



COMPREHENSIVE PLAN AMENDMENT
STAFF REPORT
OFFICE OF PLANNING & ZONING

Tab Number: 5

Public Hearings: Planning & Zoning Board (PZB): October 7, 2026
Board of County Commissioners Transmittal(BCC): November 3, 2026
Board of County Commissioners Adoption (BCC):

Case No. and Project Name: PZ2025-104, William J. Benham Life Estate

Commissioner District: District 3 – Kirby Smith

Applicant: Bret Jones, P.A.

Owner: William J. Benham Life Estate

Requested Action: Amend the Future Land Use Map (FLUM) to change the Future Land Use Category (FLUC) on approximately 77.13 +/- acres from Rural FLUC to Industrial FLUC.

Staff Determination: Staff finds the application consistent with Land Development Regulations and the Comprehensive Plan, as amended.

Case Manager: Leslie Regan, Senior Planner/Shari Holt, Planner II (Previous Case Manager)

PZB Recommendation:

Subject Property Information

Size: 77.13 +/- Gross Acres

Location: South of Opal Lane, west of County Road 448A, and west of Lake Lena Lane, in the unincorporated Mount Dora area.

Alternate Key Numbers: 1017246 and 1095271

Current Future Land Use: Rural FLUC (Attachment “A”)

Proposed Future Land Use: Industrial FLUC (Attachment “B”)

Current Zoning District: Agriculture (A) District (Attachment “C”)
[A request for rezoning to Planned Industrial (MP) District is being presented under a separate cover as case file PZ2024-069]

Flood Zones: “A” and “X”

Joint Planning Area / ISBA: N/A

Overlay District: Economic Development Overlay District

BMAP: Ocklawaha and Middle St. Johns

Wildlife Corridor: N/A

Adjacent Property Land Use Table

Direction	Future Land Use	Zoning	Existing Use	Comments
North	Rural	Agriculture (A) District	Residential and Agriculture	Single-Family Residence / Agriculture Classification per Property Appraiser
South	Industrial	Planned Industrial (MP) District	Light Industrial, Warehouse, Outdoor Storage, and Water Treatment Facility	Hurley Environmental Park (Ordinance # 2023-70)
East	Rural	Agriculture (A) District, Agriculture Residential (AR) District, and Planned Commercial (CP) District	Residential, Agriculture and Planned Commercial	Single-Family Residences, Agriculture Classification per Property Appraiser , Vacant Commercial and (Grocery Store Use per Ordinance # 1986-72)
West	Rural	Agriculture (A) District	Peat Mine	Hurley Peat Harvesting

Staff Analysis

The Large-Scale Future Land Use Amendment application seeks to change the Future Land Use designation on approximately 77.13 +/- gross acres that are generally located south of Opal Lane, west of County Road 448A, and west of Lake Lena Lane, in the unincorporated Lake County area. The subject parcels are identified by Alternate Key Numbers 1017246 and 1095271, are zoned Agriculture (A) District , designated with a Rural Future Land Use Category (FLUC); and located within the Economic Development Overlay District. There is a concurrent requested rezoning change from Agriculture (A) District to a Planned Industrial (MP) District.

The requested action proposes a Large-Scale Future Land Use Amendment from Rural FLUC to Industrial FLUC to facilitate the development of a warehouse/office use as shown on the Concept Plan (Attachment “D”).

Table 1. Existing and Proposed Development Standards.

	Future Land Use Category	Allowable Development Program	Proposed Development Program	Maximum Impervious Surface Ratio	Maximum FAR	Proposed FAR	Minimum Open Space	Building Height
Existing	Rural	1 d.u. / 5 net acres	N/A	0.20* 0.35* 0.50*	N/A	N/A	35%	40 Feet
Proposed	Industrial	N/A	55 Warehouse/ Office Units, Indoor and Outdoor Storage, Two Barns	0.80	1.0	1.0	NS	75 Feet

*The maximum impervious surface ratio within the Rural Future Land Use Category shall be 0.20, except for agricultural uses, civic uses, recreational uses, and all uses within Rural Support Corridors and Rural Support Intersections, for which the maximum impervious surface ratio shall be 0.35, and Economic Development Overlay District uses, for which the maximum impervious surface ratio shall be 0.50.

The Concept Plan depicts warehouse/office buildings with indoor storage areas, offices, an outdoor storage area of raw materials not to exceed 20 feet in height, barns and retention areas. The Applicant is proposing all structures to remain out of the Flood Areas and wetlands on the parcel.

The Applicant provided a Project Narrative for the Large-Scale Future Land Use Amendment request as shown on Attachment “E”.

Standards for Review (LDR Section 14.02.03)

A. Whether the proposed amendment is consistent with all elements of the Comprehensive Plan.

The **Future Land Use Element** seeks to ensure compatibility between densities and intensities of development, providing for land use transitions as appropriate to protect the long-term integrity of both urban and rural areas; promote the conservation and preservation of Lake County’s natural and cultural resources; and direct compact development to established urban areas to prevent sprawl.

The Future Land Use Amendment request is consistent with Comprehensive Plan Policy I-1.3.8, entitled *Industrial Future Land Use Category*, which states that this category shall be located with direct access to rail systems, collector roadways or arterial roadways, with no more than ten percent (10%) of the floor area allocated to commercial uses and office uses. The subject property is adjacent to CR 448A, which is designated as a Major Collector Roadway. The proposal also includes office uses, which contributes less than ten percent (10%) of the total proposed floor area.

The rezoning request is consistent with Comprehensive Plan Policy I-7.2.10, entitled *Industrial Uses near Residential Areas*, which states that new industrial uses adjacent to or in close proximity to residential areas shall be limited to light industrial uses to protect residences from adverse impacts.

Additionally, the request is consistent with Comprehensive Plan Policy I-1.3.8, which states that the maximum Impervious Surface Ratio (ISR) shall be 0.80, and the maximum Floor Area Ratio (FAR) in this category shall be 1.0 . The request will not exceed these maximums as shown on the Concept Plan (Attachment “D”).

The Future Land Use Amendment request is consistent with Comprehensive Plan Policy I-7.13.5, entitled *Standards of Review for Amending the Future Land Use Map*, which states that any proposed amendment to the Future Land Use Map provides a purpose for the proposed FLUM amendment and explanation of desired use, including submission of a conceptual site plan depicting important features including but not limited to the location of major roads, structures, and significant limitations. The Applicant has provided a Concept Plan (Attachment “D”) depicting these items as well as a Project Narrative providing a purpose for the request.

The rezoning request is consistent with Comprehensive Plan Policy I-7.13.5 entitled Standards of Review for Amending the Future Land Use Map, which requires that demonstration of any proposed Future Land Use Map amendment to the Urban Future Land Use Series from the Rural Future Land Use Series is contiguous to existing urban development in the Urban Future Land Use Series so as to discourage urban sprawl.

The **Capital Improvements Element** seeks to maintain adopted level of service standards and ensure public facilities and services are available concurrently with development. The proposed development will require an analysis via submittal of a development application to demonstrate that the proposed development does not adversely impact the County’s adopted levels of service to public facilities and services. In addition, the proposed development will not be issued a final development order by the County unless there is sufficient capacity of public facilities to meet the standards for levels of service for the existing population and for proposed development. The proposed amendment is consistent with the Capital Improvements Element.

