



City of Eustis

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TO: EUSTIS CITY COMMISSION

FROM: Tom Carrino, City Manager

DATE: December 9, 2025

RE: **Explanation of Ordinances for Annexation of Parcels with Alternate Key Numbers 1097070 and 1094712**

Ordinance Number 25-03: Voluntary Annexation

Ordinance Number 25-04: Comprehensive Plan Amendment

Ordinance Number 25-05: Design District Assignment

SECOND READING

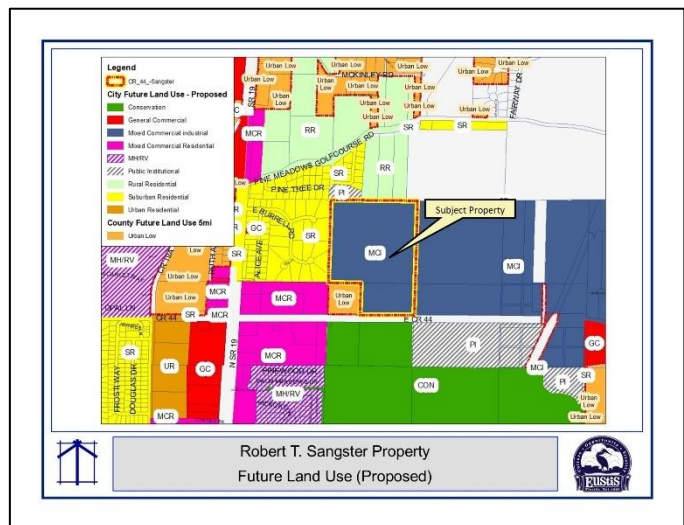
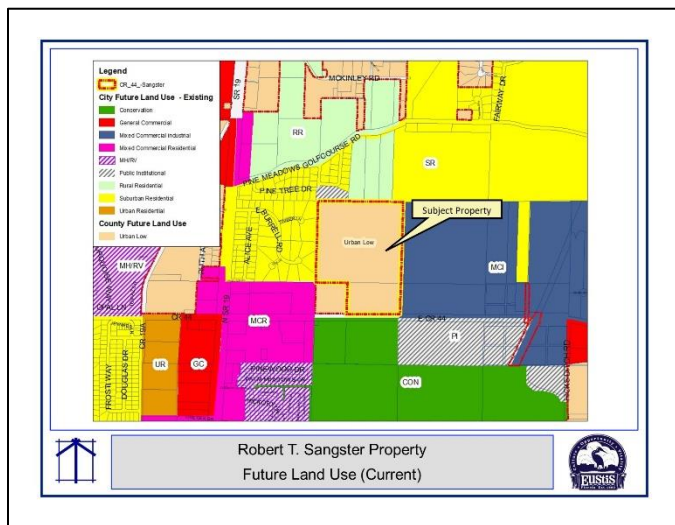
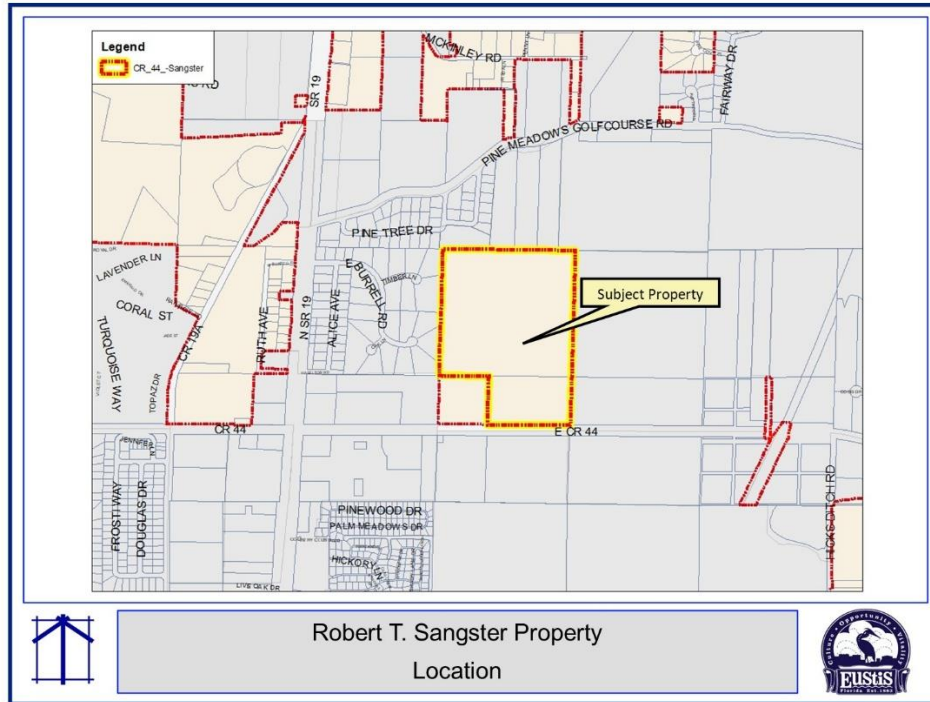
Ordinance Number 25-03: Voluntary Annexation of Parcels with Alternate Key Numbers 1097070 and 1094712

