



City of Eustis

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TO: EUSTIS CITY COMMISSION

FROM: Tom Carrino, City Manager

DATE: November 20, 2025

RE: Explanation of Ordinances for Annexation of Parcels with Alternate Key Numbers 1743320 and 1407940

Ordinance Number 25-31 – Voluntary Annexation

Ordinance Number 25-32 – Comprehensive Plan Amendment

Ordinance Number 25-33 – Design District Assignment

SECOND READING

Ordinance Number 25-31: Voluntary Annexation of Parcels with Alternate Key Numbers 1743320 and 1407940

Introduction:

Ordinance Number 25-31 provides for the voluntary annexation of approximately 20 +/- acres located on the North Side of County Road 44, east of Sparrow Lane (Alternate Key Numbers 1743320 and 1407940).

Provided the annexation of the subject property is approved, Ordinance Number 25-32 would change the future land use designation from Urban Low in Lake County to Suburban Residential (SR) in the City of Eustis, and Ordinance Number 25-33 would assign the subject property a design district designation of Suburban Neighborhood (SN). If Ordinance Number 25-31 is denied, then there can be no consideration of Ordinance Numbers 25-32 and 25-33.

Community Meeting Summary: Ordinance Nos. 25-31, 25-32, and 25-33 received first reading before the City Commission on September 18, 2025. At that time, the Commission directed the applicant to conduct a community meeting prior to the second reading, which had originally been scheduled and advertised for October 23, 2025. However, the City Commission approved a date certain postponement for second reading to November 20, 2025 at the October 23, 2025 City Commission meeting per the applicant's request to permit sufficient time to coordinate the community meeting.

At the meeting, the proposed development was discussed in detail, with plans calling for 92 lots comprised primarily of 40-foot, 50-foot, and 60-foot lot sizes. Several attendees raised concerns about traffic impacts, particularly on County Roads 44 and 452, and questioned how the project might affect existing traffic conditions and nearby schools. Specific questions were directed at the rationale for including an entrance along CR 452 and the contents of Lake County's traffic review letter. In response, the applicant's attorney, Bret Jones, explained that traffic models indicate sufficient roadway capacity to accommodate the proposed development.

Stormwater management was another area of concern, with attendees asking about runoff, slope, and elevation. Attorney Jones clarified that the applicable water management district will require the creation of a homeowner's association (HOA) to oversee and maintain stormwater systems. He noted that detailed calculations regarding slope and elevation are not yet available and will be determined at a later stage of the process.

Additional discussion focused on buffering, with two attendees expressing a desire for a wall along the north side of the development to provide separation from the adjacent subdivision. Questions also arose about potential impacts to Sparrow Lane, but Attorney Jones confirmed that the proposed development does not include any plans to modify, extend, or otherwise alter Sparrow Lane.

Implementation Update: Pursuant to Sections 163.3184 and 163.3191(5), Florida Statutes, adoption and effectiveness are distinct stages. Adoption may occur at the scheduled hearing; however, effectiveness is prohibited until the City's Comprehensive Plan has been found in compliance following the EAR-review process. This statutory condition requires the City to utilize contingent-effective-date language in Ordinances 25-32 and 25-33.

No development orders, development permits, or regulatory decisions relying on the Suburban Residential Future Land Use category or the Suburban Neighborhood Design District may be issued until Ordinance 25-32 becomes effective following DOC's in-compliance determination.

Accordingly, Ordinances 25-31 and 25-33 will be adopted on schedule, but their implementation will remain stayed until Ordinance 25-32 becomes effective.