The **Conservation Element** is intended to provide a framework for the ongoing monitoring, management, and use of the County’s natural resources. There is a presence of wetlands on the subject parcels, and the Applicant’s proposal maintains a fifty foot (50’) minimum setback from all wetland lines. An environmental assessment will be submitted with site plan application to indicate the presence of vegetation, soils, wetlands, threatened and endangered species on the site to ensure that natural resources are preserved in accordance with Lake County Comprehensive Plan and Land Use Development Regulations. The proposed amendment is consistent with the Conservation Element.

The **Economic Element** seeks to strengthen the County’s position as a business center for Central Florida by aggressively pursuing opportunities and building collaborative relations with regional allies. The proposed use is consistent with Comprehensive Plan Objective IV-2.4, entitled *Target Industry Sectors*, which states that Lake County shall develop an aggressive business attraction strategy aimed at its target industry sectors, including Agri-Tech, Arts, Recreation and Leisure, Business Services, Clean Tech, Health and Wellness, and Manufacturing and Warehouse / Distribution. The proposed amendment is consistent with the Economic Element.

The **Housing Element** is intended to guide Lake County in developing appropriate goals, objectives and policies that demonstrate the County’s commitment to meet the identified needs of all its residents. The proposal is non-residential in nature and will not negatively impact the current and future housing needs of Lake County residents.

The **Intergovernmental Coordination Element** strives to promote coordination between Lake County and other local, state, regional, and federal government entities. The subject parcels are not located within a Joint Planning Area or Interlocal Service Boundary Agreement.

The **Parks and Recreation Element** is intended to facilitate the development and management of parks and facilities for a recreation system that includes environmental lands, trails, and other recreational opportunities that meets the diverse needs of a growing community. The Office of Parks and Water Resources reviewed this request and had no comments. Additionally, the Industrial FLUC does not require a specific percentage of the parcel to be reserved for open space, however, the Concept Plan depicts the

proposed sod area as open space. The proposed amendment is consistent with the Parks and Recreation Element.

The **Transportation Element** is intended to emphasize the more efficient use of the existing transportation system and contributes to the wider national objectives of energy conservation, improved air quality, and increased social and environmental amenities. A Request for Exemption from doing a full Tier 1 Traffic Impact Analysis is required prior to site plan approval because the development does not create any change in the Level of Service on County Road 448A. The proposed amendment is consistent with the Transportation Element.

The **Public Facilities Element** is intended to ensure that public facilities are available to meet the needs of Lake County residents; public facilities in this element refers to aquifer recharge, potable water, sanitary sewer, solid waste, stormwater, and public-school facilities. The proposed amendment will require an analysis via submittal of a development application to demonstrate that the proposed development does not adversely impact the County's adopted levels of service to public facilities and services. Sewer service is not available. The Applicant states that potable water will be provided by well, and sanitary sewer will be provided by an advanced Distributive Wastewater Treatment System (DWTS). The proposed amendment is consistent with the Public Facilities Element.

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

Pursuant to LDR Section 3.00.02(X), entitled *Purpose and Intent of Districts*, the Planned Industrial District provides a method whereby industries necessary to the area, but with inherent characteristics which could prove obnoxious or detrimental to a different type of industrial operation, may locate in the most suitable and advantageous spots to minimize inconvenience to the general public. The proposed amendment and proposed development are consistent with the proposed zoning of the parcel.

C. Whether, and the extent to which, the proposed amendment is inconsistent with existing and proposed land uses.

The request proposes warehouse and office uses consistent with the adjacent Planned Industrial (MP) District parcel to the south, which includes warehouse, outdoor storage and light industrial uses. The proposed warehouse and office uses are consistent with the surrounding development pattern, existing or permitted uses intensity and compatible with the established adjacent MP District parcel located to the south. The southern parcel's zoning accommodates warehouse, outdoor storage, and light industrial uses.

D. Whether there have been changed conditions that justify an amendment.

The proposed warehouse and office uses are similar in character, function, and intensity to the existing permitted uses within the MP District, including warehouse, outdoor storage, and light industrial activities. As such, the request is compatible with the surrounding development pattern and supports the established industrial land use character of the area.

The Applicant has provided a Project Narrative (Exhibit E) that states “

Two changed conditions that would justify Planned Industrial zoning are:

- *The adoption of Ordinance No. 2023-70, which approved the rezoning of AK 3794003 from Agriculture to Planned Industrial on November 28, 2023.*
- *The adoption of Ordinance No. 2025-52, which approved the rezoning of AK 1441943 from Agriculture to Planned Industrial on November 13, 2025.*
- *Both adoptions reflect the County's support for industrial development in this corridor and establish a precedent for consistent zoning in the area.*

E. 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.

Future development will require an analysis via submittal of a development application to demonstrate that the proposed development does not adversely impact the County's adopted levels of service to public facilities and services.

Water and Sewer

Potable water will be provided by an onsite well, and sanitary sewer will be provided by a Distributed Treatment Wastewater System (DTWS). Permitting will be in accordance with the Florida Department of Health (DOH). Onsite well shall be in accordance with the requirements of the Florida Department of Health, Florida Department of Environmental Protection (DEP), Comprehensive Plan and LDR, as amended. Per the Comprehensive Plan Policy IX-2.2.2, entitled *Mandatory Central Water Connection*, when central systems for water become available, the Applicant will connect.

Schools

The proposed Comprehensive Plan amendment is not anticipated to adversely impact school capacity or levels of service.

Parks

The proposed Comprehensive Plan amendment is not anticipated to adversely impact park capacity or levels of service.

Solid Waste

The proposed Comprehensive Plan amendment is not anticipated to adversely impact solid waste capacities or levels of service.

Public Safety

Lake County Fire Station #78, 16345 County Road 448, Mount Dora, is located less than two (2) miles from the subject property. Fire protection water supply and emergency access will be addressed during the site plan review process, should the land use amendment request be approved by the Board.

Transportation Concurrency

The standard Level of Service (LOS) for the impacted roadway of County Road 448A is "C" with capacity of 387 trips in the peak direction. Currently the impacted segment from County Road 448 to County Road 48 is operating at ninety five percent (95%) in the PM peak direction (LOS "C"). This project will be generating approximately thirty (30) PM peak hour trips, in which twenty (20) trips will impact the peak hour direction increasing the v/c ratio to ninety-nine percent (99%) with no change in the LOS.

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

All sensitive resources will be addressed through the development review process. New development will be required to meet all criteria specified by the Comprehensive Plan and Land Development Regulations (LDR). An environmental assessment will be submitted with the development application to indicate the presence of vegetation, soils, wetlands, threatened and endangered species on the site. Any required State permitting or mitigation will be obtained before development can commence.

G. Whether, and the extent to which, the proposed amendment would affect the property values in the area.

There is no indication that the proposed Comprehensive Plan Amendment will affect the property values in the area.

H. 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 warehouse and office uses are consistent with the surrounding development pattern, existing or permitted uses intensity and compatible with the established adjacent Planned Industrial (MP) District parcel located to the south.