Introduction:

Ordinance Number 25-03 provides for the voluntary annexation of approximately 48.1 acres located north of County Road 44 and east of State Road 19. Provided the City Commission approves annexation of the subject property, Ordinance Number 25-04 would change the future land use designation from Urban Low in Lake County to Mixed Commercial Industrial (MCI) in the City of Eustis. If the City Commission denies Ordinance Number 25-03, there can be no consideration of Ordinance Numbers 25-04 (2025-CPLUS-01) and 25-05 (2025-DD-01 - Design District Assignment).

Background:

1. The site consists of two parcels, encompassing approximately 48.1 acres, located north of County Road 44 and east of State Road 19, within the Eustis Joint Planning Area.
2. The site is entirely contiguous with the City on all sides.
3. The current Lake County land use designation for the site is Urban Low (allowing 4 dwelling units per acre). However, if Ordinance Number 25-04 is approved, the designation will be changed to Mixed Commercial Industrial (MCI) within the City of Eustis.
4. The parcels are currently vacant and undeveloped, featuring pole barns.
5. The County Zoning for the property is R-6 (Urban Residential), which permits medium-density single-family and multi-family development under Lake County Urban Residential Zoning regulations.
6. The applicant seeks the MCI (Mixed Commercial/Industrial) land use designation to support a combination of warehousing and commercial vehicle parking activities.



Surrounding properties have the following land use designations:

Site	Vacant	Urban Low (Lake County)	N/A
North	Single-family residential	SR and RR	Rural Neighborhood
South	Trout Lake Nature Center	CON	Conservation
East	Vacant	MCI	Suburban Corridor/Rural Neighborhood
West	Single-Family residential	SR	Rural Neighborhood

Applicant's Request

The applicant, Robert T. Sangster, has filed an application for annexation and the assignment of a future land use designation and design district within the City of Eustis.

The property currently holds a Lake County land use designation of Urban Low and a zoning classification of R-6 (Urban Residential). Under Lake County regulations, these designations permit multi-family development at densities of up to 4 dwelling units per acre, as well as professional services and limited commercial activities.

The applicant is seeking a Mixed Commercial/Industrial (MCI) land use designation within the City of Eustis. This designation allows for a maximum Floor Area Ratio (FAR) of 2.5 and permits most commercial uses. However, industrial type uses typically require conditional use approval from the City Commission.

The requested MCI designation aligns with the land use designations of neighboring properties.

Analysis of Annexation Request (Ordinance Number 25-03)

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 lies within the Joint Planning Area and has access to urban services with sufficient capacity to support future development, aligning with the requested MCI 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 outline a compact region where the City can deliver services efficiently and effectively. The subject property is located within this planning area, sharing contiguity with the City limits on the northern, southern, and eastern sides, as well as part of the western side. Additionally, the owner has submitted a petition for 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 2 consecutive weeks in some newspaper in such city or town...”

The department issued a notice regarding this annexation in the Daily Commercial, as required, on April 7, 2025, and again on April 13, 2025.

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.”

The annexation of the subject property does not result in the creation of 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 provided notice to the Lake County Board of County Commissioners on August 15, 2025.

