City of Eustis
2046 Comprehensive Plan

Data and Analysis

December 2025

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1. FUTURE LAND USE ELEMENT

1.1. Population

1.1.1. Population Projections

The percentage of the County's population that is held within the City has hovered between 5.5% and 6.3% since 2013; see Table 1.1 below. In order to project the City's future population, the percentages for each year from 2013 through 2025 will be averaged and held constant through the population projections. The average for the 13 data points from 2013 to 2025 is 5.98%.

Table 1.1: Lake County and City of Eustis Populations, 1900-2025

Year	Lake County Population	City of Eustis Population	City of Eustis Population Share
1900	7,467	411	5.50%
1910	9,509	910	9.57%
1920	12,744	1,193	9.36%
1930	23,161	2,835	12.24%
1940	27,255	2,930	10.75%
1950	36,340	4,005	11.02%
1960	57,383	6,189	10.79%
1970	69,305	6,722	9.70%
1980	104,807	9,453	9.02%
1990	152,104	1,285	0.84%
2000	210,527	15,106	7.18%
2010	297,047	18,558	6.25%
2013	303,317	18,795	6.20%
2014	309,736	19,098	6.17%
2015	316,569	19,432	6.14%
2016	323,985	20,127	6.21%
2017	331,724	20,880	6.29%
2018	342,917	21,039	6.14%
2019	357,247	21,368	5.98%
2020	383,956	23,189	6.04%
2021	400,142	23,407	5.85%
2022	403,857	23,595	5.84%
2023	414,749	23,918	5.77%
2024	433,331	24,180	5.58%
2025	445,881	24,477	5.49%

Source: DesignWest Group, 2025 from Bureau of Economic and Business Research and US Census Data.

The City of Eustis's share of the County's population has ranged from 5.49% in 2025 to a high of 12.24% in 1930. Over the past thirteen years, the City's estimated population has grown steadily. The City's share of the County's population from 2013-2025 was averaged (5.98%) and then applied to the University of Florida's Bureau of Economic and Business Research (BEBR) medium population projections for Lake County through the planning horizon to generate the population projections for the City. Table 1.2, below, shows the population projections in 5-year increments through the planning horizon of 2046. BEBR provides projections in 5-year increments; the population projections carry through to 2050 but the City's planning horizon for this Comprehensive Plan update is 2046.

Table 1.2: City of Eustis Population Projections, 2030-2050

Year	BEBR Population Projections for Lake County	City of Eustis Population Projection	City of Eustis Population Share
2030	495,800	29,649	5.98%
2035	536,200	32,065	5.98%
2040	568,200	33,978	5.98%
2045	594,600	35,557	5.98%
2050	618,200	36,968	5.98%

Source: DesignWest Group, 2025 as modified from BEBR Projections, 2025.

1.2. Amount of Land Required to Accommodate Future Growth

1.2.1. Existing Land Use

The Existing Land Use Map shows the 2025 existing land uses within the City of Eustis. Through a series of annexations, the total area within the City increased by 2,196 acres to a total of 6,946.36 acres since an assessment of the City's land uses in 1988. Table 1.3 shows the developed and vacant acres within the City by land use.

Table 1.3: City of Eustis Existing Generalized Land Use

Land Use	Total Acreage	Percent[1]	Vacant Acreage	Percent[2]
Rural Residential	138.44	1.99%	57.29	1.79%
Suburban Residential	3436.02	49.47%	1606.21	50.07%
Urban Residential	443.49	6.38%	156.48	4.88%
Mobile Home/RV	190.4	2.74%	7.18	0.22%
General Commercial	365.16	5.26%	103.21	3.22%
Central Business District	46.59	0.67%	17.34	0.54%
Residential Office/Transitional	201.49	2.90%	48	1.50%
Mixed Commercial/Residential	497.85	7.17%	250.46	7.81%
Mixed Commercial/Industrial	252.14	3.63%	147.58	4.60%
Light Industrial	0	0.00%		0.00%

Land Use	Total Acreage	Percent[1]	Vacant Acreage	Percent[2]
General Industrial	167.96	2.42%	76.76	2.39%
Public/Institutional	792.91	11.41%	481.94	15.02%
Agriculture	0	0.00%		0.00%
Conservation	413.91	5.96%	255.29	7.96%
Total	6,946.36	100%	3,207.74	100%

[1]Percent of total developed land

[2]Percent of total vacant land

Source: DesignWest Group, August 2025.

1.2.2. Analysis of Land Needed to Accommodate the Future Population

The City of Eustis's population is expected to grow to 35,557 by the year 2050; a 11,080-person increase over the 2025 estimate of 24,477 (45.27%). The estimated household size from the 2023 US Census Bureau American Community Survey of 2.41 people per dwelling unit will be carried forward through the planning horizon of 2046.

The City of Eustis has over 1,827 acres of vacant residentially designated land and 250 acres of vacant mixed-used designated land that allows residential. Using the data provided by the Shimberg Center for Housing Research, calculations were made to determine the acreage that may be needed to provide adequate land for residential development through the year 2046. By the end of the planning horizon, the City will need an additional 5,635 dwelling units (please see the data and analysis for the Housing Element in Section 3 for more detailed calculations). It is assumed that approximately 78% (4,407) will be single family or mobile homes and will be accommodated in the Rural Residential, Suburban Residential, and Mobile Home/RV land use categories. These categories have an estimated average density of 4 units per acre. Approximately 22% (1,207) of the units needed by 2046 will be multi-family units that will be accommodated in the Urban Residential and Mixed Commercial/Residential Land Use Categories with an estimated average density of 8 units per acre. Based on these assumptions, approximately 1,102 acres will be needed for single family residential housing. Approximately 150 acres will be needed for future multi-family development. Ultimately, however, market forces determine the location and type of housing that will be needed, and will drive the amount of land needed to accommodate the future population.

1.3. Character of Undeveloped Land

As shown in Table 1.3, there are approximately 2,952.45 acres of vacant (non-wetland) land scattered throughout the City.

1.4. Availability of Public Facilities

The data and analysis for the Infrastructure, Recreation, and Transportation Elements present a

detailed analysis of the availability of services to serve existing and future land uses. In summary, these elements document that there is adequate facility capacity to serve existing uses at the adopted level of service standards. Changes necessary to meet the needs of the projected population, if required, are identified in those elements.

1.5. Redevelopment

1.5.1. Blighted Areas

Blighted areas within the City of Eustis were documented within the City's Community Redevelopment Area's (CRA) 1990 Finding of Necessity. The City has one CRA area divided into four areas – downtown Eustis, Ferran park, Orange Avenue Commercial Corridor, and the East Eustis Neighborhood and encompasses nearly 1,000 acres. The stated mission of the CRAs is to generate new development and redevelopment by facilitating programs and initiatives that spur economic development, improve physical characteristics, and encourage investment in the Downtown and East Town area. As of the 2024 Annual Report, the CRA has approximately $1.4 million in projects for the 2023-2024 Fiscal Year as well as approximately $1.6 million in remaining fund balance.

1.5.2. Nonconforming Uses

The City's LDRs define nonconforming uses as a land use that does not comply with the land use category within which it is located, or does not meet the standards of other land use regulation. In addition, Section 121-5 of the LDR provides exceptions to the resource protection standards for emergency repairs. This Section limits the emergency repairs that can be performed on a nonconforming use to 50% of the fair market rent as determined by the most recent appraisal of the property by the Lake County Property Appraiser.

1.6. Compatibility with Military Installations

The City of Eustis is not near a military installation.

1.7. Economic Development

In addition to the economic development promoted through the CRA Plan and the Economic Development Element within the Comprehensive Plan, the City is a member of the Lake Economic Area Development (LEAD) Partnership. LEAD is a public/private organization created and designed to lead efforts in further growing, diversifying, and uniting the Lake County regional economy. LEAD operates as a public/private partnership made up of the county, cities, private businesses and community partners.

LEAD's five-year goals include creating 3,500-4,500 new primary employment jobs, having new jobs pay wages 15% above the County average wage, increasing the average wage in the County by 25%, and assisting 250 entrepreneurs.

2. TRANSPORTATION ELEMENT

2.1. Existing Transportation Network

2.1.1. Existing Roadway Network

The Existing Traffic Circulation Map, found in the Comprehensive Plan, depicts the Florida Department of Transportation (FDOT) Functional Classification and number of lanes for each roadway.