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

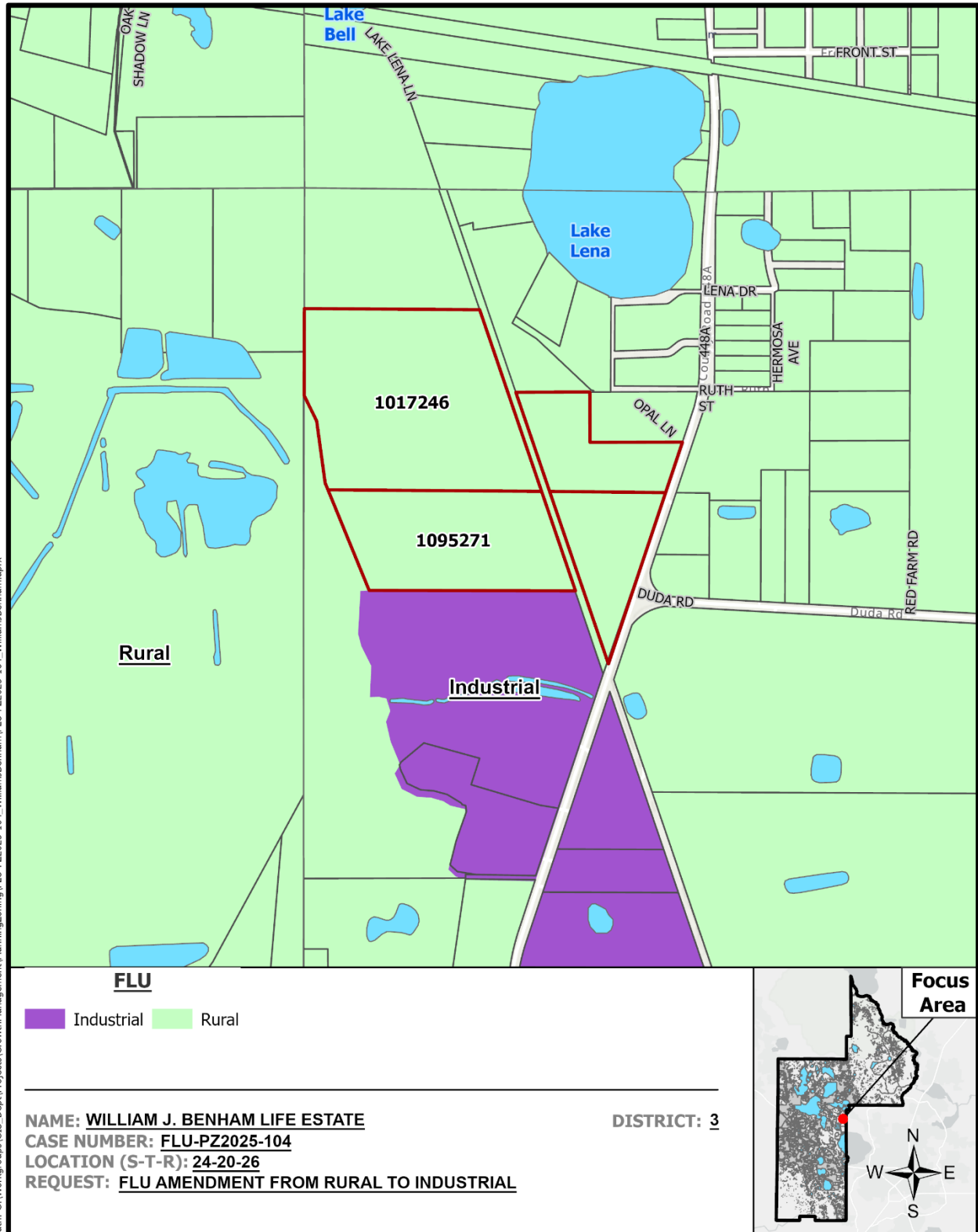
The request is in harmony with the general intent of the Comprehensive Plan and LDR as stated in above sections.

J. Any other matters that may be deemed appropriate by the Lake County Zoning Board or the Board of County Commissioners, in review and consideration of the proposed rezoning.

The proposed Large-Scale Future Land Use Amendment was submitted concurrently with a rezoning to Planned Industrial (MP) District being presented under a separate cover as case file PZ2024-069.