Comments Received/Intergovernmental Coordination

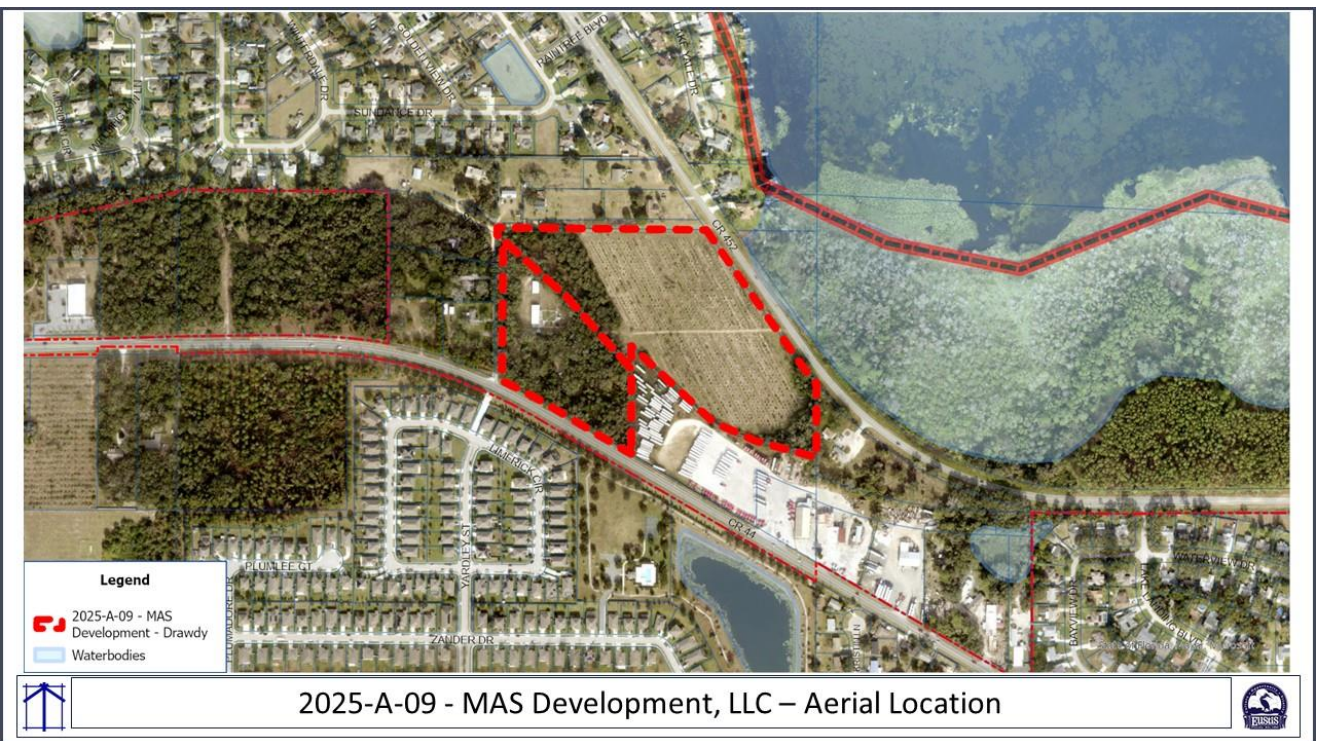
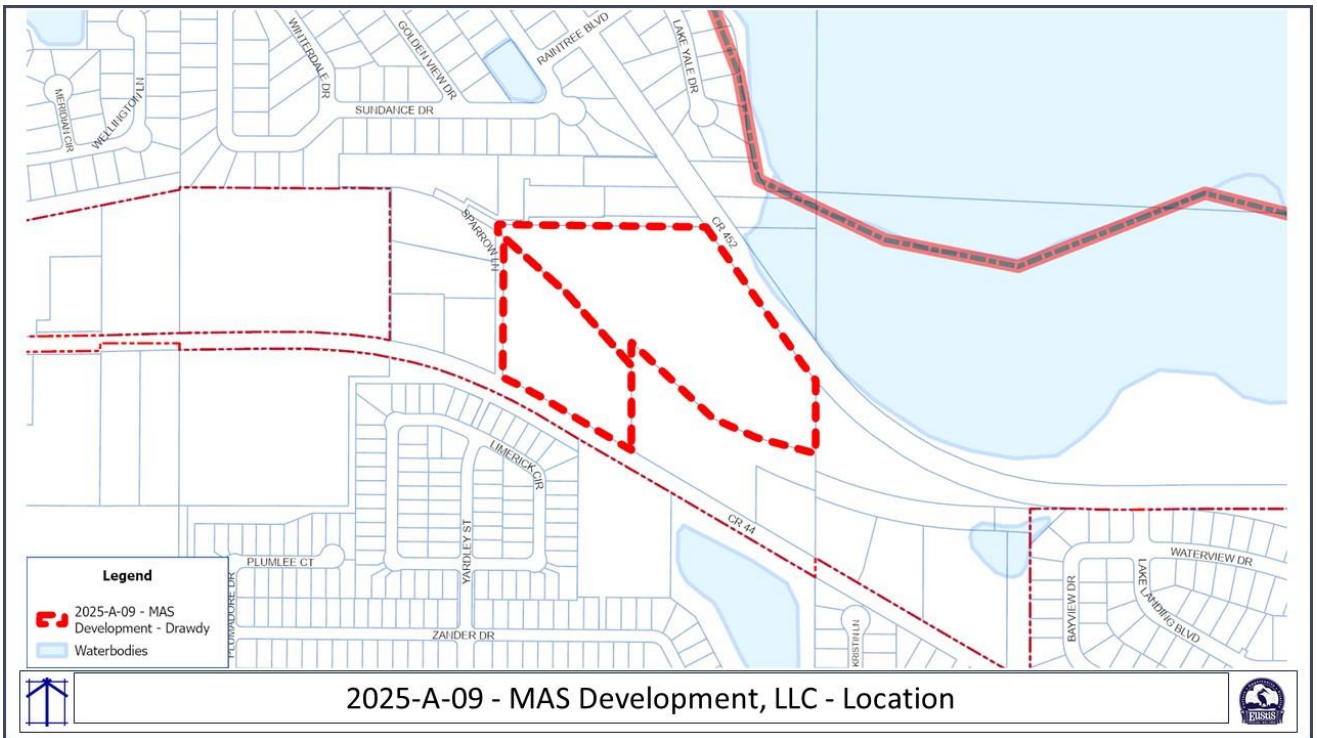
On October 21, 2025, the City received correspondence from Lake County expressing concerns regarding roadway capacity on C.R. 44 and general development impacts. The annexation petition does not approve development; any future project will be reviewed for concurrency, traffic impacts, and compliance with the City's Comprehensive Plan. A copy of the letter is included in the agenda packet.