2.1.1.1. Adopted LOS Standards

The City has adopted a level of service (LOS) standard of 'E' for all arterial and collector roadways within the City. This standard relates to a range of operational conditions on a roadway, based on roadway characteristics and traffic volumes. As volumes increase, LOS decreases, unless road improvements are made. The adopted LOS standards, along with a description of those standards, are presented in Table 2.1.

Table 2.1: Adopted LOS Standards for City of Eustis Roads, 2025

Roadway	Urbanized Area Level of Service
Arterial	E
Collector	E

Source: City of Eustis Comprehensive Plan, 2025

2.1.1.2. Existing Level of Service

Table 2.2 shows the adopted LOS standards for major roadways within the City of Eustis and their respective LOS in 2024.

Table 2.2: City of Eustis Major Roads LOS Standards and Operating LOS

Roadway Name		Functional Classification	Adopted LOS	2024 AADT	2024 LOS
From:	To:				
US Roadway Segments					
US 441					
David Walker Dr	SR 19 (Bay Street)	Rural Principal Arterial	E	50,500	D
SR 19 (Bay Street)	SR44/N Donnelly Drive	Rural Principal Arterial	E	48,000	D
State Roadway Segments					
SR 19					
City Boundary	CR 44 (Burlington Ave)	Urban Minor Arterial	E	19,900	C
CR 44 (Burlington Ave)	CR 452	Urban Minor Arterial	E	17,800	C
CR 452	Ardice Ave/Old Mt Dora Rd	Urban Minor Arterial	E	25,500	D

Roadway Name		Functional Classification	Adopted LOS	2024 AADT	2024 LOS
From:	To:				
Ardice Ave/Old Mt Dora Rd	US 441	Urban Minor Arterial	E	24,000	C
SR 44					
City Boundary	East Orange Ave	Urban Minor Arterial	E	12,800	D
East Orange Ave	Waycross Ave	Urban Minor Arterial	E	18,300	E
Waycross Ave	US 441	Urban Minor Arterial	E	28,500	D
County Roadway Segments					
CR 452					
City Boundary	SR 19	Urban Collector	E	10,400	D
CR 44					
City Boundary	E Orange Ave	Urban Collector	E	4,200	D
CR 44A					
City Boundary	CR 44	Rural Major Collector	E	2,600	D
Local Roadway Segments					
Abrams Road					
SR 44	Waycross Ave	Urban Collector	E	6,000	D
Ardice Avenue					
Kurt Street	SR 19	Urban Collector	E	5,600	D
Bates Avenue					
Orange Ave	Estes Rd	Urban Collector	E	1,100	D
David Walker Drive					
Mt Homer Rd	South Grove St	Urban Collector	E	6,000	D
East Crooked Lake Drive					
Country Club Road	US 441	Urban Collector	E	5,600	D
Hicks Ditch Road					
CR 44	Palmetto Street	Urban Collector	E	1,000	D
Huffstetter Road					
City Boundary	Kurt Street	Urban Collector	E	1,100	D
Kurt Street					
David Walker Drive	US 441	Urban Collector	E	5,500	D
Orange Avenue					
SR 19	CR 44	Urban Minor Arterial	E	11,900	D
CR 44	SR 44	Urban minor Arterial	E	13,400	D
Waycross Avenue					
East Crooked Lake Dr	SR 44	Urban Collector	E	5,400	D
Woodward Avenue					
Lake Shore Dr	South Center St	Urban Collector	E	1,000	D

Source: DesignWest Group, 2025

2.1.2. Bicycle and Pedestrian Network

Bicycle and pedestrian access and mobility are becoming increasingly important accompanying a shift in focus to livable, walkable, and sustainable communities. The City of Eustis currently include policies, standards, and regulations in the LDR that encourage the

provision of multi- modal facilities, including new local street connections, sidewalks, transit shelters, bicycle facilities, etc., as part of any development proposals.

2.1.3. Public Transportation

Lake County's transit service, the LakeXpress, offers two fixed routes to serve communities between Fruitland Park and Eustis. The routes run eastbound and westbound, and offer hourly stops from 6:00 a.m. to 8:00 p.m., Monday through Friday. The County also operates the Lake County Connection. Lake County Connection is Lake County's shared ride, door-to-door, paratransit service for people whose disability or transportation disadvantaged status prevents them from using LakeXpress. This option is available to eligible residents within the City of Eustis.

2.1.4. Aviation, Rail, Seaport, and Intermodal Terminals

There are no airports, passenger rail, seaports, intermodal terminals, or limited access facilities within the City of Eustis. Commercial and Industrial development in Eustis is served by the Florida Central Railroad, which operates 68 miles of track and directly serves industries in downtown Orlando, Apopka, Zellwood, Mt. Dora, Tavares, Eustis, Umatilla, Ocoee, and Winter Garden, Florida.

2.2. Future Transportation Demand

2.2.2. Roadways

2.2.2.1. Projected Roadway Needs

Table 2.3 shows the adopted LOS standards for major roadways within the City of Eustis and their respective adopted LOS standards and operating LOS at 2045.

This information was not developed for concurrency purposes, but is used here for general planning purposes. Transportation concurrency within the City of Eustis has been rescinded.

Table 2.3: Adopted LOS Standards and Projected 2046 Operating LOS for City of Eustis Major Roads

Roadway Name		Functional Classification	Adopted LOS	2046 AADT	2046 LOS
From:	To:				
US Roadway Segments					
US 441					
David Walker Dr	SR 19 (Bay Street)	Rural Principal Arterial	E	67,200	F
SR 19 (Bay Street)	SR44/N Donnelly Drive	Rural Principal Arterial	E	63,800	E
State Roadway Segments					
SR 19					
City Boundary	CR 44 (Burlington	Urban Minor Arterial	E	28,700	D

Roadway Name		Functional Classification	Adopted LOS	2046 AADT	2046 LOS
From:	To:				
	Ave)				
CR 44 (Burlington Ave)	CR 452	Urban Minor Arterial	E	25,600	D
CR 452	Ardice Ave/Old Mt Dora Rd	Urban Minor Arterial	E	36,700	E
Ardice Ave/Old Mt Dora Rd	US 441	Urban Minor Arterial	E	34,600	D
SR 44					
City Boundary	East Orange Ave	Urban Minor Arterial	E	18,400	E
East Orange Ave	Waycross Ave	Urban Minor Arterial	E	26,400	E
Waycross Ave	US 441	Urban Minor Arterial	E	41,000	E
County Roadway Segments					
CR 452					
City Boundary	SR 19	Urban Collector	E	15,000	D
CR 44					
City Boundary	E Orange Ave	Urban Collector	E	6,000	D
CR 44A					
City Boundary	CR 44	Rural Major Collector	E	3,700	D
Local Roadway Segments					
Abrams Road					
SR 44	Waycross Ave	Urban Collector	E	8,600	D
Ardice Avenue					
Kurt Street	SR 19	Urban Collector	E	8,100	D
Bates Avenue					
Orange Ave	Estes Rd	Urban Collector	E	1,600	D
David Walker Drive					
Mt Homer Rd	South Grove St	Urban Collector	E	8,600	D
East Crooked Lake Drive					
Country Club Road	US 441	Urban Collector	E	8,100	D
Hicks Ditch Road					
CR 44	Palmetto Street	Urban Collector	E	1,400	D
Huffstetter Road					
City Boundary	Kurt Street	Urban Collector	E	1,600	D
Kurt Street					
David Walker Drive	US 441	Urban Collector	E	7,900	D
Orange Avenue					
SR 19	CR 44	Urban Minor Arterial	E	17,100	E
CR 44	SR 44	Urban minor Arterial	E	19,300	E
Waycross Avenue					
East Crooked Lake Dr	SR 44	Urban Collector	E	7,800	D
Woodward Avenue					
Lake Shore Dr	South Center St	Urban Collector	E	1,400	D

Source: DesignWest Group, 2025

The Lake Sumpter Metropolitan Planning Organization's (MPO) 2045 LRTP Needs Plan showed four capacity improvements that are needed on roadways within the City of Eustis. Please see Table 2.3 for a list of roadway improvements needed.

Table 2.3: 2045 LRTP Needed Improvements for the City of Eustis

Project Name	From	To	Improvement
CR 44	SR 44	US 441	Widen to four lanes
SR 44	SR 44 and Orange Avenue	CR 46A	Widen to four lanes
SR 44	US 441	Orange Avenue	Widen to four lanes
US 441	SR 44	North of SR 46	Widen to six lanes

Source: 2045 LRTP Needs Plan Report

2.2.2.2. Projected Transportation Improvements

The 2045 LRTP also includes a cost feasible plan. The widening projects for SR 44 from SR 44 to CR 46A and from US 441 to Orange Avenue and US 441 from SR 44 to North of SR 46 listed above are included in the 2045 cost feasible plan.