Attachment “A” – Current Future Land Use Map

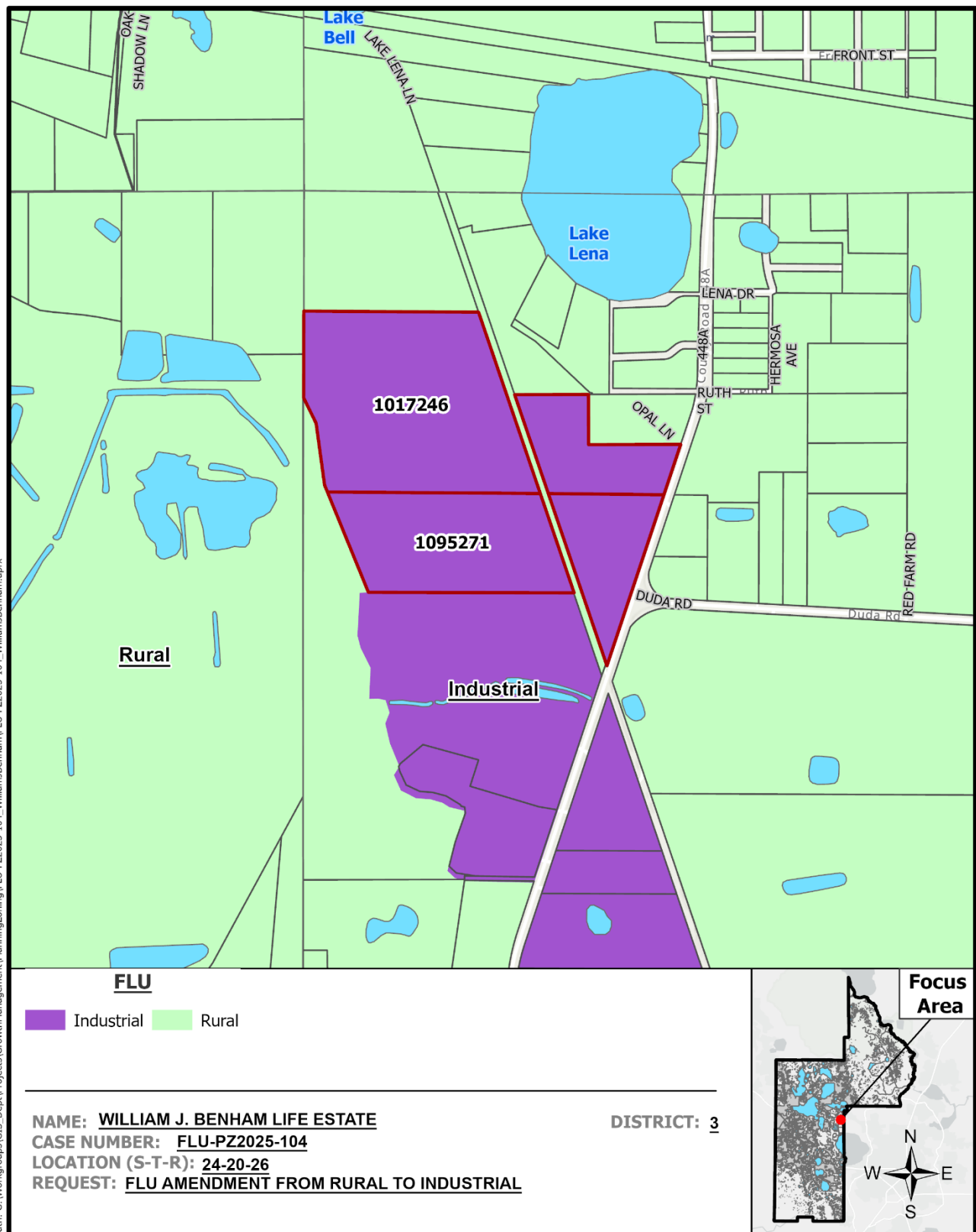
CURRENT FUTURE LAND USE



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6/25/2026

Attachment “B” – Proposed Future Land Use Map

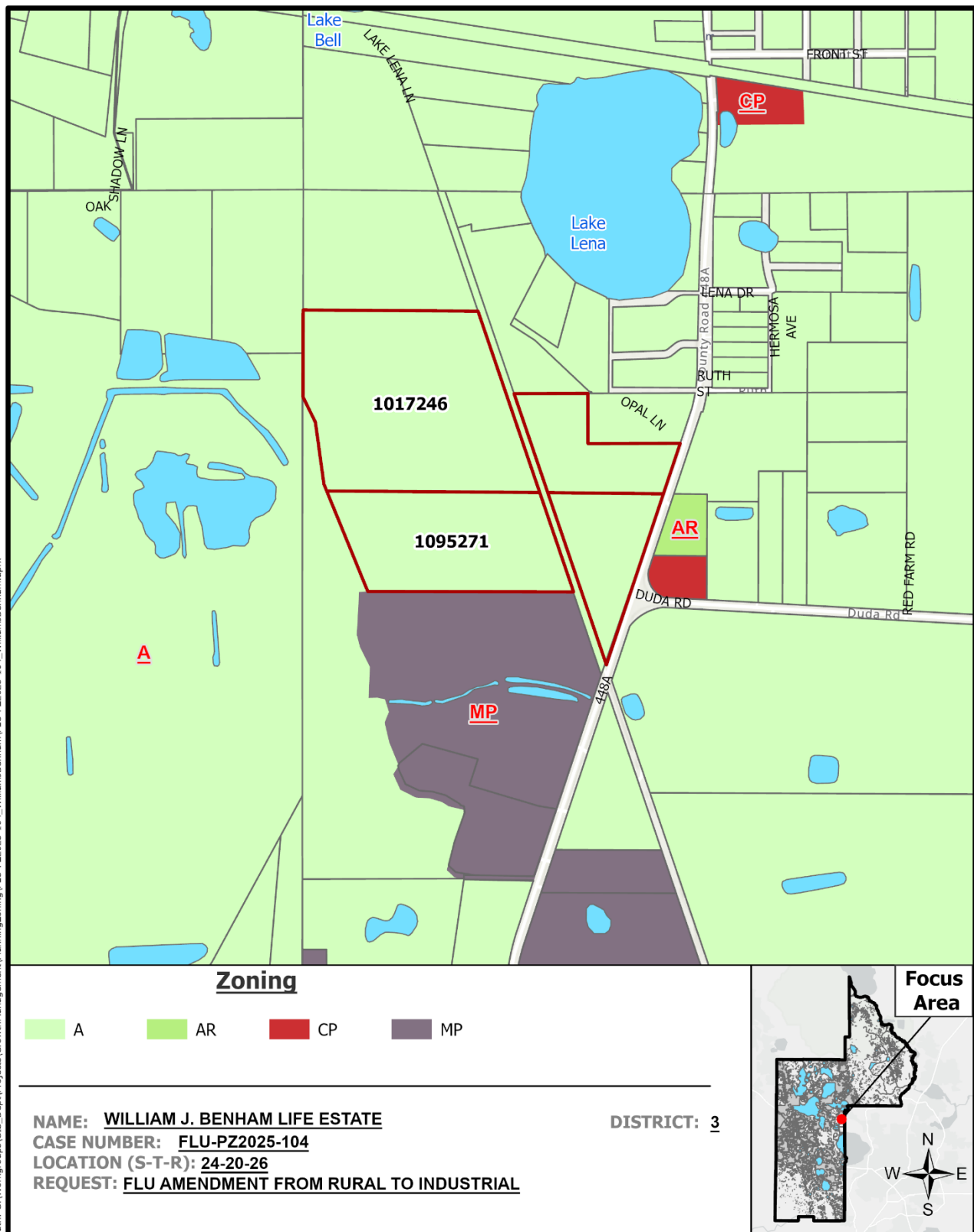
PROPOSED FUTURE LAND USE

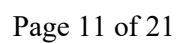


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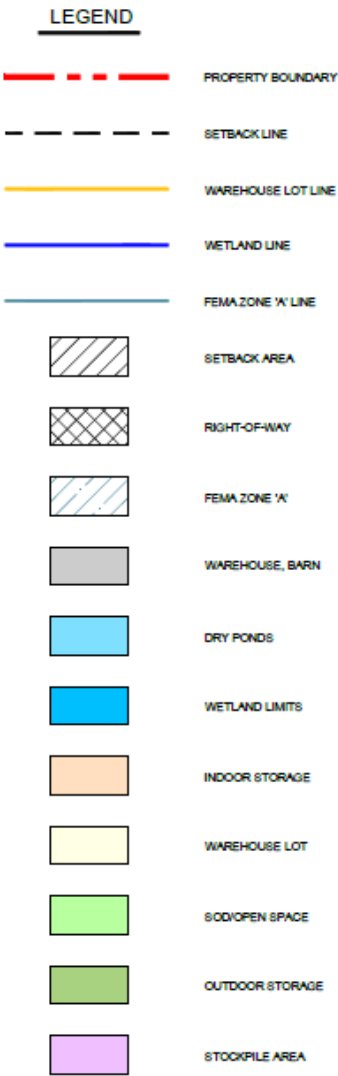
Attachment “C” – Current Zoning Map

CURRENT ZONING





Attachment “D” – Concept Plan (Pg. 2 of 2)

