

REZONING STAFF REPORT

OFFICE OF PLANNING & ZONING

Tab Number: 3

Public Hearings: Planning & Zoning Board (PZB): April 2, 2025

Board of County Commissioners (BCC): May 6, 2025

Case No. and Project Name: PZ2024-165, Mansfield Landscaping

Applicant(s): Gavin Rollins

Owner(s): Stephan E Mansfield Revocable Living Trust

Reguested Action: Rezone approximately 1.14 +/- acres from Estate Residential District (R-2) to Agriculture

District (A) to facilitate a plant nursery within the Agriculture District (A).

Staff Determination: Staff finds the rezoning is consistent with the Land Development Regulations (LDR) and

Comprehensive Plan.

Case Manager: Meagan Bracciale

PZB Recommendation: TBD

Subject Property Information

Size: 1.14 +/- acres

Location: County Road 48, in the unincorporated Yalaha area

Alternate Key No(s).: 1241952

Future Land Use Category: Rural Transition (Attachment "A")

Current Zoning District: Estate Residential District (R-2) (Attachment "B")

Proposed Zoning District: Agriculture District (A) (Attachment "C")

JPA/ISBA: Howey in the Hills Interlocal Service Boundary Agreement (ISBA) area

Overlay/Rural Protection Area: N/A

Adjacent Property Land Use Table

Direction	Future Land Use	Zoning	Existing Use	Comments
North	Rural Transition	Agriculture (A)	Right-of-Way, Residential, Future Trail	Bloomfield Subdivision North of County Road 48, Abandoned Railway parcel to be developed as part of the Future Central Lake Trail
South	Rural Transition	Estate Residential (R-2)	Vacant Residential	Vacant Residential, Bloomfield Subdivision
East	Rural Transition	Agriculture (A)	Right-of-Way, Vacant Residential	Bloomfield Avenue, Vacant Residential
West	Rural Transition	Agriculture (A)	Vacant Residential	Vacant Residential

- Staff Analysis -

The subject 1.14 +/- gross acre parcel, identified by Alternate Key Number 1241952, is zoned as Estate Residential District (R-2); is designated with a Rural Transition Future Land Use Category (FLUC) by the 2030 Comprehensive Plan; and located within the Howey in the Hills Joint Planning Agreement (JPA) area.

Per GIS Maps, the subject parcel is located within flood zone "X" and does not depict a presence of wetlands.

The Applicant seeks to rezone the subject parcel from Estate Residential District (R-2) to Agriculture District (A) to facilitate a plant nursery.

The Applicant intends to expand his plant nursery onto the subject parcel. He wishes to utilize the subject parcel for additional space for his plant nursery and landscaping business operations. This includes outdoor growing and/or storage of plants and trees, the storage of other landscaping materials (i.e. pavers and landscaping rocks), and the storage of equipment (i.e. golf cart(s)) to be able to move those materials.

	Zoning District	Density	Maximum Dwelling Units	Maximum Floor Area Ratio	Maximum Impervious Surface Ratio	Building Height
Existing	Estate Residential	(2) Dwellings per (1) Acre	(1)	0.30	0.30	40-feet
Proposed	Agriculture	(1) Dwelling per (5) Acres	(1)	0.10	0.10	40-feet

Table 1. Existing and Proposed Development Standards.

The subject property is currently undeveloped.

The subject 1.14 +/- gross acre parcel, identified by Alternate Key Number 1241952, is located within the Town of Howey in the Hills Interlocal Service Boundary Agreement (ISBA) and the application was provided to the Town of Howey in the Hills for review and comment. The Town of Howey in the Hills "does not oppose this rezoning as it seems to be consistent with the current land use pattern."

For background purposes, on January 24, 2006, the Board of County Commissioners (BCC) approved Ordinance #2006-14, which ordered the amendment of the Lake County Zoning Maps and changed the existing zoning of the parcel from Agriculture (A) District to Estate Residential (R-2) District. The current request seeks to return the subject parcel to its previous designated zoning, as it existed prior to Ordinance #2006-14.

The Applicant provided a Project Narrative as shown on Attachment "D" and a supplemental Justification Statement as shown on Attachment "E".

