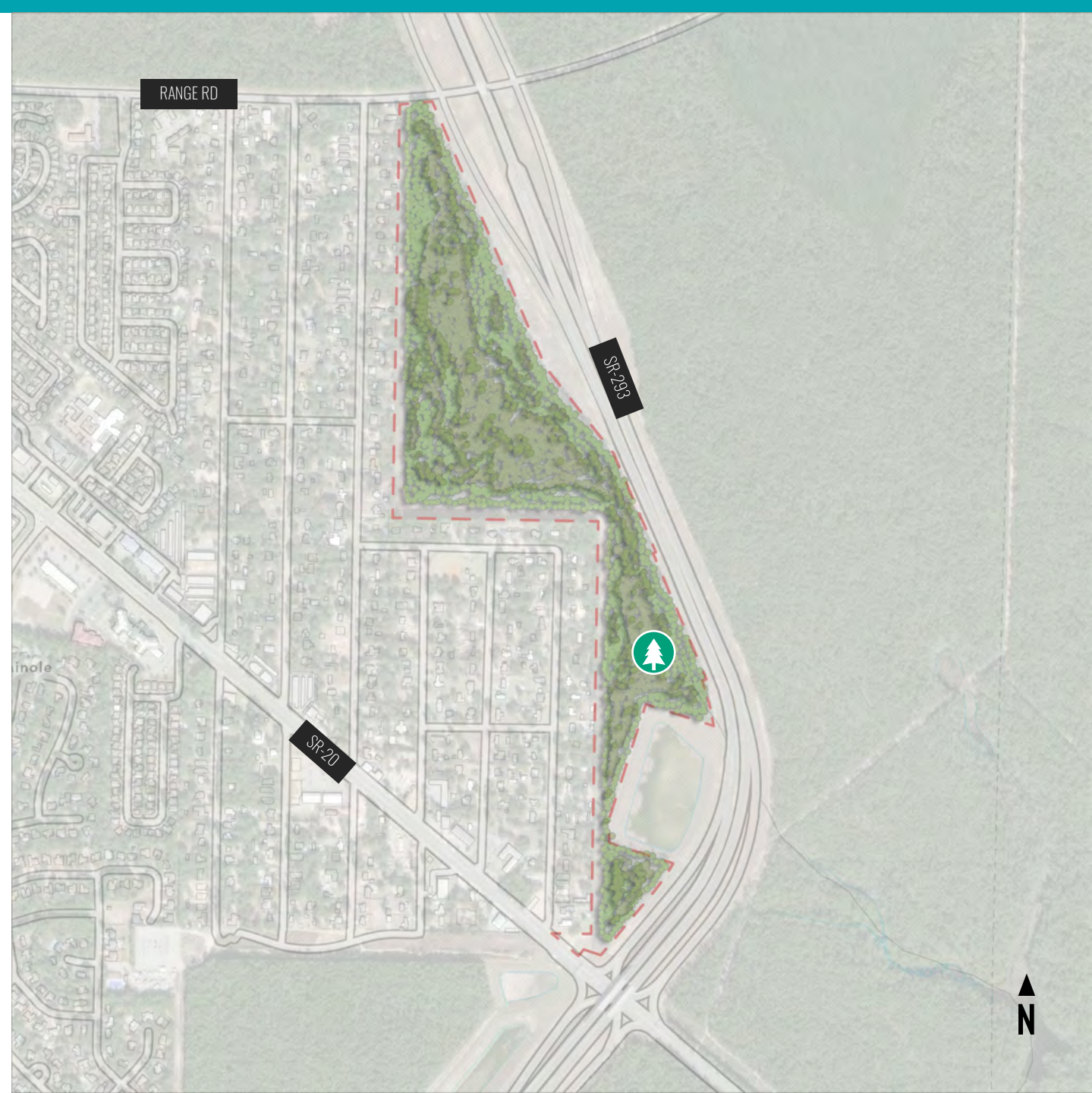
Open Space &
Conservation

± 60 Acres



Parcel 13: L-24

Precedence



Parcel 17: Addie Lewis

 Total Area
21 Acres

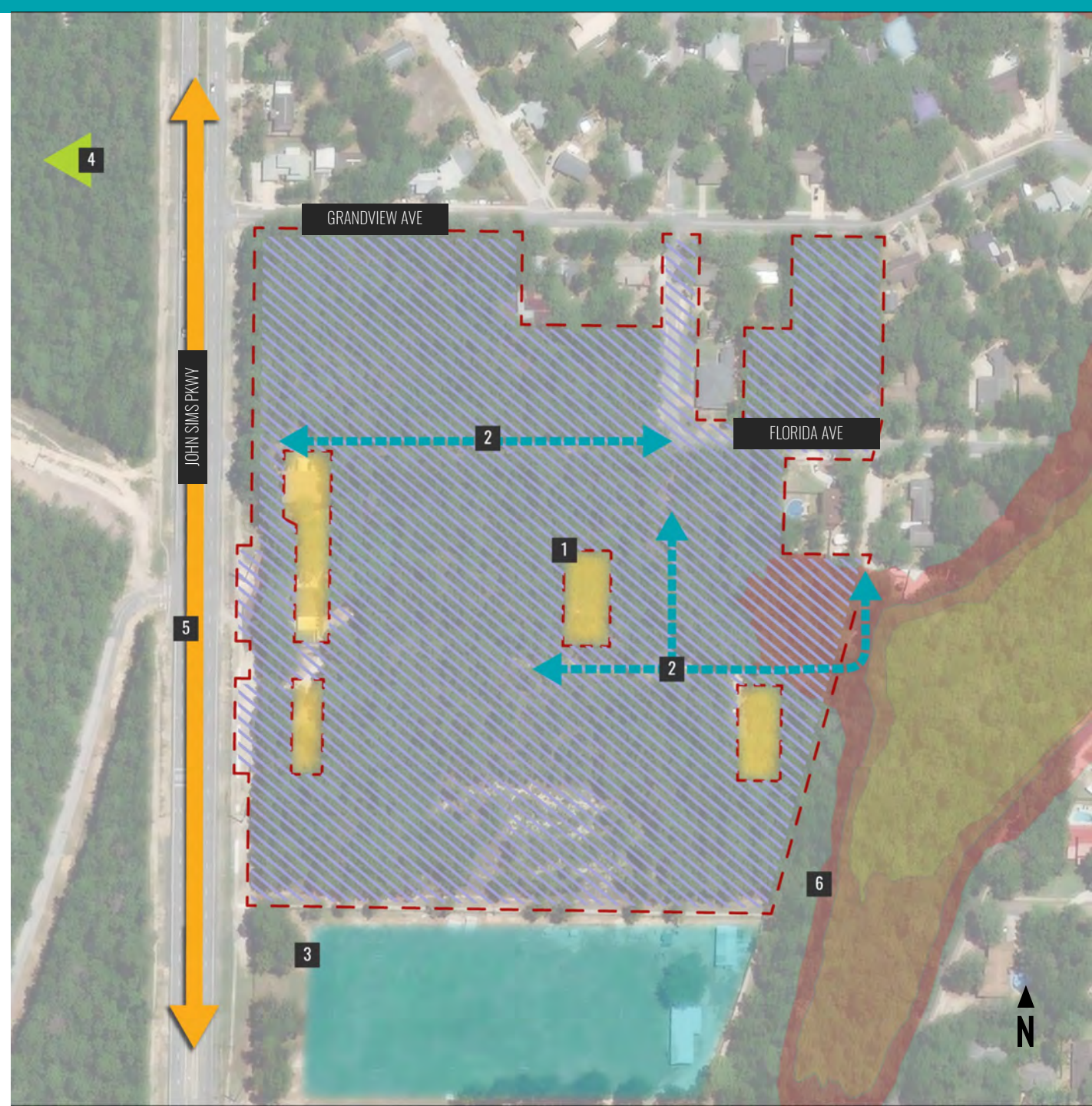
 Net Developable Area
17 Acres

Aggregate
Viability Score
13
Development possible
with several constraints

Viability Criteria	Score
Location & Accessibility	4
Infrastructure Availability	3
Environmental Factors	4
Zoning Regulations	2

Opportunities & Constraints

1. Existing Residential
2. Existing Street Network
3. Existing School Board Property
4. To Eglin Airfield & Destin Fort Walton Airport
5. High Traffic Commercial Corridor
6. Storm Surge Risk



Parcel 17: Addie Lewis

Land Suitability

Applicable Characteristics

Characteristic	Parcel 17
Population Density	
Existing Surrounding Residential	■
Critical Mass of Residential Uses	■
Proximity to Eglin Gate	
Proximity to Employment	
High Traffic Roads	■
Proximity to Transportation	
Dense Senior Population	
Proximity to Existing Hospital	
Availability of Existing Medical Services	
Visibility	
Resilience Needs	
Water Access	