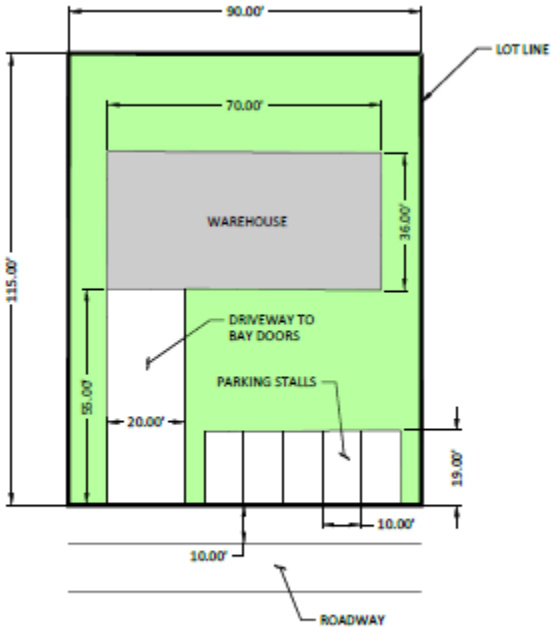


SITE DATA TABLE

SITE ADDRESS: OPAL LANE & LAKE LENA LANE MOUNT DORA, FL 32757
PARCEL NO: 24-20-26-0002-000-00600 & 24-20-26-0002-000-00100
ALTERNATE KEY: 1017246 & 1095271
TOTAL SITE AREA: +/- 77.16 AC
MAXIMUM IMPERVIOUS SURFACE RATIO: 80%
MAXIMUM INTENSITY: 1.0 - OFFICE / MANUFACTURING - 2.0
MAXIMUM COMMERCIAL USE: 10%

BUILDING

BUILDINGS 1-55 / WAREHOUSE / OFFICE (ITE 150) - 2,520 SF / EA (55 * 2,520 = 138,600 SF)
INDOOR STORAGE BUILDINGS - 7,654 SF (4 * 7,654 = 30,616 SF)
BARN - 4,800 SF (2 * 4,800 = 9,600 SF)
TOTAL BUILDING = 178,816 SF



WAREHOUSE LOT LAYOUT DETAIL

Attachment “E” – Project Narrative

Project Narrative – William J. Benham Rezoning (AR 5582 / PZ2024-069)

- a) Whether the rezoning is in conflict with any applicable provisions of the Land Development Code.
The proposed Planned Industrial zoning would not be in conflict with any applicable provisions of the Land Development Code, and would be consistent with the recent rezonings of properties immediately south of the subject property to Planned Industrial (Ordinance No. 2023-70 and Ordinance No. 2025-52).
- b) How the application is consistent with all elements of the Comprehensive Plan.
The proposed Planned Industrial zoning is consistent with the Lake County Comprehensive Plan, which emphasizes efficient transportation systems, adequate employment, and the need for capital improvements. The site's location at a major intersection and adjacency to Planned Industrial zoning makes it appropriate for planned industrial use. In addition, pursuant to Comprehensive Plan Policy I-6.5.3, proposed uses within the Economic Development Overlay District shall only be permitted upon approval of a rezoning of the underlying property to Planned Unit Development (PUD), Planned Commercial (CP) District, or Planned Industrial (MP) District pursuant to the Land Development Regulations, which further supports this rezoning request.
- c) How the proposed rezoning is inconsistent with existing and proposed land uses.
The proposed Planned Industrial zoning is *consistent* with existing and proposed land uses. The surrounding area is largely agricultural, which provides an appropriate transition for industrial uses. The site is not surrounded by dense residential development. In addition, the subject property is contiguous to existing property that is zoned Planned Industrial and Planned Commercial.
- d) A statement describing any changed conditions that would justify the rezoning.
Two changed conditions that would justify Planned Industrial zoning are:
- The adoption of Ordinance No. 2023-70, which approved the rezoning of AK 3794003 from Agriculture to Planned Industrial on November 28, 2023.
 - The adoption of Ordinance No. 2025-52, which approved the rezoning of AK 1441943 from Agriculture to Planned Industrial on November 13, 2025.
- Both adoptions reflect the County's support for industrial development in this corridor and establish a precedent for consistent zoning in the area.
- e) Description of how the proposed rezoning would result in demands on public facilities, and whether, or to the extent to which, the proposed rezoning would exceed the capacity of such public facilities, including, but not limited to police, roads, sewage facilities, water supply, drainage, solid waste, parks and recreation, schools, and fire and emergency medical facilities.
The proposed Planned Industrial rezoning is not anticipated to place undue demands on public facilities or exceed current service capacities. The Conceptual Plan is similar in character and nature to the general layout and use of the southerly adjacent property (i.e., the Hurley Environmental Park project on AK 3794003), which was recently approved for

Attachment “E” – Project Narrative

Planned Industrial zoning (Ordinance No. 2023-70). This approach ensures consistency with nearby development and allows for appropriate planning of infrastructure needs. Because the proposed use is non-residential, it will not affect school capacity or parks and recreation services. Future development will be subject to Lake County’s site plan review process and concurrency requirements to ensure adequate provision of police, fire, emergency medical services, roads, utilities, and drainage.

- f) Any impacts the rezoning application would affect the natural environment.
The proposed Planned Industrial zoning is not expected to negatively impact the natural environment, as the subject property is located at a major intersection (Duda Road and CR 448A), making it a suitable location for this type of land use. Additionally, the Conceptual Plan only proposes development outside of the floodplain to help mitigate potential flooding impacts.
- g) Whether, and the extent to which, the proposed rezoning would affect the property values in the area.
The proposed Planned Industrial zoning is not expected to have a negative impact on surrounding property values. Industrial zoning and FLU remain in high demand and support Lake County’s economic growth objectives. Furthermore, multiple parcels south of the subject property have already been rezoned to Planned Industrial (Ordinance No. 2023-70 and Ordinance No. 2025-52), with no known adverse impact on nearby property values, including the subject property.
- h) How the proposed rezoning would result in an orderly and logical development pattern.
The proposed Industrial FLU would promote an orderly and logical development pattern by extending an existing FLU designation in the immediate vicinity. Multiple parcels to the south were rezoned to Planned Industrial under Ordinance No. 2023-70 and Ordinance No. 2025-52. Rezoning the subject property to match these designations would create consistency in land use and support cohesive planning in the area.
- i) How the proposed rezoning would be in conflict with the public interest, and in harmony with the purpose and intent of these regulations.
The proposed Planned Industrial zoning *is not in conflict* with the public interest, as it aligns with Lake County’s ongoing efforts to support job creation and accommodate industrial development in appropriate locations. This proposed rezoning is consistent with the purpose and intent of the Land Development Regulations, as demonstrated by the County’s recent approvals for Planned Industrial zoning for AKs 3794003 and 1441943 to the south, pursuant to Ordinance No. 2023-70 and Ordinance No. 2025-52.

Description of the typical operations and/or activities proposed on the subject parcel:

- All permitted uses included in the Light Industrial (LM) district.

Attachment “E” – Project Narrative

Consistency with Comprehensive Plan Policy I-6.5.1

- The Conceptual Plan currently illustrates a potential warehousing use. Warehousing and logistics operations typically involve significant capital investment and often generate substantial job opportunities. For example, Amazon’s last mile delivery facility in Groveland created approximately 150 to 200 jobs, and other warehouse and distribution operations in Christopher C. Ford Commerce Park have produced hundreds of additional local jobs. However, the Conceptual Plan is preliminary and subject to change, as no specific end user or development program has been identified. The property owner understands that any future development within the Economic Development Overlay District must demonstrate compliance with at least one of the qualifying criteria of Policy I-6.5.1 at the time of site plan or building permit review, once a defined user and project details are established.
- Mount Dora and the surrounding areas already support warehouse, distribution, and light industrial uses, as evidenced by existing facilities in the Mount Dora Commerce Park, standalone industrial and warehouse buildings, and planned developments such as the Wolf Branch Innovation District. These areas demonstrate both the feasibility and local acceptance of warehouse and light industrial operations. A warehousing option is particularly needed in this part of Lake County, between the City of Mount Dora and the Town of Astatula, to support growing logistics and distribution demands, provide opportunities for job creation, and offer space for local businesses requiring efficient industrial and storage facilities, as Astatula does not have an industrial park within its city limits. The proposed Conceptual Plan addresses these regional needs and reflects a use consistent with existing and planned employment-oriented development in the area.