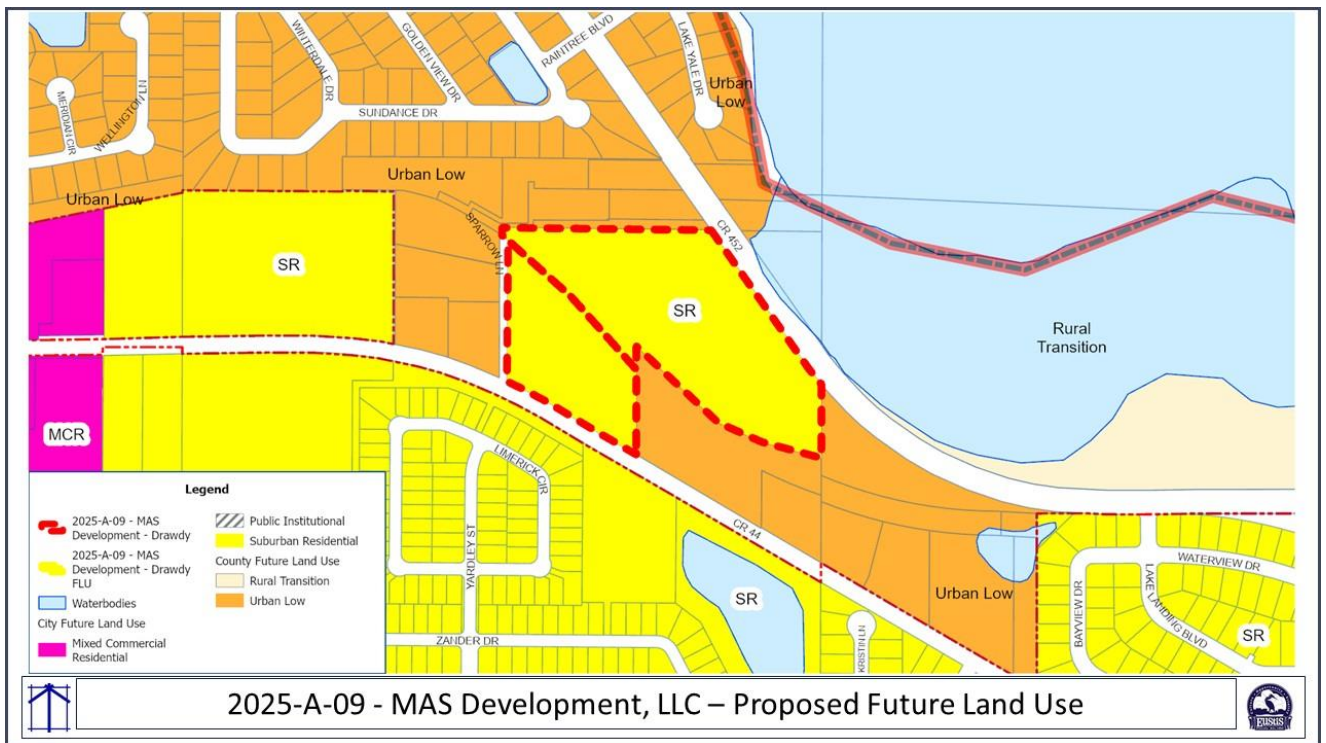
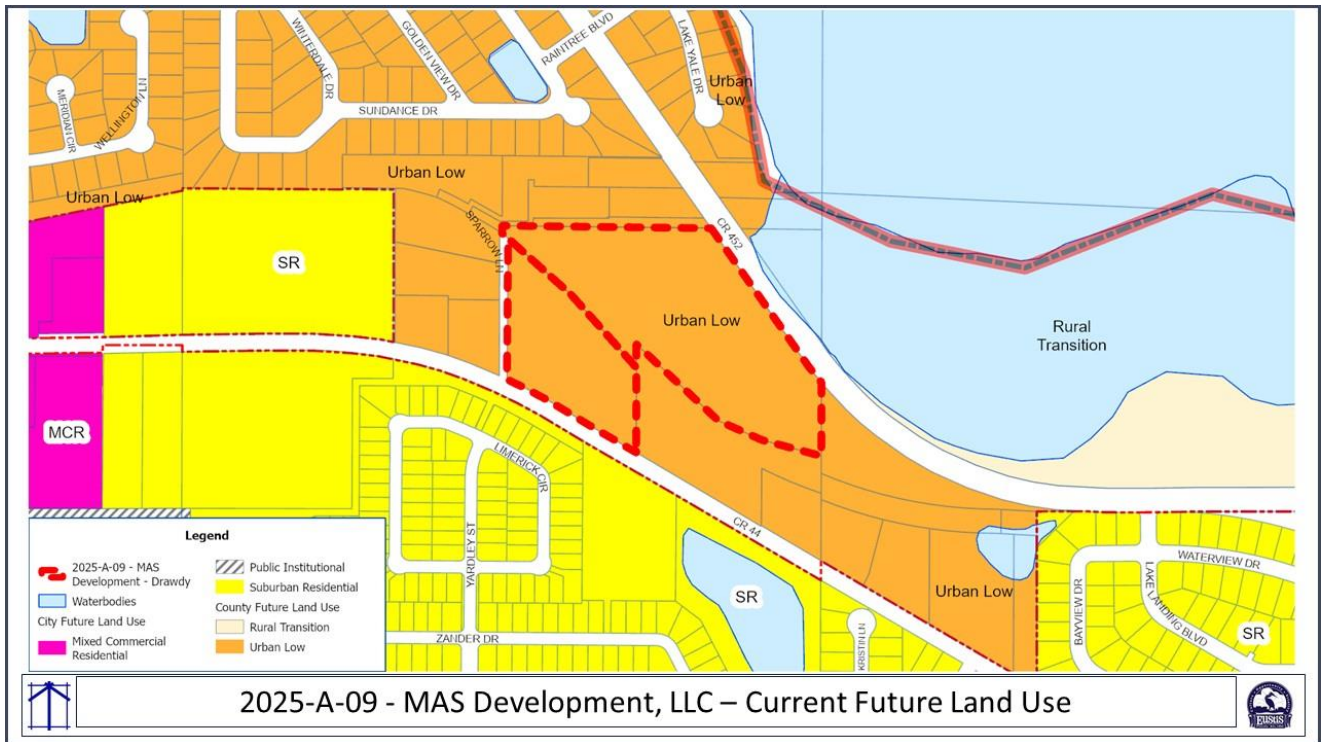
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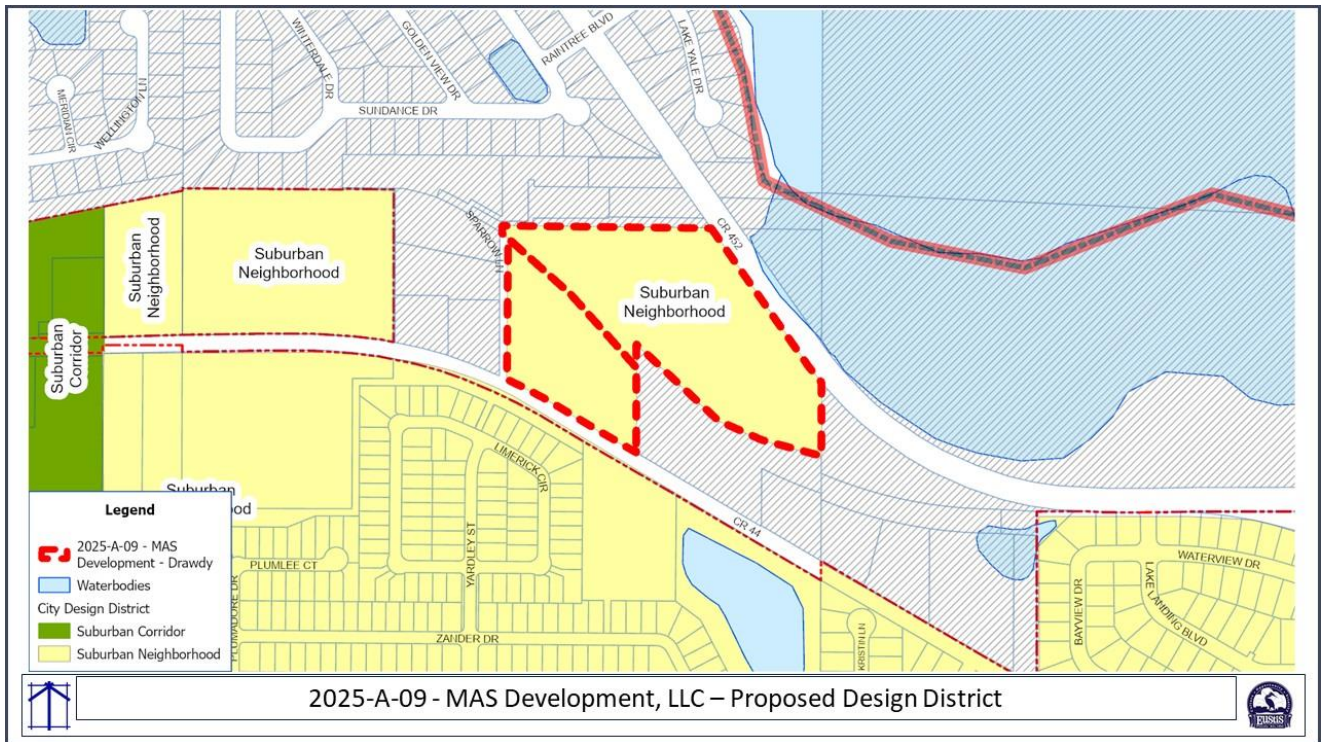
1. The site contains approximately 20 +/- acres and is located within the Eustis-Lake County Joint Planning Area. The property is currently used as a residence, with a vacant grove— Source: *Lake County Property Appraiser's Office (Property Record Card)*.
2. The southern property boundary of the site is contiguous to the City across County Road 44.
3. The site has a Lake County land use designation of Urban Low and an Agriculture (A) zoning designation.