2.2.3. Bicycle and Pedestrian Facilities

The Lake Sumpter MPO's 2045 LRTP Plan includes the North Lake Trail, which is classified as in process or planned.

2.2.4. Public Transportation

Currently, LakeXpress has no plans to change or expand routes in the City of Eustis.

2.3. Hurricane Evacuation

The Florida Division of Emergency Management works with the ten Regional Planning Councils to update the Statewide Regional Evacuation Study. With funding allocated from the State Legislature, regional planning council staff coordinates with local Emergency Management Directors, the Florida Department of Transportation, the National Hurricane Center and others to update components of the Study including the Behavioral Analysis, Shelter Inventory, Storm Surge Analysis and Demographic Data.

The Storm Surge Analysis provides data to local emergency management officials to validate and update regional evacuation zones. Data from the Study is used to model specific information such as evacuation clearance times, vulnerable populations, and local shelter demand. This gives Emergency Managers needed information to make evacuation decisions in preparation for disasters. The Division of Emergency Management is maintaining the Regional Evacuation Study online. A map of hurricane evacuation routes is included in the Comprehensive Plan.

Hurricane vulnerability zones are established using results from the Sea, Lake, and Overland Surges from Hurricanes (SLOSH) numerical model. Storm surge contours are established for

each of the Saffir/Simpson Hurricane Scale Categories (1-5). From the hurricane vulnerability zones, evacuation zones were established. In Lake County, the Evacuation Zones run from A through D. The City does not have an adopted Hurricane Evacuation Zones map.

In the East Central Florida Regional Planning Council's latest study regarding evacuation time, the 2025 Operational Scenario indicates that for Lake County as a whole, the clearance time to shelter is 16.5 hours to 27.5 for evacuation level A through D storms.

3. HOUSING ELEMENT

3.1. Existing Housing Inventory and Characteristics

3.1.1. Total Housing Inventory

Table 3.1 shows total housing inventory and occupancy status of all housing units in the City. The City of Eustis has 9,559 occupied units and 1,176 vacant units, for a 2023 total of 10,735 units.

Table 3.1: City Eustis Housing Units, Vacancy and Occupancy Status

Housing Type	Number	Percent[1]
Vacant Units for Rent	131	11.14%
Vacant Units For Sale	163	13.86%
Vacant Units Rented or Sold, Not Occupied	156	13.27%
Vacant Units for Seasonal, Recreational, or Occasional Use	298	25.34%
Vacant Units for Migrant Workers	0	0.00%
Other Vacant Units	428	36.39%
Total Vacant Units	1,176	10.95%
Total Occupied Units	9,559	89.05%
Total Units	10,735	

[1] Percentages for the types of vacant units (rows 1-6) are given as a percentage of vacant units; percentages for total vacant units and total occupied units are given as a percentage of the total units.
Source: Shimberg Center for Housing Studies from US Census Bureau American Community Survey Data, 2019-2023

3.1.2. Housing Units by Type (Single Family, Multi-Family, and Mobile Homes)

Table 3.2 presents housing units by type. The City of Eustis has 7,510 single-family units, 2,299 multi-family units, and 887 mobile homes. The 2023 total units by type is 10,735.

Table 3.2: City of Eustis Housing Units by Type, 2023

Housing Type	Number	Percent
Single Family (1 att./detach.)	7,510	69.96%
Multi-family (2 or more)	2,299	21.42%
Mobile Home	887	8.26%
Other	0	0.00%
Total	10,735	

Source: Shimberg Center for Housing Studies from US Census Bureau American Community Survey Data, 2019-2023

3.1.3. Housing Units by Tenure (Owner or Renter)

As shown in Table 3.3, there are 9,559 units in the 2023 baseline total with owned units

numbering 6,694 and rented units numbering 2,865. Due to differences in calculations, the owner and renter households do not add up to total households in other tables.

Table 3.3: City of Eustis Housing Units by Tenure, 2023

Tenure	Number	Percent
Owner	6,694	70.03%
Renter	2,865	29.97%
Total	9,559	

Source: Shimberg Center for Housing Studies from US Census Bureau American Community Survey Data, 2019-2023

3.1.4. Housing Units by Age Characteristics

Table 3.4 shows that for the housing units currently within the City, the greatest building activity occurred in the 1980s with 3,096 units.

Table 3.4: City of Eustis Housing Units by Age Characteristics, 2023

Year Built	Number	Percent
2010 or After	676	6.30%
2000-2009	1,814	16.90%
1990-1999	1,649	15.36%
1980-1989	3,096	28.84%
1970-1979	1,167	10.87%
1960-1969	724	6.74%
1950-1959	772	7.19%
1940-1949	216	2.01%
1939 or Earlier	621	5.78%
Total	10,735	

Source: Shimberg Center for Housing Studies from US Census Bureau American Community Survey Data, 2019-2023

3.1.5. Rental Housing Units by Gross Rent Levels

Table 3.5 distributes renter households by various gross rent categories. Distributing the gross rent into categories is useful to assess the number of rental units by rent affordability levels. In the City of Eustis, the rent category with the most units is that between $1,000-$1,499. Housing is considered to be affordable if 30% or less of household income is spent on housing.

Table 3.5: City of Eustis Rental Housing Units by Gross Rent Levels, 2023

Rent Level	Number	Percent
<$200	0	0.00%
$200-$299	115	4.01%
$300-$499	346	12.08%

Rent Level	Number	Percent
$500-$749	307	10.72%
$750-$999	583	20.35%
$1,000-$1,499	608	21.22%
$1,500-$1,999	431	15.04%
$2,000-$2,499	197	6.88%
$2,500-$2,999	112	3.91%
$3,000-$3,499	0	0.00%
$3,500 or More	0	0.00%
No Cash Rent	109	3.80%
Total	2,865	

Source: Shimberg Center for Housing Studies from US Census Bureau American Community Survey Data, 2019-2023

3.1.6. Owner Housing Units by Value Ranges

Data in the following table shows the number of housing units categorized into eight value ranges. According to Table 3.6, the greatest number (2,267; 33.87%) of the City of Eustis's owner-occupied housing stock is valued between $200,000 and $299,999. There are 502 units valued less than $50,000 (7.5%). Approximately 220 (3.29%) units are valued over $500,000.

Table 3.6: City of Eustis Owner Housing Units by Value Ranges, 2023

Housing Value	Number	Percent
<$50,000	502	7.50%
$50,000-$99,999	662	9.89%
$100,000-$149,999	316	4.72%
$150,000-$199,999	800	11.95%
$200,000-$299,999	2,267	33.87%
$300,000-$499,999	1,844	27.55%
$500,000-$999,999	220	3.29%
$1,000,000-$1,499,999	0	0.00%
$1,500,000-$1,999,999	0	0.00%
>$2,000,000	0	0.00%
Total	6,694	

Source: Shimberg Center for Housing Studies from US Census Bureau American Community Survey Data, 2019-2023

3.1.7.Monthly Costs - Owner-Occupied Housing

Owner costs with a mortgage are reported in Table 3.7. The category ranging from $1,500 to $1,999 value ranges contain the majority of mortgaged units in the City of Eustis. Of the 4,357 units reported in this table,1,2812 units (27.82%) appear in this category.

Table 3.7: City of Eustis Monthly Owner Costs with a Mortgage, 2023

Owner-Occupied Monthly Costs	Number of Households	Percent
<$200	0	0.00%
$200-$299	0	0.00%
$300-$399	0	0.00%
$400-$499	0	0.00%
$500-$599	39	0.90%
$600-$699	0	0.00%
$700-$799	0	0.00%
$800-$899	131	3.01%
$900-$999	161	3.70%
$1,000-$1,249	945	21.69%
$1,250-$1,499	947	21.74%
$1,500-$1,999	1,212	27.82%
$2,000-$2,499	368	8.45%
$2,500-$2,999	184	4.22%
$3,000-$3,499	74	1.70%
$3,500-$3,999	0	0.00%
>$4,000	0	0.00%
Total	4,357	

Source: Shimberg Center for Housing Studies from US Census Bureau American Community Survey Data, 2019-2023

3.1.8. Rental Housing Cost Burden

Table 3.8 distributes the number of renter households into various income ranges based on cost to income ratio. The common affordability standard for renters, as well as owners, is no more than 30% of income to be spent on housing costs. Income is given in relation to Area Median Income (AMI) which is the median income for a defined geographical area and is calculated by the US Department of Housing and Urban Development. In the City of Eustis, more than half of rental households, 53.94%, pay more than 30% of their income on housing and are considered to be cost burdened.