Consistency with Comprehensive Plan Policy I-6.5.2

The proposed rezoning is consistent with Comprehensive Plan Policy I-6.5.2.

- 1) The project area is entirely located within the Economic Development Overlay District, as designated on Map 20 of the Future Land Use Map Series, satisfying Policy I-6.5.2(1).
- 2) The subject parcels have existing roadway access to a collector road, CR 448A, which meets the access requirements set forth in Policy I-6.5.2(2).
- 3) Pursuant to the Utility Notification Letter signed by the Utility Manager of the City of Mount Dora, the subject parcels are not within the City of Mount Dora’s limits for central water and sewer connection. While both parcels are currently vacant, water and sewer connections will be available and utilized upon future development by private utilities, consistent with Policy I-6.5.2(3).
- 4) Although currently vacant, the subject parcels are situated in an area with adequate supporting infrastructure. Telecommunications, energy, and fiber optic services are expected to be accessible and extended as needed to support the proposed industrial use at the time of site development, in accordance with Policy I-6.5.2(4). The subject parcels are in the Duke Energy service area.
- 5) While the property is currently vacant, any future development will comply with all Land Development Regulation setback requirements to ensure appropriate separation from

Attachment “E” – Project Narrative

adjacent residential uses. The surrounding parcels to the west, north, and east are primarily agricultural, except for one parcel along the eastern border of AK 1095271, which is zoned Planned Commercial. Additionally, AK 1095271 borders Planned Industrial property to the south. Agricultural land serves as an effective buffer by providing open space and separation that helps minimize noise, visual, and operational impacts between industrial uses and residential areas. This configuration, along with adherence to required setbacks, will help mitigate potential impacts in accordance with Policy I-6.5.2(5). The Conceptual Plan includes a screening fence, providing a buffer between the industrial area and the adjacent agricultural properties. In addition, there is supplementary buffering along the western parcels, where no development is proposed within FEMA Zone A.

Attachment “E” – Project Narrative

Project Narrative – William J. Benham Comprehensive Plan Amendment (AR 6001 / PZ2025-104)

- 1) Whether the proposed amendment is consistent with all elements of the Comprehensive Plan.

The proposed Industrial FLU would not be in conflict with any applicable provisions of the Comprehensive Plan, and would be consistent with the recent comprehensive plan amendments of the properties immediately south of the subject property to Industrial FLU (Ordinance No. 2023-69 and Ordinance No. 2025-51).

- 2) Whether the proposed amendment conflicts with any applicable provisions of these regulations.

The proposed Industrial FLU is consistent with the Lake County Comprehensive Plan, which emphasizes efficient transportation systems, adequate employment, and the need for capital improvements. The site’s location at a major intersection and adjacency to Industrial FLU makes it appropriate for planned industrial use. In addition, pursuant to Comprehensive Plan Policy I-6.5.3, proposed uses within the Economic Development Overlay District shall only be permitted upon approval of a rezoning of the underlying property to Planned Unit Development (PUD), Planned Commercial (CP) District, or Planned Industrial (MP) District pursuant to the Land Development Regulations. The property owner’s contemporaneous rezoning request further supports this amendment request.

- 3) Whether, and the extent to which, the proposed amendment is inconsistent with existing and proposed land uses.

The proposed Industrial FLU is *consistent* with existing and proposed land uses. The surrounding area is largely agricultural, which provides an appropriate transition for industrial uses. The site is not surrounded by dense residential development. In addition, the subject property is contiguous to existing Industrial FLU property.

- 4) Whether there have been changed conditions that justify an amendment.

Two changed conditions that would justify Industrial FLU are:

- The adoption of Ordinance No. 2023-69, which approved the comprehensive plan amendment of AK 3794003 from Agriculture to Industrial FLU on November 28, 2023.
- The adoption of Ordinance No. 2025-51, which approved the comprehensive plan amendment of AK 1441943 from Agriculture to Industrial FLU on November 13, 2025.

Both adoptions reflect the County’s support for industrial development in this corridor and establish a precedent for consistent FLU in the area.

- 5) 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.

Attachment “E” – Project Narrative

The proposed Industrial FLU is not anticipated to place undue demands on public facilities or exceed current service capacities. The Conceptual Plan is similar in character and nature to the general layout and use of the southerly adjacent property (i.e., the Hurley Environmental Park project on AK 3794003), which was recently approved for Industrial FLU pursuant to Ordinance No. 2023-69. This approach ensures consistency with nearby development and allows for appropriate planning of infrastructure needs. Because the proposed use is non-residential, it will not affect school capacity or parks and recreation services. Future development will be subject to Lake County’s site plan review process and concurrency requirements to ensure adequate provision of police, fire, emergency medical services, roads, utilities, and drainage.

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

The proposed Industrial FLU is not expected to negatively impact the natural environment, as the subject property is located at a major intersection (Duda Road and CR 448A), making it a suitable location for this type of land use. Additionally, the Conceptual Plan only proposes development outside of the floodplain to help mitigate potential flooding impacts.

- 7) Whether, and the extent to which, the proposed amendment would affect the property values in the area.

The proposed Industrial FLU is not expected to have a negative impact on surrounding property values. Industrial zoning and FLU remain in high demand and support Lake County’s economic growth objectives. Furthermore, multiple parcels south of the subject property were amended to Industrial FLU under the comprehensive plan (Ordinance No. 2023-69 and Ordinance No. 2025-51), with no known adverse effects on nearby property values, including the subject property.

- 8) 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 Industrial FLU would promote an orderly and logical development pattern by extending an existing FLU designation in the immediate vicinity. Multiple parcels to the south were amended to Industrial FLU under Ordinance No. 2023-69 and Ordinance No. 2025-51. Amending the comprehensive plan for the subject property to match these designations would create consistency in land use and support cohesive planning in the area.

- 9) Whether the proposed amendment would be consistent with or advance the public interest, and in harmony with the purpose and interest of these regulations.

The proposed Industrial FLU is consistent with and advances the public interest, because it aligns with Lake County’s ongoing efforts to support job creation and accommodate industrial development in appropriate locations. This proposed comprehensive plan amendment is consistent with the purpose and intent of the Comprehensive Plan, as demonstrated by the County’s recent approvals for Industrial FLU for AKs 3794003 and 1441943 to the south, pursuant to Ordinance No. 2023-69 and Ordinance No. 2025-51.