- Standards for Review (LDR Section 14.03.03) -

A. Whether the proposed rezoning is in conflict with any applicable provisions of the Code.

The proposed use is consistent with LDR Section 3.01.02(B)(9), which defines plant nurseries as the cultivation for sale of horticultural specialties such as flowers, shrubs, and trees, intended for ornamental or landscaping purposes.

The request is consistent with LDR Section 3.01.03, *Schedule of Permitted and Conditional Uses*, which allows Plant nurseries within the Agriculture zoning district.

B. Whether the proposed rezoning is consistent with all elements of the Lake County Comprehensive Plan.

The request is consistent with LDR Section 3.00.03, *Consistency of Zoning District with Land Use Classifications*, as the Agriculture zoning district is consistent with the Rural Transition Land Use Category.

The request is consistent with the 2030 Comprehensive Plan Agriculture Uses definition, which defined agricultural uses as activities within land areas which are predominantly used for the cultivation of crops and livestock including: cropland; pastureland; orchards; vineyards; nurseries; ornamental horticulture areas; groves; confined feeding operations; specialty farms; and silviculture areas.

The request is consistent with Comprehensive Plan Policy I-1.4.5, *Rural Transition Future Land Use Category*, which allows Agriculture uses.

The request is consistent with Comprehensive Plan Policy I-1.2.8, *Agriculture and Equestrian Uses*, which states that Agricultural uses shall be recognized as a suitable use of property within all Future Land Use Categories.

The request is consistent with Comprehensive Plan Policy I-7.1.3, *Existing Lot Exception for Density*, as on December 12, 2024, Lot Exception for Density number PZ2024-184 granted one building site for the subject property, giving the parcel an exception to the density requirements of the Rural Transition Future Land Use, per Comprehensive Plan Policy I-7.1.3, Existing Lot Exception for Density.

The Applicant provided the statement below to demonstrate that the proposed rezoning is consistent with the elements of the Lake County Comprehensive Plan:

"[The] Owner is not aware of any conflict with applicable provisions of the Land Development Code or any inconsistencies with the Comprehensive Plan. The proposed use is compatible and consistent with rural characteristics as described in the Rural Future Land Use Series (which includes Rural Transition FLU). The proposed rezoning is consistent with the Comprehensive Plan Rural Future Land Use Series rural characteristics, including:

- · an emphasis on agriculture,
- · maintaining rural densities
- limited number of principal and accessory structures surrounded by substantial areas of undeveloped land

Rural Transition Future Land Use Category provides for agricultural operations. Agriculture and forestry are listed as typical uses for Rural Transition. The proposed use of Plant Nursery is an agricultural use consistent with the Rural Transition future land use category."

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

The proposed rezoning application proposes development consistent with the adjacent neighboring properties located to the east and west. The proposed Agriculture (A) rezoning is to facilitate a plant nursery consistent with the surrounding land uses, which are predominantly agricultural.

The Applicant provided the statement below to demonstrate that the proposed use will not have an undue adverse effect on neighboring properties:

"The proposed use is compatible with the surrounding properties. The parcels to the East and Northeast are currently Agricultural; and the parcels to the west (separated by roadway) are also zoned Agricultural. The proposed use will be identical to the current use of parcel ALT 3553811."

D. Whether there have been changed conditions that justify a rezoning;

Over the past five (5) years, there has been no evidence of development trends of properties rezoning in this area. The property owners intend to develop the property with agriculture use (plant nursery) consistent with the current Rural Transition FLUC. This request would result in development similar to the surrounding existing Agriculture (A) zoning districts and uses.

The Applicant provided the statement below to demonstrate the change in conditions that justify the requested rezoning:

"The changed conditions justifying the rezoning include Owner's need to expand his Plant Nursery operations from the adjacent parcel to the subject property. The rezoning is necessary because Owner wishes to construct a barn or similar accessory structure, which is not permitted in residential zoning without a residence on the property. In the alternative, Owner wishes to sell his landscaping business to include the subject parcel."

PZ2024-165, Mansfield Landscaping

E. Whether, and the extent to which, 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.

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 Sewage

Central water and central sewage are not currently available to the subject property. Should the subject parcel request development permits in the future, an updated utility notification letter shall be requested at the time of permitting.