Analysis of Comprehensive Plan/Future Land Use Request (Ordinance Number 25-04)

In Accordance with Florida Statutes Chapter 163.3177.9.:

Discourage Urban Sprawl:

Primary Indicators of Sprawl:

The future land use element, along with any amendments to it, should aim to prevent the spread of urban sprawl. The primary indicators that a plan or plan amendment does not discourage the proliferation of urban sprawl are listed below. The assessment of these indicators will involve analyzing the plan or plan amendment in the context of the distinctive features and characteristics of each locality to determine whether the plan or amendment meets the criteria.

Review of Indicators

1. Low Intensity Development:

Encourages, permits, or allocates significant portions of the jurisdiction for development characterized by low intensity, low density, or single-use purposes.

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 MCI future land use designation.

2. Urban Development in Rural Areas:

Encourages, permits, or allocates extensive urban development in rural areas far from existing urban centers, while neglecting available and suitable undeveloped lands for development.

This indicator does not apply. The subject properties are located in a corridor with a mixture of uses, including MCI designations and residential and commercial uses to the west.

3. Strip or Isolated Development:

Encourages, permits, or allocates urban development in radial, strip, isolated, or ribbon formations that typically extend outward from established urban areas.

This indicator is not relevant, as the site is bordered by residential development to the north and west, mixed commercial/industrial designations to the east, and a conservation area to the south.

4. Natural Resources Protection:

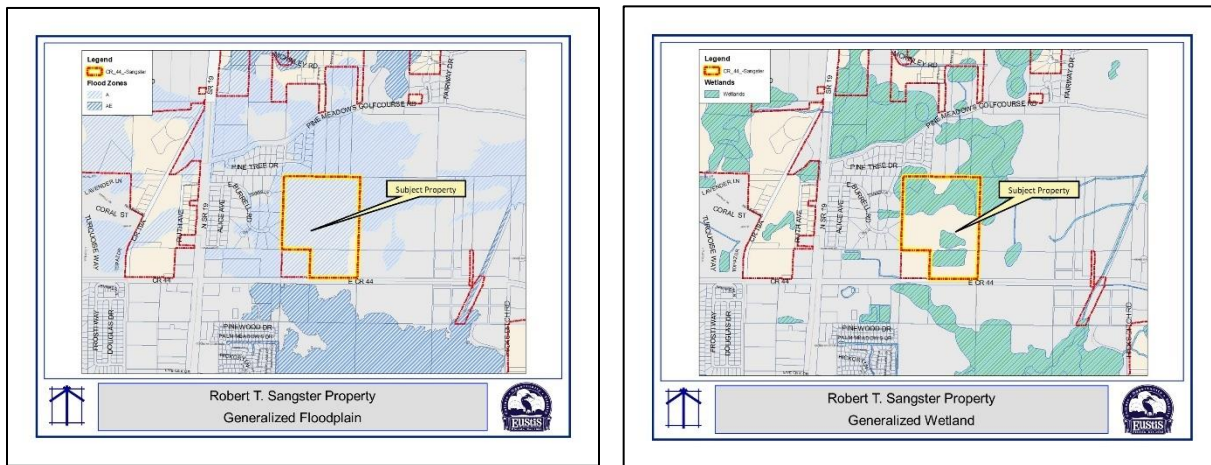
Does not sufficiently safeguard or preserve natural resources, including wetlands, floodplains, native vegetation, environmentally sensitive areas, natural groundwater aquifer recharge zones, lakes, rivers, shorelines, beaches, bays, estuarine systems, and other vital ecological systems.

The subject property is in a floodplain and does contain wetland areas.

Comprehensive Plan Policy CON 1.4 states that land development shall not be permitted in the 100-year floodplain unless the following criteria are met:

- a. Public wastewater service is provided. Alternatively on-site waste disposal may be used only where is permissible by state and local agencies having jurisdiction and where public sewer service is unavailable and is not included in the current 5-year Capital Improvements Plan;
- b. Gross residential development is less than 2 units per acre;
- c. Public water service is provided;
- d. Wetlands and other designated environmentally sensitive resources are not displaced;
- e. Impervious surfaces in a development, including road pavement, are limited to 25%; and

f. There is no net loss of flood storage capacity



5. Agricultural Area Protection:

Does not effectively safeguard nearby agricultural lands and activities, including silviculture, active and passive agricultural and silvicultural practices, as well as dormant, unique, and prime farmlands and soils.