Table 3.8: City of Eustis Rental Housing Cost Burden, 2023

Household Income	Percent of Household Income Spent on Housing Costs					
	30% or less		30.1-50%		More than 50%	
	Number	Percent	Number	Percent	Number	Percent
30% AMI or less	161	4.35%	464	12.53%	309	8.34%
30.01-50% AMI	321	8.67%	452	12.20%	285	7.69%
50.01-80% AMI	446	12.04%	375	10.12%	59	1.59%
80.01-100% AMI	363	9.80%	0	0.00%	54	1.46%
Greater than 100% AMI	415	11.20%	0	0.00%	0	0.00%

Household Income	Percent of Household Income Spent on Housing Costs					
	30% or less		30.1-50%		More than 50%	
	Number	Percent	Number	Percent	Number	Percent
Total	1,706	46.06%	1,291	34.85%	707	19.09%

Source: Shimberg Center for Affordable Housing from US Census Bureau American Community Survey Data, 2019-2023.

3.1.9. Owner Housing Distributed by Cost-to-Income Ratios for Households at Different Income Levels

Where Table 3.8 shows the number of renter households, Table 3.9 shows the number of owner households in various income ranges and distributes them into ranges based on the percentage of their income spent on housing. The greatest number of households, 4,899, pay less than 30% of their income towards housing.

Table 3.9: City of Eustis Owner Housing Cost Burden, 2023

Household Income	Percent of Household Income Spent on Housing Costs					
	30% or less		30.1-50%		More than 50%	
	Number	Percent	Number	Percent	Number	Percent
30% AMI or less	10	0.17%	83	1.40%	218	3.66%
30.01-50% AMI	244	4.10%	130	2.19%	96	1.61%
50.01-80% AMI	643	10.81%	316	5.31%	10	0.17%
80.01-100% AMI	441	7.41%	114	1.92%	47	0.79%
Greater than 100% AMI	3,561	59.86%	36	0.61%	0	0.00%
Total	4,899	82.35%	679	11.41%	371	6.24%

Source: Shimberg Center for Affordable Housing from US Census Bureau American Community Survey Data, 2019-2023.

3.1.10. Housing Unit Condition

Table 3.10 provides a summary of housing unit conditions provided by 2023 Shimberg data using indicators of over-crowdedness, lack of heating fuel, kitchens, or plumbing facilities. According to the 2023 data, lacking complete kitchen facilities is the primary substandard condition in the City of Eustis with 266 households.

Table 3.10: City of Eustis Housing Condition Summary, Substandard Indicators, 2023

Substandard Housing Criteria	Number	Percentage of Occupied Housing Units
Overcrowded (1.01 or More Persons per Room)	0	0%
No Fuel Used	116	1.20%
Lacking Complete Kitchen Facilities	266	2.50%
Lacking Complete Plumbing Facilities	126	1.20%

Source: Shimberg Center for Affordable Housing from US Census Bureau American Community Survey Data, 2019-2023.

3.2. Projected Housing

3.2.1. Household Projections by Size, Income, and Age

The US Census Bureau provides a breakdown of household size within the ACS data. Table 3.11 shows the number and percentage of household sizes for 2023.

Table 3.11: City of Eustis Household Size, 2023

Household Size	Number	Percent
1-person household	2,928	30.63%
2-person household	3,475	36.35%
3-person household	1,286	13.45%
4-or-more-person household	1,870	19.56%
Total	9,559	

Source: US Census Bureau American Community Survey, 5-year Estimates 2019-2023

Table 3.11 shows that 2-person households make up 36.35% of the City's households. These percentages for household size will be carried through future projections for the number of households through the planning timeframe. The 2023 estimate for people per household (2.41) will be applied to the population projections in Table 1.2 to provide an estimate of the number of households for 2030, 2035, 2040, and 2045. Table 3.12, below, shows the projections for the number of households by size for these future years.

Table 3.12: City of Eustis Household Projections by Size, 2030-2045

Household Size	2030	2035	2040	2045
Total Occupied Households	12,302	13,305	14,099	14,754
1-person household	3,768	4,075	4,318	4,519
2-person household	4,472	4,836	5,125	5,363
3-person household	1,655	1,790	1,896	1,984
4-or-more-person household	2,406	2,602	2,758	2,886

Source: DesignWest Group, 2025

Table 3.13, below, shows the projections for the number of households within each income range, shown as a percentage of AMI. AMI for the future is not known, as it changes over time based upon area incomes and other economic factors. The largest percentage of households (41.56%) within the City of Eustis are expected to make over 100% of AMI. Households with incomes at this level are the least cost burdened as shown in Tables 3.8 and 3.9, above.

Table 3.13: City of Eustis Household Projections by Income Range, 2030-2045

Household Size	2023	Percent	2030	2035	2040	2045
Total Households	9,653		12,302	13,305	14,099	14,754
Greater than 100% of AMI	4,012	41.56%	1,587	1,716	1,818	1,903

Household Size	2023	Percent	2030	2035	2040	2045
Greater than 80% but less than or equal to 100% of AMI	1,019	10.56%	1,947	2,106	2,232	2,335
Greater than 50% but less than or equal to 80% of AMI	1,849	19.15%	2,356	2,549	2,701	2,826
Greater than 30% but less than or equal to 50% of AMI	1,528	15.83%	1,299	1,405	1,488	1,557
Less than or equal to 30% of AMI	1,245	12.90%	5,113	5,530	5,860	6,132

Source: DesignWest Group, 2025; 2023 data from Shimberg Center for Housing Studies

Table 3.14, below, shows the population projections for the City of Eustis by age. The percentages of each age group from the Shimberg Center for Housing Studies were applied to the City's population projections through the planning horizon.

Table 3.14: City of Eustis Population Projections by Age, 2030-2045

Age	2023 Population	Percent	2030 Population	2035 Population	2040 Population	2045 Population
0-4	1,445	6.04%	1,791	1,937	2,053	2,148
5-9	1,329	5.56%	1,647	1,782	1,888	1,976
10-14	1,381	5.77%	1,712	1,851	1,962	2,053
15-19	1,267	5.30%	1,571	1,699	1,800	1,884
20-24	1,335	5.58%	1,655	1,790	1,897	1,985
25-29	1,593	6.66%	1,975	2,136	2,263	2,368
30-34	1,518	6.35%	1,882	2,035	2,156	2,257
35-39	1,399	5.85%	1,734	1,876	1,987	2,080
40-44	1,361	5.69%	1,687	1,825	1,933	2,023
45-49	1,252	5.23%	1,552	1,678	1,779	1,861
50-54	1,396	5.84%	1,730	1,872	1,983	2,075
55-59	1,660	6.94%	2,058	2,225	2,358	2,468
60-64	1,730	7.23%	2,145	2,319	2,458	2,572
65-69	1,460	6.10%	1,810	1,957	2,074	2,170
70-74	1,258	5.26%	1,559	1,687	1,787	1,870
75+	2,534	10.59%	3,141	3,397	3,600	3,767
Total	23,918		29,649	32,065	33,978	35,557

Source: 2023 Data from Shimberg Center for Housing Studies; 2030-2045 calculations by DesignWest Group, 2025

Table 3.15, below, shows household projections for the City of Eustis by age of householder through the planning timeframe. Age of householder can help estimate the type of household that is required. Younger householders may need larger houses for families, while older householders may be retired and looking for smaller houses.

Table 3.15: City of Eustis Household Projections by Age of Householder, 2030-2045

Age of Householder	2023	2030	2035	2040	2045
Owner					
15-34	665	856	926	981	1,026
35-54	2,142	2,757	2,981	3,159	3,306
55-64	1,772	2,280	2,466	2,614	2,735
65 and older	2,115	2,722	2,944	3,120	3,264
Total	6,694	8,615	9,317	9,873	10,332
Renter					
15-34	572	736	796	844	883
35-54	988	1,272	1,375	1,457	1,525
55-64	591	761	823	872	912
65 and older	714	919	994	1,053	1,102
Total	2,865	3,687	3,988	4,226	4,422

Source: 2023 Data from Shimberg Center for Housing Studies; 2030-2045 calculations by DesignWest Group, 2025

3.2.2. Projections of Need for Housing

The final section provides projections of additional housing needed for the years 2030, 2035, 2040, and 2045. Projections are created by taking the total number of households estimated for each future year and applying the current vacancy rate (10.95% of all units, based upon Shimberg data) to estimate the number of vacant units. These numbers are then added together to project the number of units that are needed to accommodate the population through the planning timeframe. Need is determined by calculating the difference between the supply (estimated 2023 total units, based upon Shimberg data) and the projected demand. By the year 2045, the City of Eustis will need a projected increase in housing units of 5,635.