Appropriate Uses

- Residential
- Future School Expansion



Parcel 17: Addie Lewis

Proposed Program



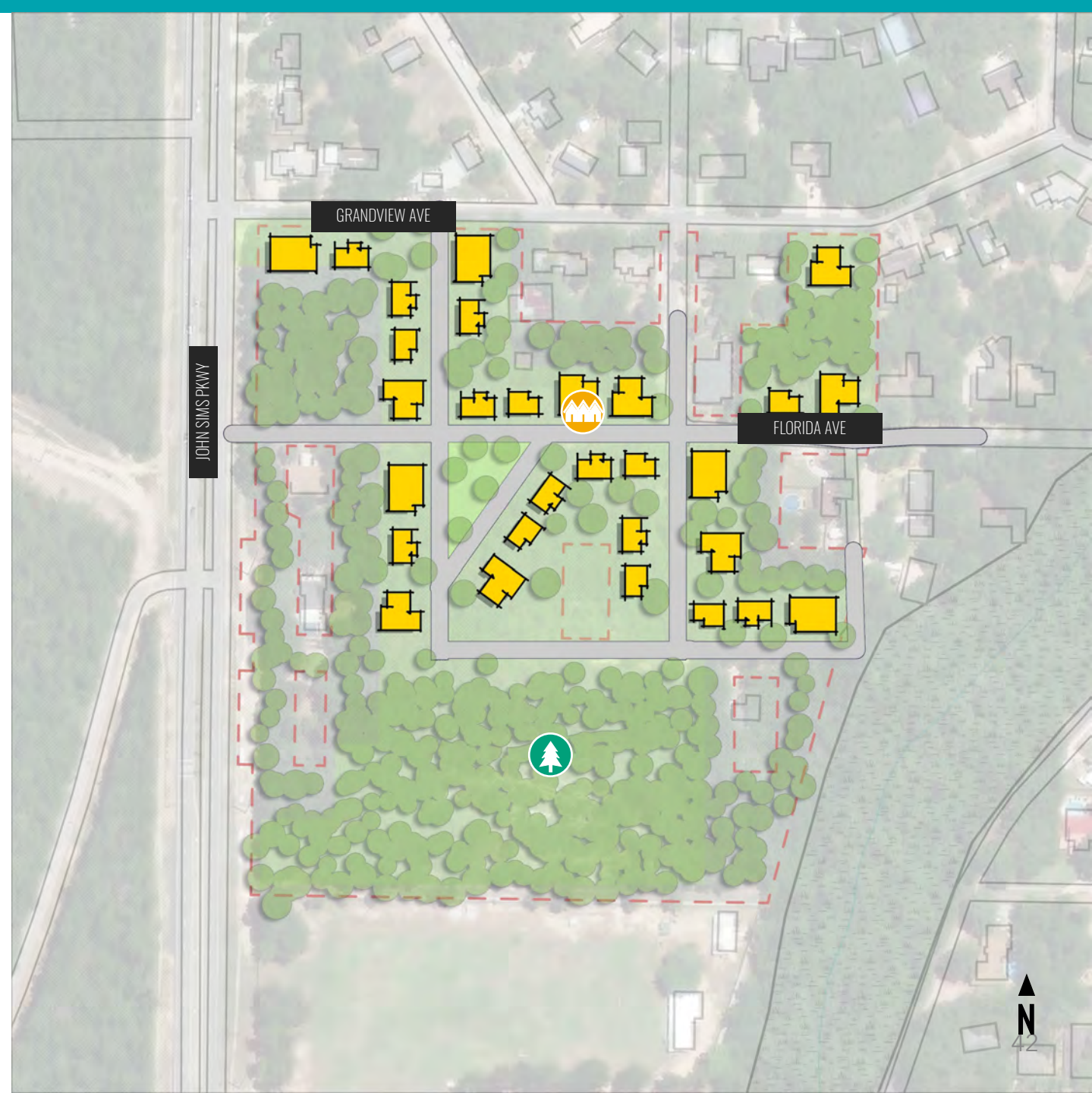
Future Development

Future School
Expansion
± 5 Acres



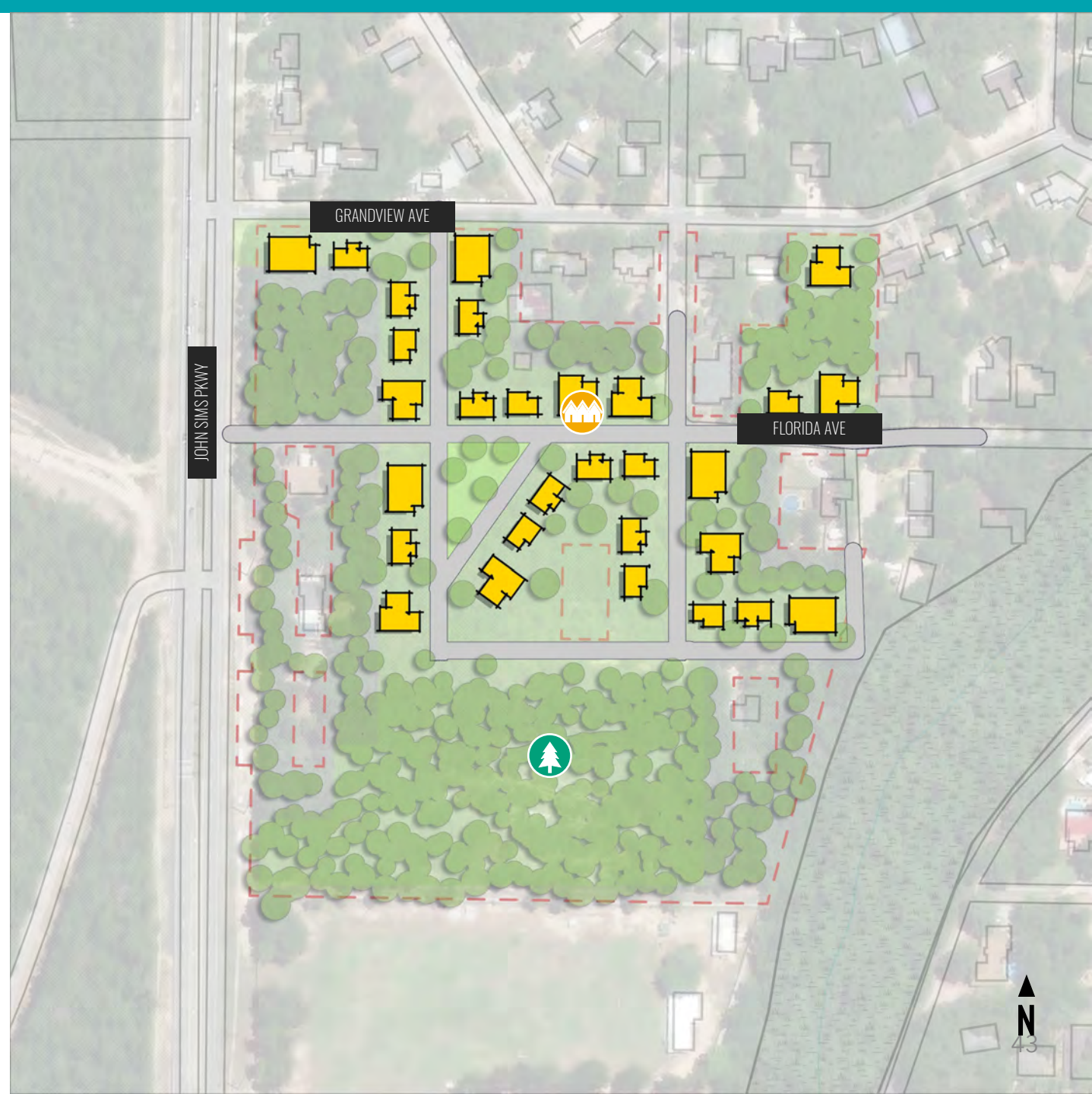
Potential Residential

30-50 Units
2 Units Per Acre



Parcel 17: Addie Lewis

Precedence





Next Steps

- **Garner Buy-In from the Air Force Base and the Department of Defense** – Advocate for the Orphan Parcels Master Plan by addressing the critical needs of the community; recognize the economic, social, and environmental advantages of developing the orphan parcels; and underscore the mutual benefits for Eglin AFB and its mission.
- **Foster Collaboration** – Encourage Collaboration amongst yourselves and the development community to ensure each parcel is thoughtfully developed with the surrounding community’s future in mind.
- **Support Policy Alignment** – Ensure future plans align with local policies, strategic goals, and the Eglin AFB Mission to facilitate smooth implementation.
- **Strategize for Infrastructure Investments** – Advocate for securing grant funding for major infrastructure investments to catalyze new development, ensuring the necessary support systems are in place to maximize the potential of the orphan parcels, minimizing the financial impact on tax-payers and potential developers.

PREPARED BY

Jacobs