This indicator is not applicable, as the site and surrounding areas do not include active agricultural or silvicultural operations. The location lies within a developed area that is continuing to undergo further development.

6. Public Facilities:

Does not fully optimize the use of current public facilities and services.

This indicator does not apply. City water is available to the property. Development of this parcel will maximize the use and efficiency of City water service. City Sewer is available to the property and will be addressed via the site development process.

7. Cost Effectiveness and Efficiency of Public Facilities:

Permits land use patterns or timing that significantly raise the costs—in terms of time, money, and energy—of delivering and maintaining facilities and services, such as roads, potable water, sanitary sewers, stormwater management, law enforcement, education, healthcare, fire and emergency response, and general government operations.

This indicator is not applicable, as there is adequate capacity to accommodate both existing and future development aligned with the requested MCI future land use designation. The City already provides these services to other properties within the area, which will further enhance overall efficiency.

8. Separation of Urban and Rural:

Does not establish a distinct division between rural and urban land uses.

This indicator is not applicable, as there are no active agricultural activities or uses on nearby properties. The surrounding area is either developed or has development entitlements, featuring a mix of suburban and rural densities and intensities. The mixed-use nature of the MCI land use designation and the Suburban Corridor/Rural Neighborhood design district aligns well with the established development pattern. Environmental constraints on the site may pose challenges to meeting Comprehensive Plan policies for natural resource protection, but these will be addressed during the site plan review process.

9. Infill and Redevelopment:

Hinders or restricts the growth of infill development or the revitalization of established neighborhoods and communities.

This indicator does not apply.

Functional Mix of Uses:

Fails to encourage a functional mix of uses.

This indicator is not applicable. The site is surrounded by a diverse blend of residential and non-residential uses, with MCI designations located immediately adjacent to the east of the subject site. Additionally, a range of other uses, including various commercial establishments and residential properties, can be found within a .25 to .5-mile radius of the subject property.

10. Accessibility among Uses:

Leads to inadequate connectivity between associated or related land uses.

The site constraints and environmental factors on the property may make it difficult to ensure any linkages between related uses. However, these will be reviewed during the review of future development on the property.

11. Open Space:

Leads to the reduction of substantial areas of usable open space.

This indicator is not applicable, as the site lacks functional open space and is not linked to regionally significant open spaces.

12. Urban Sprawl:

The future land use element or plan amendment will be considered effective in curbing the spread of urban sprawl if it adopts a development pattern or urban form that fulfills at least four of the following criteria:

13. Direction of Growth:

Directs or locates economic growth and associated land development to geographic areas of the community in a manner that does not have an adverse impact on and protects natural resources and ecosystems.

The site is adjacent to established urban, suburban, and rural development areas. While environmental constraints may present difficulties in meeting Comprehensive Plan policies

for natural resource protection, these challenges will be addressed during the site plan review process.

14. Efficient and Cost-Effective Services:

Supports the effective and economical delivery or expansion of public infrastructure and services..

Water and Sewer service is available.

15. Walkable and Connected Communities:

Encourages the development of walkable and interconnected communities while supporting compact, mixed-use designs with densities and intensities that accommodate diverse housing options and a multimodal transportation network, including pedestrian, bicycle, and transit systems, where available.

During development, the site must comply with the City's Land Development Regulations concerning connectivity and sidewalks. However, County Road 44, which is not part of the City's infrastructure, currently lacks a sidewalk system, making interconnectivity with existing and future uses a notable challenge.

16. Water and Energy Conservation:

Supports the preservation and efficient use of water and energy resources.

At the time of site development, the property must adhere to City development standards and Florida Building Code requirements, ensuring the use of energy- and water-efficient appliances.

17. Agricultural Preservation:

Safeguards agricultural lands and operations, including silviculture, as well as dormant, distinctive, and high-quality farmlands and soils.

Not relevant; the site and surrounding areas lack active agricultural or silvicultural operations and are located within a fully developed residential zone.

18. Open Space:

Preserves open space and natural lands and provides for public open space and recreation needs.