Table 3.16: City of Eustis Projection of Additional Units Needed 2030-2045

Year	Occupied Housing Units	Vacant Housing Units	Total Housing Units	Additional Housing Units Needed
2023	9,559	1,176	10,735	
2030	12,302	1,347	13,649	2,914
2035	13,305	1,457	14,762	4,027
2040	14,099	1,544	15,643	4,908
2045	14,754	1,616	16,370	5,635

Source: 2023 Data from Shimberg Center for Housing Studies; 2030-2045 calculations by DesignWest Group, 2025

Table 3.17 shows the split between the future need for single and multi-family housing. Using the percentages of existing housing types from Table 3.2, the projected need for each type of housing unit is projected through the planning timeframe.

Table 3.17: City of Eustis Projected Number of Housing Units Needed by Type, 2030-2045

Year	Increase Needed	Single Family	Multi Family	Mobile Home
Percent of Total		69.96%	21.42%	8.26%
2030	2,914	2,039	624	241
2035	4,027	2,817	863	333
2040	4,908	3,434	1,051	405
2045	5,635	3,942	1,207	465

Source: DesignWest Group, 2025

By the end of the planning horizon, the City will need an additional 5,635 dwelling units. It is assumed that approximately 78% (4,407) will be single family or mobile homes and will be accommodated in the Rural Residential, Suburban Residential, and Mobile Home/RV land use categories. These categories have an estimated average density of 4 units per acre. Approximately 22% (1,207) of the units needed by 2046 will be multi-family units that will be accommodated in the Urban Residential and Mixed Commercial/Residential Land Use Categories with an estimated average density of 8 units per acre. Based on these assumptions, approximately 1,102 acres will be needed for single family residential housing. Approximately 150 acres will be needed for future multi-family development. Ultimately, however, market forces determine the location and type of housing that will be needed and will drive the amount of land needed to accommodate the future population.

4. INFRASTRUCTURE ELEMENT

4.1. Potable Water

Potable water for the City of Eustis is provided by the City's public water system. The City operates three community water systems that provide potable water service and fire protection to areas within the incorporated City limits and some unincorporated areas. The water systems, Main, Eastern, and Heathrow Country Estates, operate independently of each other. The operating capacities of the water systems (14.805, 1.790, and 1.368 Million Gallons per Day [MGD], respectively) are well above the permitted limits on average annual daily withdrawal (4.30, 0.369, and 0.112 MGD, respectively). The City has an adopted LOS for each of its water systems. For the Main system, the adopted LOS is 99 gallons per capita per day (gpcpd). For the Heathrow and Eastern systems, the adopted LOS is 150 gpcpd and 151 gpcpd. This difference is due to the more readily availability of reclaimed water systems within the Main water system. Since each water system has its own adopted LOS, and the apportionment of future population to the areas the water systems serve is beyond the scope of this analysis, an LOS of 150 gpcpd will be used to evaluate the availability of future capacity to serve the projected population. Table 4.1, below shows the projected potable water demand for the City as a whole using this standard.

Table 4.1: City of Eustis Potable Water Demand, 2025-2050

Year	Projected Population Increase	Projected Increase in Demand (MGD)	Projected Sanitary Sewer Service Demand (MGD)[1]
2025			1.52
2030	5,172	0.78	2.29
2035	7,588	1.14	2.66
2040	9,501	1.43	2.94
2045	11,080	1.66	3.18
2050	12,491	1.87	3.39

1 Current demand is estimated using the 150 gpcpd standard.

Source: DesignWest Group, 2025.

Table 4.2, below, shows the calculations for the remaining capacity within the potable water system as a whole based on the projected increase in population and the adopted level of service.

Table 4.2: City of Eustis Projected Potable Water Capacity, 2030-2050

Year	Estimated Capacity (MGD)	Projected Demand (MGD)	Remaining Capacity (MGD)
2030	4.78	2.29	2.49
2035	4.78	2.66	2.12

Year	Estimated Capacity (MGD)	Projected Demand (MGD)	Remaining Capacity (MGD)
2040	4.78	2.94	1.84
2045	4.78	3.18	1.6
2050	4.78	3.39	1.39

Source: DesignWest Group, 2025

Table 4.2 shows that the City's water system as a whole has adequate capacity to serve the projected population. The potable water system's operation capacity exceeds its permitted withdrawals if demand for potable water increases beyond estimated demand or within a specific service area. No expansion in potable water capacity is expected to be needed through the planning timeframe.

4.2. Sanitary Sewer

The City of Eustis provides sanitary sewer service through two systems that provide service to residential, commercial, industrial, and institutional customers within the incorporated City limits and some unincorporated areas. The wastewater treatment facilities, Eustis Eastern and Eustis Bates Avenue, have a permitted capacity of 1.30 and 2.99 MGD respectively.

The adopted LOS standard for sanitary sewer for the City of Eusits is 250 gallons per day per household (gpdphh). This standard will be used to estimate the demand on the City's sanitary sewer facilities through the planning timeframe. The City's population is projected to increase by 12,491 people by 2050. Table 4.3, below, shows the calculations for the increased demand on the City's sanitary sewer system based on the projected increase in population and the adopted level of service. Table 4.4 shows the estimated remaining Capacity for sanitary sewer facilities through the planning timeframe.

Table 4.3: City of Eustis Sanitary Sewer Service Demand, 2025-2050

Year	Projected Population Increase	Projected Increase in Demand (MGD)	Projected Sanitary Sewer Service Demand (MGD)[1]
2025			2.54
2030	5,172	0.54	3.08
2035	7,588	0.79	3.33
2040	9,501	0.99	3.52
2045	11,080	1.15	3.69
2050	12,491	1.30	3.83

Source: DesignWest Group, 2025.

Table 4.4: City of Eustis Projected Sanitary Sewer Service Demand, 2030-2050

Year	Estimated Capacity (MGD)	Projected Demand (MGD)	Remaining Capacity (MGD)
2030	4.29	2.29	2.00
2035	4.29	2.66	1.63
2040	4.29	2.94	1.35
2045	4.29	3.18	1.11
2050	4.29	3.39	0.90

Source: DesignWest Group, 2025

As Table 4.4 shows, there should be adequate capacity to serve the projected population. No expansion in sanitary sewer facilities is anticipated to be needed through the planning timeframe. The projected demand leaves 0.90 mgd capacity to serve future growth.

Pursuant to requirements in Section 163.3177(6)(c)3, F.S., there are no developments of 50 or more lots with more than one onsite sewage treatment and disposal system. The City requires that properties connect to central water and sanitary sewer systems when these systems are reasonably available with connectivity, capacity, and proximity criteria set out within the State's definition of reasonably available in regards to potable water and sewer systems. Undeveloped parcels are required to connect to central water and sewer systems at the time of development if reasonably available.

4.3. Solid Waste

The City of Eustis contracts with Waste Management to remove the City's solid waste. The solid waste is transferred to the Covanta Lake County Resource Recovery Facility in Okahumpka, Florida. This facility is operated by Covanta Energy Corporation and is a waste to energy plant that uses two incinerators to process approximately 250 tons of municipal solid waste daily. Through this process, the facility generates both electricity and steam, contributing to renewable energy production.

The adopted LOS standard for the City of Eustis solid waste is 7.0 lbs per capita per day. This equates to approximately 1.28 tons per capita per year. Table 4.5, below, shows the calculations for the increased demand on the City's solid waste system based on the projected increase in population and the adopted level of service.

Table 4.6: City of Eustis Projected Solid Waste Service Demand, 2030-2045

Year	Projected Population Increase	Projected Increase in Demand (Tons per Day)	Projected Solid Waste Demand (Tons Per Day)
2025			85.67
2030	5,172	18.10	103.77

Year	Projected Population Increase	Projected Increase in Demand (Tons per Day)	Projected Solid Waste Demand (Tons Per Day)
2035	7,588	26.56	112.23
2040	9,501	33.25	118.92
2045	11,080	38.78	124.45
2050	12,491	43.72	129.39

Source: DesignWest, 2025

In 2050, the demand for solid waste services is calculated at 129.39 TPD. The Covanta Lake County Resource Recovery Facility is expected to have adequate capacity to serve the projected population through the planning horizon of 2046.