Solid Waste

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

Parks

The proposed request is not anticipated to adversely impact park capacity or levels of service

Transportation Concurrency

The proposed request is not anticipated to adversely impact transportation levels of service.

Public Safety

Lake County Fire Station #82 is located 5.8 miles from the subject property at 24939 US Highway 27, Leesburg, FL 34748, and will provide advanced life support should an emergency on the property demand this service. Fire protection, water supply and emergency access will be addressed during the permitting process, should the property apply for development permits.

<u>Schools</u>

The proposed request is not anticipated to adversely impact school levels of service.

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

Although adverse impacts are not anticipated, new development will be required to meet all criteria specified by the Comprehensive Plan and LDR, as amended.

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

There is no indication that the rezoning application will affect property values in the area.

The Applicant provided the statement below to demonstrate that the proposed use will not have an undue adverse effect on property values in the area:

"As previously mentioned, the parcels to the East, West, and Northeast of the subject property are already zoned Agricultural. The proposed rezoning and use are consistent with the surrounding properties."

H. Whether, and the extent to which, the proposed rezoning would result in an orderly and logical development pattern.

The property owners intend to develop the property with agriculture use (plant nursery) consistent with the current Rural Transition FLUC. This request would result in development similar to the surrounding existing Agriculture (A) zoning districts and uses.

The request is in harmony with the general intent of the Comprehensive Plan and Land Development Regulations as stated in Sections A through G above.

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I. Whether the proposed rezoning would be in conflict with the public interest, and in harmony with the purpose and intent of these Regulations.

The proposed rezoning application is in harmony with the general intent of the Comprehensive Plan and LDR as stated in Sections A through H above.

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.

N/A.