Open space allocation will be finalized during the site plan review process to ensure the preservation of natural resource features and functions. This assessment will prioritize the protection of wildlife habitats, substantial buffering for natural wetlands and water bodies, and the establishment of greenway corridors.

19. Balance of Land Uses:

Creates a balance of land uses based upon demands of the residential population for the nonresidential needs of an area.

The proposed land use allows for both commercial and industrial type uses like those in the east.

20. Urban Form Densities and Intensities:

Offers uses, densities, intensities, and urban forms designed to address and improve existing or planned development patterns in the area that exhibit characteristics of sprawl. Alternatively, it facilitates innovative development approaches, such as transit-oriented developments or new towns, as outlined in s. 163.3164.

Not applicable.

In Accordance with Comprehensive Plan Future Land Use Element Appendix:

All Plan amendment applications addressing the development patterns described and supported within the Plan, including site-specific proposals for changes in land use designations, are

considered a legislative function of local government. If approved, such amendments would occur through a legislative act of the City and must be evaluated based on a wide range of generally accepted considerations, including planning, timing, compatibility, and public facility factors as outlined or implied within the Plan's policies. Additionally, each proposed amendment to Map #1: 2035 Future Land Use Map involving a change in land use designation for a specific parcel must undergo a review to identify and evaluate potential significant impacts on the policy framework of the Comprehensive Plan. This review includes, but is not limited to, assessing the effects of the land use change on the Plan's internal consistency and fiscal structure.

Major Categories of Plan Policies:

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

1. General Public Facilities/Services:

As Plan policies encompass the continuation, expansion, and initiation of government service and facility programs—such as capital facility construction, each land use designation amendment application must provide a detailed description and evaluation of any Plan programs that could be impacted by the amendment, including effects on the timing and financing of such programs. This evaluation must also address the availability of, as well as the current and projected demand for, facilities and services serving or intended to serve the subject property. The required facilities and services for analysis include emergency services, parks and recreation, potable water, public transportation (if available), sanitary sewer, schools, solid waste, stormwater management, and the transportation network.

a. Emergency Services Analysis:

Eustis emergency services currently provide response coverage to other properties in the surrounding area. Development in line with the MCI future land use designation is not anticipated to significantly affect the operational efficiency of Eustis emergency services.

b. Parks & Recreation:

Not applicable. The proposed MCI land use is non-residential in nature.

c. Potable Water & Sanitary Sewer:

Water and sewer are available to the subject property. Both the water and sewer systems have adequate capacity to serve the development of the property.

d. Schools:

The proposed change should not negatively impact schools as the MCI request is non-residential in nature.

e. Solid Waste:

The City collaborates with Waste Management for solid waste collection, and the company already provides services to properties in the vicinity of the subject site. Adding this property to their service area will enhance efficiency in service delivery.

f. Stormwater:

The Comprehensive Plan and Land Development Regulations include the level of service standards to which new development must adhere. Projects designed to meet these standards will not negatively affect the existing facilities and services.

g. Transportation Network Analysis:

The proposed non-residential development is expected to have no adverse effects on the existing transportation system. Currently, the adjacent transportation network (CR 44) has sufficient capacity to accommodate the proposed MCI property, even at full development standards, without compromising the adopted level of service.

Prior to the development of the property, site plan approval amongst other approvals will be required. As part of the site plan review, a traffic study will be required to evaluate traffic impacts.

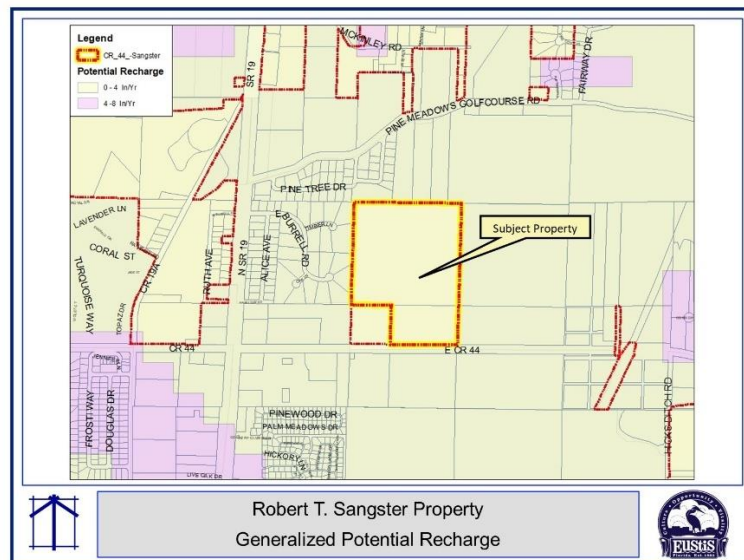
2. Natural Resources/Natural Features:

The Plan's policies include broad regulatory guidelines and requirements aimed at managing growth and safeguarding the environment. These guidelines serve as the basis for assessing the overall alignment of any land use amendment with the Comprehensive Plan. Specifically, each amendment will be reviewed to:

- 1) Identify the presence of groundwater recharge areas;
- 2) Determine whether historical or archaeological sites exist;
- 3) Analyze flood zones and ensure that proposed land uses in flood-prone areas support the ongoing natural functions of floodplains; and
- 4) Assess the suitability of the soil and topography for the proposed development.

a. Groundwater recharge areas:

The site may be within a recharge area, a site-specific geotechnical and hydrologic study will be needed to determine the site-specific impact at the time of development. Source: Lake County Comprehensive Plan 2030 Floridian Aquifer Recharge Map.



b. Historical or archaeological sites:

The City does not have any record of Florida Master Site Files related to this property and no known historical or cultural resources exist.

c. Flood zones:

any residential development in excess of 10 dwelling units shall be required to provide a minimum 25% of the net buildable area of the entire site as common open space.

The maximum intensity in this category shall be 0.25, except for civic institutional uses which shall be 0.35. The maximum Impervious Surface Ratio shall be 0.60.”

Proposed Land Use According to the Eustis Comprehensive Plan:

Mixed Commercial / Industrial (MCI)

This land use designation is intended to provide for development of light manufacturing, distribution, corporate office & related commercial and industrial facilities in select high profile locations and in well planned environments.

General Range of Uses: This category accommodates a mix of commercial and light industrial, including but not limited to commercial parking, fast lube/oil change, major vehicle service, commercial neighborhood, retail sales and services, self service storage, vehicle parts and accessories (sales), and sports complexes. Vocational schools and government buildings are also permitted uses.

Maximum Density: Not applicable.

Intensity Range: up to 2.5 FAR subject to restrictions in Section 109-3 of the Land Development Regulations.

Mix Requirements: There are proportional requirements and limitations regarding the amount of residential and non-residential uses allowable in an area designated MCI. For the mixed land use category MCI, the city establishes, and shall monitor on a citywide basis, a mix of uses as follows:

Commercial: Not more than 20% of total MCI acreage

Commercial/Office: Not more than 80% of total MCI acreage

The composition of mix for each proposed development will be determined on a case-by-case basis during the development review process. Specific uses permitted will be monitored by the city to ensure continuity and compatibility with adjacent land uses. Individual properties may develop residentially or commercially, provided that all applicable criteria set forth herein are met.

Special Provisions:

(1) Future amendments to designate areas as MCI may be permitted in undeveloped areas oriented to major highways & other transportation facilities as determined by market demand, and provided that:

a. Mixed Commercial Industrial areas and developments therein will be held to a higher level of community design relative to signage, lighting, landscape materials, and building quality than General Commercial areas; and

b. signage and lighting are limited to maintain the generally semi-rural or high-profile image character of these designated areas.

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Comparison of Lake County Development Conditions

The existing Lake County future land use designation of the property is Urban Low, which provides for a range of residential development in addition to civic, commercial and office uses at an appropriate scale and intensity to serve this category. Allowable density and intensity in Urban Low is a maximum of 4 dwelling units per acre and intensity of 0.25 to 0.35 floor area ratio, with the sum of residential density and non-residential intensity not exceeding 100%.

Residential: Lake County limits residential development to 4 du/acre while the MCI would allow a floor area ratio (FAR) of 2.5 or 250% of the property.

Proposed Residential Land Uses.

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

Not applicable. The proposed use(s) would be non-residential in nature under the MCI designation.