Surrounding properties have the following land use designations:

Location	Existing Use	Future Land Use	Design District
Site	Residential & Vacant Grove	Urban Low (Lake County)	N/A
North	Residential	Urban Low (Lake County)	N/A
South	Residential	Suburban Residential	Suburban Neighborhood
East	Trucking Facility	Urban Low (Lake County)	N/A
West	Residential	Urban Low (Lake County)	N/A







Applicant's Request:

The property owners, John E. & Betty A. Drawdy, represented by Madelyn Damon, Esq., and Bret Jones, P.A., wish to annex the property, change the future land use to Suburban Residential (SR), and assign a design district of Suburban Neighborhood.

The current Lake County land use designation for the subject property is Urban Low. The Lake County land use designation allows for residential uses up to 4 dwelling units per net buildable acre.

The property owner has requested the Suburban Residential land use designation within the City of Eustis. The Suburban Residential land use provides for residential uses up to 5 dwelling units per acre. The requested SR designation permits residential use and is consistent with the land use designation of adjacent properties in the City of Eustis.

A. Analysis of Annexation Request (Ordinance Number 25-31)

1. Resolution Number 87-34 – Joint Planning Area Agreement with Lake County:

“The City and the County agree that the unincorporated areas adjacent to the City might be appropriately served by urban services provided by the City, and might therefore be annexed into the City in accordance with State law.....The City agrees to annex property in accordance with State law and provide adequate urban services and facilities to serve those areas within the Joint Planning Area.”