4.4. Stormwater

The adopted LOS standard for the City of Eustis's stormwater system is as follws:

- Rate of Discharge. The post-development peak rate of discharge shall not exceed predevelopment conditions based on a 50-year, 24-hour storm for areas having positive drainage outfall, and a 100-year, 24- hour storm for areas which do not have positive drainage outfall pursuant to City LDR found in Section 106-2 (Applicability and Exemptions), Section 115-5 (Stormwater Management) and Section 121-25 (Flood Plains) of the City Code of Ordinances.

- Volume of Discharge. The post-development volume of discharge shall not exceed predevelopment conditions based on a 100-year, 24-hour storm for certain drainage basins identified in the 2014 Master Stormwater Plan. Volumes of discharge for other basins may meet lesser requirements to be determined pursuant to the City LDR.

- Retention/Detention. Minimum on-site retention/detention for pollution abatement purposes shall be as determined by the SJRWMD per Rule 40C-42, FAC (for sections of the planning area within the City) and by the Lake County Subdivision Regulations and SJRWMD per Rule 40C-42, FAC in unincorporated sections of the planning area. These regulations must be followed pursuant to the City LDR.

Maintenance and improvements to the stormwater system are made as needed and as funding allows and in accordance with the 2014 City of Eustis Master Stormwater Plan.

4.5. Natural Groundwater Aquifer Recharge

There are several areas of natural groundwater aquifer recharge areas within the City. These areas are shown on Map 12: Wekiva Study Area Most Effective Undeveloped Recharge Areas. These areas, as well as the areas around the City's groundwater wells, are protected by both local and state policies. These policies govern the type of development, impervious surfaces, and stormwater discharge standards. As part of the Wekiva Protection Area, development in

these areas is closely monitored and controlled to protect the water quality of the City's water supply as well as Wekiwa Springs.

5. CONSERVATION ELEMENT

5.1. Natural Areas

5.1.1. Surface Water

Lakes, streams, and possible wetland areas are shown on Map 6: Surface Water Features. There are no rivers within the City. The City of Eustis lies within the Ocklawaha River Watershed. Many other smaller bodies of water meander through the City. According to monitoring done by the Florida Department of Environmental Protection, there are several water bodies whose drainage basins are at least partially within City limits or within the Eustis Planning area who are failing to meet water quality standards. Table 5.1, below, lists these water bodies. Non-point sources of pollution are the source of these impairments, and the City will cooperate with the SJRWMD and FDEP to reduce the conditions that result in these impaired water bodies.

Table 5.1: City of Eustis Water Bodies

Water Body	Size	Impairment Status
Lake Eustis	7,806 acres	Impaired – Total Phosphorous
Lake Yale	4,042 acres	Impaired – Total Phosphorous
Lake Joanna	309 acres	Impaired – Total Phosphorous
Lake Eldorado	185 acres	Not Impaired
East Crooked Lake	155 acres	Not Impaired
West Crooked Lake	112 acres	Not Impaired
Trout Lake	112 acres	Impaired – Total Phosphorous, Total Nitrogen, Chlorophyll-a
Lake Bracy	77 acres	Not Impaired
Lake Swatara	76 acres	Not Impaired
Lake Woodward	68 acres	Not Impaired
Lake Serpentine	58 acres	Not Impaired
Clear Lake	51 acres	Not Impaired
Lake May	31 acres	Not Impaired
Lake Hermosa	30 acres	Not Impaired
Bay Lake	26 acres	Not Impaired
Lake Louise	25 acres	Not Impaired
Lake Gracie	20 acres	Not Impaired
Lake Etowah	19 acres	Not Impaired
Lake Myrtle	16 acres	Not Impaired
Blue Lake	15 acres	Not Impaired
Lake Willie	13 acres	Not Impaired
Lake Dixie	9.7 acres	Not Impaired
Lake Erma	7.5 acres	Not Impaired

Water Body	Size	Impairment Status
Lake Dot	6 acres	Not Impaired
Green Lake	5 acres	Not Impaired
Lake Maggie	4.2 acres	Not Impaired

Source: FDEP SWIM program interactive map, 2025

5.1.2. Wetlands/marshes

Wetland areas have been identified on the south end of Trout Lake, Lake Yale, and the Eustis Meadows (an area of undisturbed marsh). These habitats provide a home, food source, breeding ground, nursery, and refuge for many species of animals and plants which depend upon these ecosystems for their continued survival.

5.1.3. Air Resources

Ambient air quality is monitored statewide through the State and Local Air Monitoring System (SLAM). Standards have been established for air contaminants based on federal standards for ambient air quality. The FDEP maintains an extensive monitoring program to track air quality in the State. Lake County is monitored for ozone in the southern part of the county. There are no air monitoring stations closer to the City.

A permit is required for the construction, modification, expansion, or operation of any facility or development that will emit pollutants into the air. The Division of Air Resources Management (FDEP) issues air quality construction permits for major possible air pollution developments. Minor source construction and operating permits are processed in the FDEP district offices.

5.1.4. Flood-Prone Areas

The floodplains in the City of Eustis area are shown on Map 7: Areas Subject to Flooding. These areas indicate the 100-year potential flood areas. The floodplain areas delineated within the planning area pose no devastating threat from flooding. Current City and County ordinances are believed to provide adequate regulation for protection from flood damage at the time of initial construction. The ordinances are designed to restrict or prohibit uses which are dangerous to health, safety, and property due to water erosion hazards, regulate the location and construction standards of uses vulnerable to floods, control alterations to natural floodplains, prevent or regulate the construction of flood barriers which will unnaturally divert flood waters or which may increase flood hazards to other lands.

5.1.5. Sources of Commercially Valuable Minerals

There are no sources of commercially valuable minerals within the City of Eustis.

5.2. Fisheries, Wildlife, Marine Habitat, and Vegetative Communities

5.2.1. Fisheries

There are no commercial seafood harvesting or processing facilities within the City.

5.2.2. Wildlife

There is potential for 67 animals and 31 plants on the State's list of endangered, threatened, or imperiled species to occur within the City or its planning area. All greenfield development is required to evaluate the site for the presence of an endangered, threatened, or imperiled species prior to development.

5.2.3. Vegetative Communities

There are six identifiable general vegetative communities found within the planning area. They are:

- Xerophytic pine communities
  - Sandpine Scrub
  - Longleaf Pine Sandhill
- Hydrophytic communities
  - Pine Flatwoods
  - Lake Border Swamp
  - Cypress Pond
  - Wet prairies

These six vegetative communities have been significantly altered because of the urban development which began with the settlement of the City of Eustis in the 1870s and the extensive citrus production that began after the freeze of 1894-95. Back-to-back devastating freezes in the early 1980s killed the majority of the mature citrus trees found within the southern and eastern portions of the planning area. Some of the groves have since been replanted in the eastern portion of the planning area as there is little pressure from development in this area of the county. Most of the dead groves with lake frontage, in the US 441 corridor, or near the urbanized fringes were not replanted because of their strategic locations and higher land values for future development.

The vegetative communities are described in more detail below in the following paragraphs.

- Xerophytic pine communities

- Sandpine scrub: Sandpine scrub is a fire-dependent, subclimax evergreen community occurring on elevated, infertile, and excessively drained sands of marine origin. The understory of the scrub community is composed primarily of woody shrubs with oak species being most common. Destructive crown fires occur about every 50 years for regeneration of the forest. The sandpine scrub occurs on the excessively well drained soils of the St. Lucie, Lakewood, Palmetto, Walaka, and Paola series in the eastern portion of the planning area. Most of these areas have been cleared for citrus groves and have little or no value as farmland because of the excessively drained nature of the soils which would require extensive irrigation and fertilization.