Attachment “E” – Project Narrative

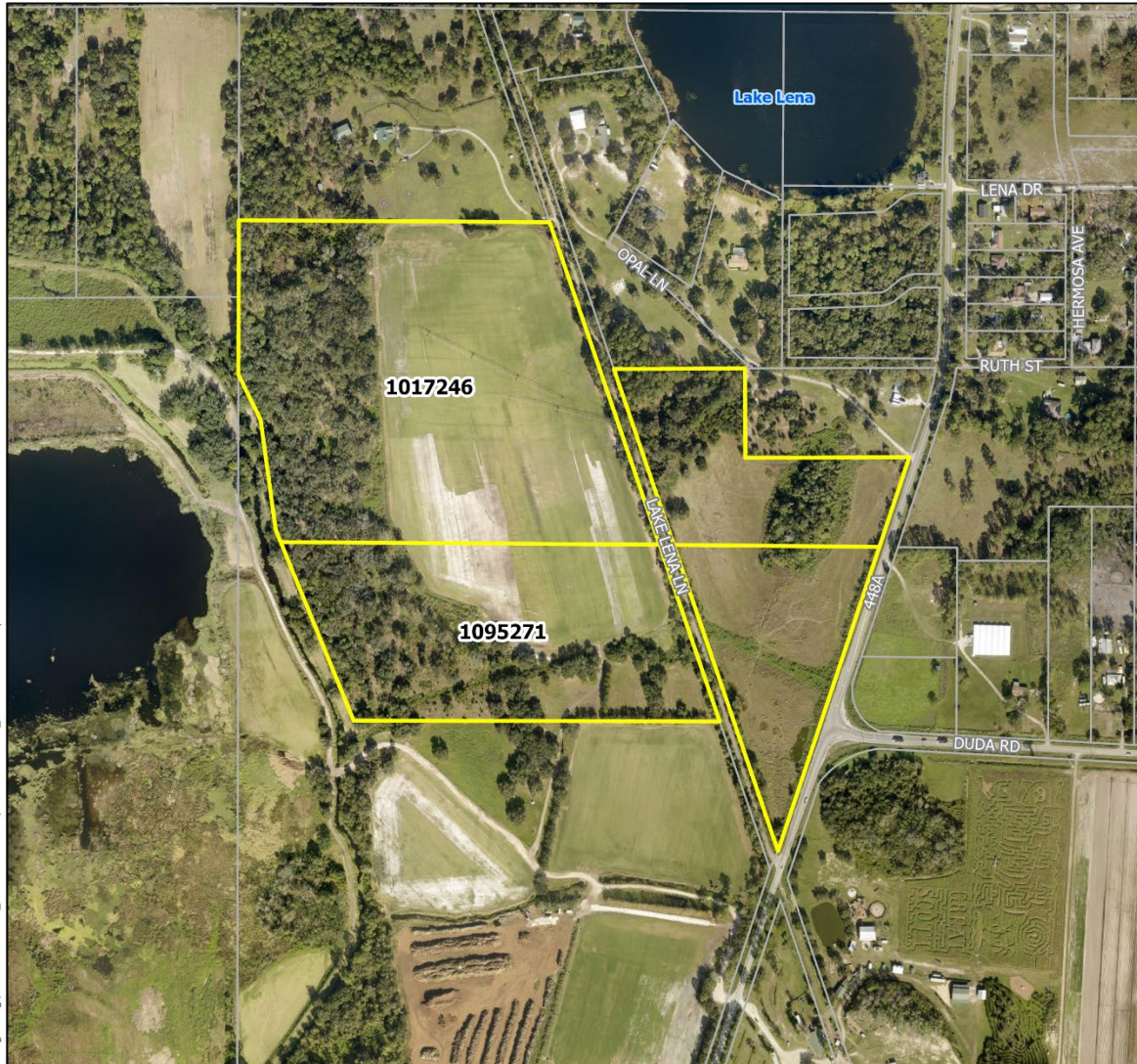
- 10) Any other matters that may be deemed appropriate by the Local Planning Agency or the Board of County Commissioners, in review and consideration of the proposed amendment.
N/A, see responses to #1-9 above.

Map of Subject Property



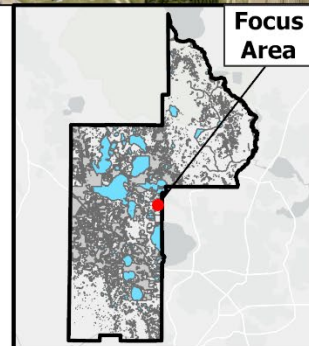
Aerial Map of Subject Property

FLU-PZ2025-104
William J. Benham Life Estate



Path: G:\Workgroups\GIS_Dept\Projects\GrowthManagement\Planning\Zoning\FLU-PZ2025-104_William Benham\FLU-PZ2025-104_William Benham.aprx

FLU amendment from Rural to Industrial



6/10/2025

ORDINANCE #2026 - _____

AN ORDINANCE OF THE BOARD OF COUNTY COMMISSIONERS OF LAKE COUNTY, FLORIDA; AMENDING THE FUTURE LAND USE MAP FROM RURAL FUTURE LAND USE CATEGORY TO INDUSTRIAL FUTURE LAND USE CATEGORY FOR 77.13 +/- ACRES LOCATED SOUTH OF OPAL LANE, WEST OF CR 448A AND WEST OF LAKE LENA LANE, IN THE UNINCORPORATED LAKE COUNTY, IDENTIFIED AS ALTERNATE KEY NUMBERS 1017246 AND 1095271, AND LEGALLY DESCRIBED IN EXHIBIT A BELOW; PROVIDING FOR PUBLICATION AS REQUIRED BY SECTION 163.3184(11), FLORIDA STATUTES; PROVIDING FOR SEVERABILITY; AND PROVIDING FOR AN EFFECTIVE DATE.

WHEREAS, Chapter 163, Florida Statutes, Part II, governs growth policy, county and municipal planning, and land development regulation in the State of Florida; and

WHEREAS, Chapter 125, Florida Statutes, Section 125.01(1)(g), authorizes the Board of County Commissioners of Lake County to “prepare and enforce comprehensive plans for the development of the county”; and

WHEREAS, pursuant to Chapters 163 and 125, Florida Statutes, on the 25th day of May 2010, the Board of County Commissioners enacted Ordinance No. 2010-25, adopting the Lake County 2030 Comprehensive Plan; and

WHEREAS, on the 23rd day of July 2010, the State of Florida Department of Community Affairs, now known as the Florida Department of Commerce, published a Notice of Intent finding the Lake County 2030 Comprehensive Plan Amendment "In Compliance" with Chapter 163, Florida Statutes; and

WHEREAS, Section 163.3184, Florida Statutes, sets forth the process for adoption of Comprehensive Plan Amendments; and

WHEREAS, on the 7th day of October, 2026, this Ordinance was heard at a public hearing before the Lake County Planning and Zoning Board; and

WHEREAS, on the 3rd day of November, 2026, this Ordinance was heard at a public hearing before the Lake County Board of County Commissioners for approval to transmit to the state planning agency and other reviewing agencies; and

WHEREAS, on the ____ day of _____ 2026, this Ordinance was heard at a public hearing before the Lake County Board of County Commissioners for adoption; and

WHEREAS, it serves the health, safety and general welfare of the residents of Lake County to adopt the amendment to the Lake County Comprehensive Plan and Future Land Use Map.