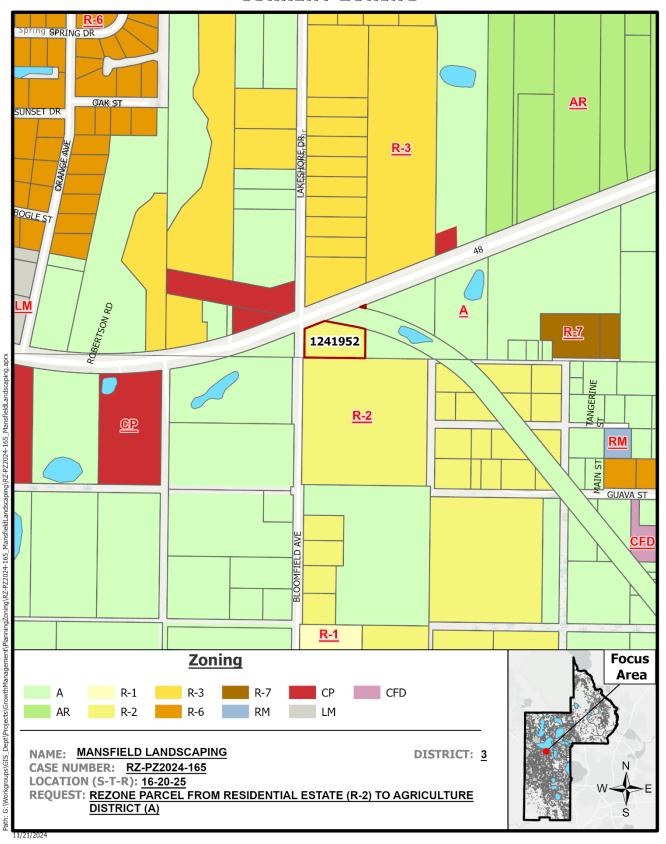
Attachment "A" - Future Land Use Map

CURRENT FUTURE LAND USE



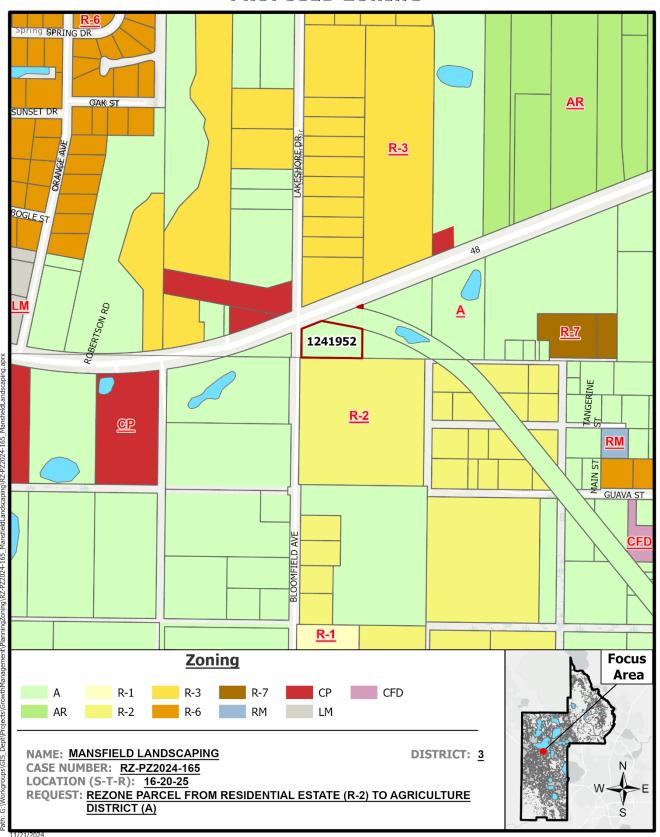
Attachment "B" – Current Zoning District Map

CURRENT ZONING



Attachment "C" - Proposed Zoning Map

PROPOSED ZONING



Project Narrative

ALT Key 1241952

Owner of subject parcel also owns adjacent parcel (ALT Key 3852068) and parcel northeast of the subject parcel, where owner currently owns and operates a landscaping business (Mansfield Landscaping, ALT Key 3553811). Those parcels are already zoned A-Agricultural. The purpose of the requested rezoning is to allow owner to use the subject parcel in the same manner as the other parcels; specifically, owner wishes to utilize the subject parcel for additional space for his landscaping business operations. This includes outdoor growing and/or storage of plants and storage of equipment and other materials.

Owner is not aware of any conflict with applicable provisions of the Land Development Code or any inconsistencies with the Comprehensive Plan. The proposed use is compatible and consistent with rural characteristics as described in the Rural Future Land Use Serious (which includes Rural Transition FLU).

The proposed use is compatible with the surrounding properties. The parcels to the east and northeast are currently Agricultural; and the parcels to the west (separated by roadway) are also zoned Agricultural. The proposed use will be identical to the current use of parcel ALT 3553811.

The proposed rezoning would not result in additional demand to public facilities, does not conflict with the public interest, and is in harmony with the surrounding uses and the purpose and intent of Land Development Regulations.

If you have any questions or need further information, please do not hesitate to reach out to Francheska Sabatini, Attorney for Owner, at 407-965-6380 or via e-mail at francheska@sabatinilegal.com.

PZ2024-165

Project Narrative Addendum dated October 25, 2024

ALT Key 1241952

Please find below additions to the Project Narrative pursuant to staff comments dated September 19, 2024:

1. EQUIPMENT AND MATERIALS. The types of equipment and materials to be stored on Property include plants, trees, pavers, golf cart(s), and landscaping rocks. The following are photos of Owner's adjacent parcel where his landscaping business is currently situated for reference:















- 2. CHANGED CONDITIONS/ NEED FOR REZONING. The changed conditions justifying the rezoning include Owner's need to expand his landscaping business operations from the adjacent parcel to the subject property. The rezoning is necessary because Owner wishes to construct a barn or similar accessory structure, which is not permitted in residential zoning without a residence on the property. In the alternative, Owner wishes to sell his landscaping business to include the subject parcel.
- COMPREHENSIVE PLAN. The proposed rezoning is consistent with the Comprehensive Plan Rural Future Land Use Series rural characteristics, including:
 - an emphasis on agriculture,
 - maintaining rural densities
 - limited number of principal and accessory structures surrounded by substantial areas of undeveloped land

Rural Transition Future Land Use Category provides for agricultural operations. Agriculture and forestry are listed as typical uses for Rural Transition. The proposed use of Plant Nursery is an agricultural use consistent with the Rural Transition future land use category.