- Longleaf pine sandhill: This sandhill community, also known as the longleaf pine-turkey oak community, is a fire-dependent, subclimax community which occurs throughout the urbanized center of the City of Eustis along the Mount Dora Ridge. The canopy was once dominated by longleaf pine which was heavily logged in the early 1900s. Variations of the sandhill community are recognized by the occurrence of four subcanopy, co-dominant deciduous oaks, with turkey • oaks being the most common. Unlike the sand pine scrub community, the sand hills have an abundant herbaceous groundcover. The sandhill community occurs most commonly on the Lakeland-Eustis-Blanton/Norfolk associations. Soils consist of excessively drained, deep sands with high permeabilities and low water holding capabilities. The water tables are usually more than six feet below the surface. Scattered longleaf pines and turkey oaks are found within the urbanized area today. Also found within this community are subcommunities of xeric oak hammocks which typically occur as a fringe around the numerous lakes found within the planning area. The most significant stands occur along the northern edges of East and West Crooked lakes.

➢ Hydrophytic communities

- Pine flatwoods: The pine flatwoods is a fire-dependent, subclimax community occurring on poorly drained flatland dominated by pine trees. It is the most common ecosystem found within the St. Johns River drainage basin. Three phases of flatwoods are recognized based on the occurrence of longleaf, slash, and pond pine, with mixed dominance being common. There is usually a dense scrub and herbaceous layer beneath the pine canopy, composed chiefly of soft palmetto, galberry, runner oak, and wiregrass. The flatwoods occur on a variety of soil types, all of which are poorly to imperfectly drained because of their lower relief in the presence of either fine textured soil materials or cemented organic layers of hardpan at varying depths. The water table is usually located close to the surface. These areas occur predominantly in the northwest portion of the planning area within the Central Valley. There are also a number of scattered pockets of flatwood associations which correspond to natural low drainage areas associated with the closed basin lakes.

- Lake border swamp: Many of the lakes in the region are surrounded by this community which consists principally of cypress or ash-gum-cypress communities. In the planning area, these areas occur along the eastern side of Lake Eustis, along Lakeview Drive, and in the Trout Lake and Lake Yale areas. These stands have been heavily timbered in the past, but new growth cypress and other hardwoods are present in many areas.

- Cypress ponds: Cypress ponds are forested wetlands which are found throughout flatwood areas. Each occurs in a lens-shaped depression and is usually underlaid by an impervious clay and/or hardpan layer which impedes seepage and is responsible for the pooling of water. The ponds vary in size from one acre to as much as ten acres. The canopy is dominated by cypress, with bayhead species (such as gum and slash pine) commonly invading the shallower margins. Cypress ponds are characterized by fluctuating water levels and are seasonally or permanently wet. In the planning area, cypress ponds are found in scattered areas east of Hicks Ditch in the vicinity of Clear Lake.

- Wet prairies: The wet prairie is a marsh-like community dominated by herbaceous cover of grasses, sedges, herbs, and occasional shrubs. This community commonly occupies the margins of sandhill pines and lakes between the normal water level and the characteristic vegetation which marks the beginning of the surrounding forest. Width of these communities varies depending on the water level fluctuations. This community is not only adapted to periodic flooding and drying, but requires these pulses to discourage invading plants in order to maintain the characteristic prairie vegetation . In the planning area, wet prairies occur at the south end of Lake Yale and some fringe areas of the Eustis Meadows. To a lesser degree, they occur within the fringe areas of other lakes within the planning area. Of special note is Lake Lincoln, which is a dry lake bed prairie at this time and continually subject to water level fluctuations.

The diversity of these six communities within the planning area is strongly associated with the diversity of soils. The many characteristics of soils, such as chemical composition, texture, depth, and position affect the supply of moisture and nutrients to the plants. For these communities to remain, this delicate system should be maintained and protected since particular species of flora and fauna are always found within a given community. Each community is distinctive, with its own species, composition, structure, and environmental relations. The vegetative community and the environment form a basic functional unit, the ecosystem.

5.3. Erosion

No significant soil erosion is occurring within the City.

6. RECREATION AND OPEN SPACE ELEMENT

6.1. Existing Facilities

The City of Eustis contains approximately 69.46 acres of park and recreation facilities. Table 6.1, below, lists each park within the City and its associated facilities.

Table 6.1: City of Eustis Park and Recreation Facilities, 2025

Name	Acreage	Service Area	Recreational Orientation	Facilities
Bennett Park	2.24	Neighborhood	Active/Passive	Gazebo, Picnic Tables, Playground, Tennis Court
Cardinal Cove	6.8	City/Community	Active/Passive	1/4 mile Paved Walking Trail, Lake/Lakeview, Picnic Tables, Tennis Court, Fishing, Pickleball Courts
Carver Park	10.91	City/Community	Active/Passive	Basketball Court (outdoor), BBQ Grill, Benches, ADA Accessible, Pet Waste Station, Picnic Tables, Playground, Restroom Facilities, Water Fountains, Youth Activity Area
Clifford House & Museum	1.31	Special Facility	Passive	Citrus Museum, Restrooms, ADA Accessible, Historic House, Parking
Corey Rolle Field	6.45	City/Community	Active/Passive	ADA Accessible, Picnic Tables, Benches, Racquetball Court, Pavillion, Grassed Sports Field, Bleachers, Concession Stand, Electric Scoreboard
Elizabeth Circle	0.88	Neighborhood	Active/Passive	ADA Accessible, Picnic Tables, Playground, Shade Areas, Tennis Courts
Eustis Lake Walk		Special Facility	Passive	Boardwalk, 23 Boat Slips, 4 Pavilions, 3,225 L.F. of Walking Path
Ferran Park	8.18	City/Community	Active/Passive	ADA Accessible, Bendshell, Benches, Phone Charging

Name	Acreage	Service Area	Recreational Orientation	Facilities
				Station, EV Car Charging Station, Fishing, Gazebo, Lake/Lakeview, Playground, Restroom Facilities, Walking Trail, Water Fountains, Kayak Launch
"GT" Gnann-Thompson Memorial Dog Park	1.8	City/Community	Passive	ADA Accessible, Benches, Dog Wash Bays, Dog Water Fountain; Dog Water Features, Pet Waste Station, Shade Areas, Water Fountains
Palmetto Point Park	18.8	City/Community	Active/Passive	ADA Accessible, Public Restrooms, Disk Golf Station, 1/2 mile Walking Trail, Grassed Sports Field, and Pet Waste Station.
Pendleton Park	1.75	Community/ Neighborhood	Active/Passive	ADA Accessible, Benches, Shae Areas, Basketball Court (outdoors), Picnic Tables, Pavillion (Sports), Playground
Selleen Tot Lot	0.34	Neighborhood	Active	ADA Accessible, Benches, Picnic Facilities, Playground, swing sets
Sunset Island Park	10	City/Community	Active/Passive	ADA Accessible, Benches, Basketball Court (outdoors), Racquetball Courts. Skate Park, Pet Waste Station, Sports Pavillion, Tennis Court, Restroom Facilities, Walking Trails, Water Fountain

Source: City of Eustis, 2025

6.2. Needs Analysis

The City of Eustis has deleted its level of service (LOS) standard for recreation and open space facilities.

7. INTERGOVERNMENTAL COORDINATION ELEMENT

7.1. Intergovernmental Coordination Inventory

The area of concern for intergovernmental coordination includes Bay County, the City of Springfield, and the City of Lynn Haven. These areas represent the county of residence and adjacent municipalities.

7.1.1. Intergovernmental Inventory

Local Governments:	Lake County, City of Tavares, City of Mount Dora.
Local Boards and Special Districts:	Lake County School Board
Regional Agencies:	Lake Sumpter Metropolitan Planning Organization (MPO), East Central Florida Regional Planning Council.
State Agencies:	SJRWMD, FDEP, FDOT, and Florida Fish and Wildlife Conservation Commission.

7.1.2. Existing Coordination Mechanisms

The primary instruments employed are interlocal agreements for essential services such as utilities and roadways. A summary of specific agreements is shown in Table 1.

Table 7.1. Summary of Intergovernmental Coordination Agreements

Subject of Agreement	Plan Elements Affected	Parties Other than City of Eustis	Lead Agency
Building Permits	Future Land Use	Lake County	City of Eustis
Concurrency Management	All Elements	Lake County, FDOT, FDEP	City of Eustis
Metropolitan Planning Organization	Traffic Circulation	Lake County, FDOT, East Central Florida RPC	Lake Sumpter MPO
Traffic	Transportation	Lake County	Lake County
Traffic	Transportation	FDOT	FDOT
Public School Facilities	Public School Facilities, Intergovernmental Coordination, Capital Improvements Element	Lake County School Board, Other Cities in Lake County	Lake County School Board

Source: City of Eustis, 2025

7.1.3. Intergovernmental Coordination Issues

This section summarizes intergovernmental coordination issues as they relate to each comprehensive plan element.