NOW THEREFORE, BE IT ORDAINED by the Board of County Commissioners of Lake County, Florida, that:

Section 1. Comprehensive Plan Future Land Use Map Amendment. The 2030 Comprehensive Plan Future Land Use Map is hereby amended to change the Future Land Use Category for the subject property, described in Exhibit “A” attached and incorporated in this Ordinance, from Rural to Industrial Future Land Use Category.

Section 2. Advertisement. This Ordinance was advertised pursuant to Sections 125.66 and 163.3184, Florida Statutes.

Section 3. Severability. If any section, sentence, clause, phrase or word of this Ordinance is for any reason held or declared to be unconstitutional, inoperative or void, such holding or invalidity shall not affect the remaining portions of this Ordinance; and it shall be construed to have been the Commissioners’ intent to pass this Ordinance without such unconstitutional, invalid or inoperative part therein; and the remainder

of this Ordinance, after the exclusion of such part or parts shall be deemed and held to be valid, as if such parts had not been included herein; or if this Ordinance or any provisions thereof shall be held inapplicable to any person, groups of persons, property, kind of property, circumstances or set of circumstances, such holding shall not affect the applicability thereof to any other person, property or circumstances.

Section 4. Effective Date. The effective date of this plan amendment, if the amendment is not timely challenged, shall be 31 days after the state land planning agency notifies the local government that the plan amendment package is complete. If timely challenged, this amendment shall become effective on the date the state land planning agency or the Administration Commission enters a final order determining this adopted amendment to be in compliance. No development orders, development permits, or land uses dependent on this amendment may be issued or commence before it has become effective. If a final order of noncompliance is issued by the Administration Commission, this amendment may nevertheless be made effective by adoption of a resolution affirming its effective status, a copy of which resolution shall be sent to the state land planning agency.

ENACTED this ____ day of _____, 2026.

FILED with the Secretary of State _____, 2026.

**BOARD OF COUNTY COMMISSIONERS
LAKE COUNTY, FLORIDA**

Leslie Campione, Chairman

ATTEST:

Gary J. Cooney, Clerk
Board of County Commissioners of
Lake County, Florida

Approved as to form and legality:

Melanie Marsh, County Attorney

EXHIBIT "A" – LEGAL DESCRIPTION.

LEGAL DESCRIPTION: PER SCHEDULE "A" - LANDS AND O.R. BOOK 5825, PAGE 1280

LANDS IN SECTION 24, TOWNSHIP 20 SOUTH, RANGE 26 EAST, LAKE COUNTY, FLORIDA:

PARCELS NO.1 (AK#1017246) AND NO.2 (AK#1095271)

THAT PART OF THE NORTH 1/2 OF THE NORTHWEST 1/4 OF SECTION 24, LYING WEST OF SEABOARD COASTLINE RAILROAD, LESS THE NORTH 796.92 FEET THEREOF;

AND:

THE NORTH 1/2 OF THE SOUTH 1/2 OF THE NORTHWEST 1/4 OF SECTION 24, TOWNSHIP 20 SOUTH, RANGE 26 EAST, LAKE COUNTY, FLORIDA, LYING WEST OF STATE ROAD NO. S-448-A (NOW KNOWN AS COUNTY ROAD NO. C-448-A), LESS THE FOLLOWING DESCRIBED PARCEL OF LAND:

FROM THE NORTHEAST CORNER OF THE SOUTHEAST 1/4 OF THE NORTHWEST 1/4 OF SAID SECTION 24, RUN SOUTH 89°35'40" WEST, ALONG THE NORTH LINE OF SAID SOUTHEAST 1/4 OF THE NORTHWEST 1/4, 88.13 FEET, MORE OR LESS, TO THE WESTERLY RIGHT-OF-WAY LINE OF STATE ROAD NO. 448-A AND THE POINT OF BEGINNING OF THIS DESCRIPTION; FROM THE SAID POINT OF BEGINNING, CONTINUE SOUTH 89°35'40" WEST, 710.0 FEET; THENCE SOUTH 0°01'10" WEST, 332.60 FEET; THENCE NORTH 89°35'43" EAST, 613.61 FEET, MORE OR LESS, TO THE WESTERLY RIGHT-OF-WAY LINE OF STATE ROAD NO. 448-A; THENCE NORTHERLY, ALONG SAID WESTERLY RIGHT-OF-WAY LINE OF STATE ROAD NO. 448-A TO THE POINT OF BEGINNING.

AND ALSO LESS THAT PART OF THE WEST 1/2 OF SECTION 24, TOWNSHIP 20 SOUTH, RANGE 26 EAST, LAKE COUNTY, FLORIDA, DESCRIBED AS FOLLOWS:

BEGIN AT THE WEST 1/4 CORNER OF AFORESAID SECTION 24; THENCE ALONG THE WEST LINE OF THE NORTHWEST 1/4, RUN NORTH 02°39'48" WEST, 1285.90 FEET; THENCE DEPARTING SAID WEST LINE, RUN SOUTH 28°56'28" EAST, 186.63 FEET; THENCE SOUTH 10°34'37" EAST, 413.34 FEET; THENCE SOUTH 24°59'57" EAST, 767.99 FEET TO THE NORTH LINE OF THE SOUTH 2660.60 FEET OF THE WEST 1/2 OF SAID SECTION 24; THENCE ALONG SAID NORTH LINE, RUN SOUTH 87°29'58" WEST, 431.10 FEET TO THE POINT OF BEGINNING.

TOGETHER WITH THAT PART OF THE NORTHWEST 1/4 OF SECTION 24, TOWNSHIP 20 SOUTH, RANGE 26 EAST, LAKE COUNTY, FLORIDA, DESCRIBED AS FOLLOWS:

THE SOUTH 1/4 OF THE NORTHWEST 1/4 OF SAID SECTION 24, LYING WEST OF THE WESTERLY RIGHT-OF-WAY LINE OF COUNTY ROAD NO. C-448-A, LESS THAT PORTION GIVEN TO SEABOARD COASTLINE RAILROAD IN DEED BOOK 255, PAGE 451, PUBLIC RECORDS OF LAKE COUNTY, FLORIDA.

AND:

THE SOUTHWEST 1/4 OF SAID SECTION 24, LYING WEST OF THE WESTERLY LINE OF THE RIGHT-OF-WAY OF COUNTY ROAD NO. C-448-A AND THE EAST LINE OF THE SAID RAILROAD RIGHT-OF-WAY.

NOTE: THIS PARCEL DOES NOT CONTAIN WORDING WHICH LESSENS OUT FORMER RAILROAD SPUR LINE AS DESCRIPTION IN DEED BOOK 255 PAGE, PAGE 451. FURTHERMORE, PORTION OF FORMER RAILROAD SPUR WAS SOLD TO EDNA HOLLEY PER OFFICIAL RECORDS BOOK 999, PAGE 2349. NO INSTRUMENT OF RECORD WAS FURNISHED AT TIME OF SURVEY TO INDICATE OWNERSHIP BY CLIENT NAMED HEREON OF ANY PORTION OF THE FORMER RAILROAD SPUR.