The subject property is located within the Joint Planning Area. Urban services of adequate capacity are available to serve future development, consistent with the requested Suburban Residential (SR) future land use designation.

2. Florida Statutes Voluntary Annexation - Chapter 171.044(1):

“The owner or owners of real property in an unincorporated area of a county which is contiguous to a municipality and reasonably compact may petition the governing body of said municipality that said property be annexed to the municipality.”

The Joint Planning Area boundaries define the reasonably compact area where the City could provide services effectively and efficiently. The subject property lies within that

planning area; the property is contiguous to the City limits on the southern boundary across CR 44, and the owner petitioned for annexation.

Under Chapter 171 case law and Attorney General interpretations, contiguity across a public right-of-way—such as County Road 44—is expressly permitted and satisfies the statutory requirement for voluntary annexation.

3. Florida Statutes Voluntary Annexation - Chapter 171.044(2):

“...Said ordinance shall be passed after notice of the annexation has been published at least once each week for two (2) consecutive weeks in some newspaper in such city or town...”

The department published notice of this annexation in the Daily Commercial in accordance with the requirements on September 8, 2025, and again on September 11, 2025, and will notice again before adoption of the Ordinance.

4. Florida Statutes Voluntary Annexation - Chapter 171.044(5):

“Land shall not be annexed through voluntary annexation when such annexation results in the creation of enclaves.”

Annexation of the subject property does not create an enclave.

5. Florida Statutes Voluntary Annexation - Chapter 171.044(6):

“Not fewer than 10 days prior to publishing or posting the ordinance notice required under subsection (2), the governing body of the municipality must provide a copy of the notice, via certified mail, to the board of the county commissioners of the county wherein the municipality is located...”

The department notified the Lake County Board of County Commissioners on August 28, 2025.

B. Analysis of Comprehensive Plan/Future Land Use Request (Ordinance Number 25-32)

In accordance with Section 163.3177(6)(a)9., Florida Statutes, to discourage urban sprawl, the Florida Statutes outlines the Primary Indicators of Sprawl. Staff has reviewed these indicators and finds that the proposed annexation and assignment of Future Land Use does not contradict the intent of the primary indicators of sprawl as outlined. The outline and summary of these indicators is included in supplement to this report.

C. Per the City of Eustis Comprehensive Plan Future Land Use Element Appendix

Staff has assessed the proposed amendment to the City of Eustis Comprehensive Plan Future Land Use map relating to the development patterns described and supported within the Plan, including conditions and impacts to utility infrastructure, transportation infrastructure, natural features, and the environment. Staff review finds that the proposed assignment of the Suburban Residential (SR) future land use will not result in impacts that will cause detriment beyond current patterns. The outline and summary of this analysis are included as a supplement to this report.

D. Analysis of Design District Request (Ordinance Number 25-33):

The City's Land Development Regulations are a form-based code. Design districts are unique to form-based codes. Lake County still uses traditional Euclidean zoning, so there are no design districts for parcels in unincorporated Lake County. When a parcel annexes into the City of Eustis, the City must assign a consistent design district that follows the urban, suburban, or rural transect consistent with the surrounding area.

The City's Land Development Regulations set forth standards for review when changing or, in the case of annexation, assigning a Design District. Staff has reviewed these standards and finds the proposed Suburban Neighborhood Design District consistent with those standards. The outline and summary of this analysis are included as a supplement to this report.

Recommended Action:

Development Services finds the proposed annexation, Future Land Use, and Design District designations consistent with the Comprehensive Plan, Land Development Regulations, and surrounding and adjacent land uses; therefore, it recommends approval of Ordinance Numbers 25-31, 25-32, and 25-33.

Because the City's Evaluation and Appraisal Report (EAR) update remains pending with the Florida Department of Commerce, Ordinance 25-32 (Comprehensive Plan Amendment) may be adopted but may not become effective until DOC issues a finding of in-compliance status pursuant to Section 163.3191(5), Florida Statutes. Ordinances 25-31 and 25-33 will be adopted on schedule but their implementation is conditioned on Ordinance 25-32 becoming effective.

Policy Implications:

None

Attachments:

October 21, 2025 Letter from Lake County re: Annexation
Supplemental Report for Ordinances 25-32 and 25-33
Business Impact Estimate

Business Impact Estimate:

Exempt from this Requirement per F.S. 164.041(4)(c)7.b. (*Comprehensive plan amendments and land development regulation amendments initiated by an application by a private party other than the municipality*)

Prepared By:

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