Future Land Use

The City of Eustis shares jurisdictional boundaries with the Cities of Tavares and Mount Dora and with Lake County. Most issues concerning annexation are dealt with through the use of a joint planning area, the City of Eustis Planning area that extends to the north, east, and south of the City. The City has input into the planning of this area, and is responsible for utility infrastructure expansion in this area.

Transportation

Traffic circulation in Lake County is managed by the Lake Sumpter MPO. The organization was established to recommend and monitor transportation programs in the urban area. The MPO is comprised of study committees representing local elected officials and technical staff. This arrangement provides a forum for discussion and action on local transportation issues on a system-wide basis.

Housing

The City should continue to coordinate with local, state, and federal agencies in the provision of public housing and rental subsidies. The City should also continue to participate via the Interlocal agreement for the provision of potable water to provide adequate service for future housing needs.

Infrastructure

Provision of potable water and solid waste disposal are areas in which intergovernmental coordination is effectively taking place. Contracts and agreements provide specific terms and conditions of performance which are adhered to by the City and the other parties to the agreements.

Conservation

The most significant natural resources issue from the Conservation Element is the quality of surface waters within the City. The City should continue to cooperate with any efforts to quantify contamination problems and to identify and implement potential corrective actions.

Recreation and Open Space

The City needs to expand its Park and Recreation facilities to meet its adopted Level of Service in this area. To promote these opportunities, the City should consider coordination with adjacent local governments for shared facilities.

7.1.4. Coordination Among Local Comprehensive Plans

Chapter 163, F.S., requires the comprehensive plan to "provide for procedures to identify and implement joint planning areas, especially for the purposes of annexation, municipal incorporation, and joint infrastructure service areas." The City has an identified joint planning area that extends to the north, east, and south of the City. The City has input into the planning of this area, and is responsible for utility infrastructure expansion in this area.

The City also has the opportunity to participate in the review and approval of amendments to the comprehensive plans of adjacent local governments. When a proposed amendment is available for review, as part of the required public participation process, the City should review the proposal to ascertain any impacts to the City.

7.1.5. Recognition of Campus Master Plans

Chapter 163, F.S., also requires the comprehensive plan to "provide for recognition of campus master plans prepared pursuant to s. 240.155." The City will work with a University's Board of Regents in the development of a "campus development agreement" as provided for in s. 240.155(10) if the need arises.

7.2. Coordination with Plans of the School Board and Other Units of Local Government Providing Services but Not Having Regulatory Authority Over the Use of Land

The Intergovernmental Coordination Element is required to include principles and guidelines to be used to coordinate the adopted comprehensive plan with the plans of the school board and other units of local government which provide facilities and services but do not have regulatory authority over the use of land. Further, such principles and guidelines must be formalized (by interlocal or other formal agreement) within one year after adoption into the comprehensive plan.

Formal coordination with the School Board is already in place. An interlocal agreement was executed that specifies that the City and the School Board will both utilize the University of Florida Bureau of Business Research (BEBR) mid-range population projections for planning purposes; this interlocal agreement also specifies those land use categories in which public schools are allowed to be located.

Recognizing that disputes will occasionally arise between local governments over growth management issues, the City continues its policy to resolve conflicts with other local governments through the East Central Florida Regional Planning Council informal mediation process when considered necessary.

8. CAPITAL IMPROVEMENTS ELEMENT

8.1. Public Facility Needs

8.1.1. Traffic Circulation – There are no roadway capacity needs.

8.1.2. Sewer – There are no identified sanitary sewer capacity needs at this time.

8.1.3. Water – There are no identified water system capacity needs at this time.

8.1.4. Stormwater – There are no identified stormwater capacity needs at this time.

8.1.5. Recreation – There are no identified recreation capacity needs at this time

8.1.6. Other – Development of vacant areas based on future land use will generate needs for additional sanitary sewer and water lines, roads, and stormwater drainage. Developers will be required to install these facilities on any property they develop. Subsequently, the need for major capital improvements by the City should be minimized.

9. Plan Amendment Standards of Review

The City of Eustis Comprehensive Plan is designed to preserve and enhance the public health, safety, and welfare through the management of growth, the provision of adequate public services and the protection of natural resources. These purposes are accomplished by the legislative establishment of goals, objectives, and policies that are designed to guide the future growth and development of lands within the City.

9.1 All Plan Amendments

All applications for a Plan amendment including, but not limited to, site specific applications for changes in land use designations, are presumed to involve a legislative function of local government which, if approved, would be by legislative act of the City and shall, therefore, be evaluated based upon the numerous generally acceptable planning, timing, compatibility, and public facility considerations detailed or inferred in the policies of the Plan. Each application for an amendment to the Map #1: 2035 Future Land Use Map by changing the land use designation assigned to a parcel of property shall also be reviewed to determine and assess any significant impacts to the policy structure on the Comprehensive Plan of the proposed amendment including, but not limited to, the effect of the land use change on either the internal consistency or fiscal structure of the Plan.

This Plan amendment application review and evaluation process will be prepared and presented in a format consistent with the four (4) major categories of Plan policies as follows:

9.1.1 General Public Facilities/Services

Since the Plan policies address the continuance, expansion and initiation of new government service and facility programs, including, but not limited to, capital facility construction, each application for a land use designation amendment shall include a description and evaluation of any Plan programs (such as the effect on the timing/financing of these programs) that will be affected by the amendment if approved. This analysis shall include the availability of, and actual and anticipated demand on, facilities and services serving or proposed to serve the subject property. The facilities and services required for analysis include emergency services, parks and recreation, potable water, public transportation if and when available, sanitary sewer, schools, solid waste, stormwater, and the transportation network.

9.1.2 Natural Resources/Natural Features

The policies of the Plan also contain general regulatory guidelines and requirements for managing growth and protecting the environment. These guidelines will be used to evaluate the overall consistency of the land use amendment with the Comprehensive Plan. Evaluation of specific features and impacts shall be included

in the Land Development Regulations and addressed at time of site plan or subdivision plan consideration.

9.1.3 Comprehensive Plan Review

Additional criteria and standards are also included in the Plan that describe when, where and how development is to occur. Plan development policies will be used to evaluate the appropriateness of the compatibility of the use, intensity, location, and timing of the proposed amendment.

9.1.3.1 Proposed Residential Land Uses

The City shall limit these uses adjacent to incompatible commercial or industrial land uses unless sufficient mitigation, such as buffering and setbacks is provided and available through the Land Development Regulations, which lessens the impact to the proposed residences.

9.1.3.2 Proposed Non-Residential Land Uses

The City shall generally not permit new industrial uses to be located adjacent to existing or planned residentially designated areas.

9.1.4 Transportation

Each application for a land use designation amendment will be required to demonstrate consistency with the Transportation Element of the adopted Comprehensive Plan.

9.1.5 Water Supply

Each application for a land use designation amendment will be required to demonstrate that adequate water supplies and associated public facilities are (or will be) available to meet the projected growth demands.

9.2 Amendments Within the Wekiva Springs Overlay Protection District

Amendments to the Future Land Use Map (FLUM) within the Wekiva Springs Overlay Protection District shall be required to comply with all applicable policies of this Comprehensive Plan and at time of site plan or subdivision consideration, approval of a development plan shall satisfy the following criteria:

9.2.1 Support the development plan with the required studies and surveys in FLU Policy 5.1.3 to document that the development is consistent with protection of groundwater and surface water and natural resources;

9.2.2 Support the development plan with a nitrate/nitrogen loading analysis prepared by a professional

qualified to use professionally accepted methods that compare the existing land use activity to the proposed future land use activity at build-out if there is no connection to central sanitary sewer. The analysis must demonstrate when all factors are taken into account, that there shall be no increase in nitrate/nitrogen loading to groundwater and surface water.

9.3 Zoning Standards of Review

The City of Eustis does not have zoning districts. The City of Eustis regulates the specific uses that are permitted and prohibited within each land use district through the City's LDR based on the Future Land Use Map designation and establishes the minimum design standards to be used when developing property through the application of a Design District Overlay. The intent of the land use and design regulations of the LDR is to promote the health, safety, and welfare of the community; to ensure that future growth and development which occurs in Eustis is consistent and compatible with the city comprehensive plan; is compatible with existing and planned development in the City in type, design, and location; is served by adequate public services and facilities; and in all other respects achieves and implements the goals, objectives, and policies of the city as contained in the city comprehensive plan.