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.

The applicant has stated that the proposed use for the property will be warehousing in the front, with commercial vehicle parking behind the warehouses. The proposed development will be required to provide adequate buffers to reduce impacts on the existing residential development.

1. Transportation:

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

This potential non-residential development is considered to have no negative impacts on the existing transportation system. Currently, the adjacent transportation network (CR 44) has the capacity to serve the proposed MCI property, even at a maximum development standard, without negatively affecting the adopted level of service.

2. 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.

City water service and other services are available. The City's adopted Water Supply Plan anticipated additional growth consistent with this development, so both supply and capacity are available.

In Accordance with Chapter 102-16(f), Land Development Regulations

Standards for Review:

In reviewing the application of a proposed amendment to the comprehensive plan, the local planning agency and the city commission shall consider:

a. *Consistent with Comprehensive Plan:*

Whether the proposed amendment is consistent with all expressed policies the comprehensive plan.

The proposed amendment is consistent with the Comprehensive Plan. Future development will be required to mitigate any adverse impacts and adhere to the City's Land Development Regulations.

b. *In Conflict with Land Development Regulations:*

Whether the proposed amendment is in conflict with any applicable provisions of these land development regulations.

The proposed amendment is consistent with the Land Development Regulations.

c. *Inconsistent with Surrounding Uses:*

The property is consistent with the property to the east along CR 44. Future development will be required to comply with the land development regulations to ensure it is compatible with the surrounding uses.

d. *Changed Conditions:*

Whether there have been changed conditions that justify an amendment.

The applicant seeks to annex the property into the City limits of Eustis, requiring the assignment of a City of Eustis future land use designation and design district. Following annexation, the subject property will benefit from a full range of municipal services, including access to central water. These updated conditions justify a change in the land use designation.

e. *Demand on Public Facilities:*

Whether, and the extent to which, the proposed amendment would result in demands on public facilities, and whether, or to the extent to which, the proposed amendment would exceed the capacity of such public facilities, infrastructure and services, including, but not limited to police, roads, sewage facilities, water supply, drainage, solid waste, parks and recreation, schools, and fire and emergency medical facilities.

City water and sewer services are available and, in close proximity to the site. Adequate capacity is available to serve future development consistent with the requested Mixed Commercial/Industrial future land use designation.

Upon annexation, the City will also provide other services such as fire and police protection, library services, parks, and recreation. The City provides these services to other properties in the area, so efficiency will improve.

f. *Impact on Environment:*

Whether, and the extent to which, the proposed amendment would result in significant impacts on the natural environment.

The site has the presence of the 100-year floodplain and that will be addressed when the future development is ready to move forward.

g. *Orderly Development Pattern:*

Whether, and the extent to which, the proposed amendment would result in an orderly and logical development pattern, specifically identifying any negative effects on such pattern.

The proposed amendment creates an otherwise orderly development pattern based on land uses in the surrounding area.

h. Public Interest and Intent of Regulations:

Whether the proposed amendment would be consistent with or advance the public interest, and in harmony with the purpose and intent of these land development regulations.

The purpose and intent of the Land Development Regulations is as follows:

“The general purpose of this Code is to establish procedures and standards for the development of land within the corporate boundaries and the planning area of the city, such procedures and standards being formulated in an effort to promote the public health, safety and welfare and enforce and implement the city's comprehensive plan, while permitting the orderly growth and development with the city and Eustis planning area consistent with its small-town community character and lifestyle.”

The requested designation of MCI land use would provide for orderly growth and development. Future development will be required to obtain proper permission from FEMA and the Water Management District before being approved.

i. Other Matters:

Any other matters that may be deemed appropriate by the local planning agency or the City Commissioners, in review and consideration of the proposed amendment.

No other matters.

Recommended Action:

Development Services has found the proposed annexation, Future Land Use, and Design District designation consistent with the Comprehensive Plan and with the surrounding and adjacent land uses; therefore, it recommends approval of Ordinance Numbers 25-03, 25-04, and 25-05.

Policy Implications:

None

Budget/Staff Impact:

There would be no direct costs to the City beyond the normal City services. There would be no additional staff time beyond the normal review process.

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*)

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