4. NATURAL ENVIRONMENT. The proposed rezoning will not affect the natural environment. The subject parcel is currently vacant open space. The following are photos of the subject parcel for reference:







Attachment "E", Justification Statement

PZ2024-165 Justification Statement ALT Key 1241952 10/28/24

Please find below Justification Statement per staff comments dated September 19, 2024:

1. The rezoning is not in conflict with any applicable provisions of the Code.

The general purpose and intent of the Land Development Regulations include implementation of the Lake County Comprehensive Plan, and to "foster and preserve public health, safety, and welfare, and to aid in the harmonious, orderly, aesthetically pleasing and socially beneficial Development of the County in accordance with the Comprehensive Plan." (1.03.01 Lake County LDRs). The proposed rezoning is consistent with the Future Land Use designation of Rural Transition, which includes Agriculture use as a typical use under the land use peries.

2. The proposed rezoning is consistent with all elements of the Comprehensive Plan:

<u>Future Land Use Element:</u> As previously mentioned, the proposed Agricultural use
is consistent with the Future Land Use designation of Rural Transition, which
includes Agricultural uses as typical uses under the land use classification.
Preventing loss of rural land is one of the purposes of the Future Land Use
Element, and the proposed rezoning for Agricultural purposes is consistent with
this purpose. Further, Policy I-1.2.8 states that "Agricultural and equestrian uses
shall be recognized as a suitable use of property within all Future Land Use
Categories."

The maximum densities and intensities for the Rural Transition Future Land Use Category are as listed below:

Updated May 1, 2023

FUTURE LAND USE CATEGORY	DENSITY (1)	F.A.R. (INTENSITY)	1.5.R	OPEN SPACE	BUILDING HEIGHT (2)(5
Industrial	NS	1.0	0.80	NS	Note (3)
Public Service Facilities & Infrastructure	1 caretaker unit per parcel	1.0	0.80	NS	Note (3)
Mr. Plymouth-Sorrento Main Street	5.5 d.u./1 ocre	0.30	0.60	20% to 25%	"see Mr. Plymouth- Sorrento Policies"
Mr. Plymouth - Sorrento Neighborhood	2 du/1 oae	0.20 to 0.30	0.30	30% to 50%	"see Mr. Plymouth- Sorrento Policies"
Rural	1 d.u./5 acres	NS	0.20 0.30	Min. 35%	None (3)
Rural Transition	1 du/5 acres 1 du/3 acres 1 du/1 acre	NS	0.30 0.50	35% to 50%	Note (3)

Attachment "E", Justification Statement

The proposed use of Plant Nursery under an Agricultural zoning is consistent with the maximum densities and intensities, there is no proposed dwelling unit for the property, and the majority of the property is contemplated to remain open space. As stated above, the proposed agricultural is consistent with the future land use element of the Comprehensive Plan, as agricultural uses shall be recognized as a suitable use of property within all Future Land Use Categories.

- <u>Capital Improvements Element:</u> The purpose of the Capital Improvements Element
 is to demonstrate the fiscal feasibility of Lake County's Comprehensive Plan,
 considering the costs of improvements. The proposed rezoning will not require
 improvements by the County.
- <u>Conservation Element:</u> The proposed rezoning and use is consistent with the goal
 of preservation of natural resources. The parcel is currently open vacant land (see
 photos on Project Narrative comments for reference). The proposed use of plant
 nursery will not have a significant impact on natural resources.
- <u>Economic Element:</u> The proposed rezoning is consistent with the Economic Element of the Comprehensive Plan, and specifically **Policy IV-3.3.1** which includes maintaining the viability of agricultural businesses. **Objective IV-2.2** further provides that Lake County shall "be responsive to existing employers by working with them to ensure continued prosperity and survival."
- Housing Element: The Housing element is not affected by the proposed rezoning.
- <u>Intergovernmental Coordination Element:</u> The Intergovernmental Coordination element is not affected by the proposed rezoning.
- <u>Parks And Recreation Element:</u> Rezoning to Agricultural is consistent with the County's plan to develop, operate, and promote a parks and recreation system that provides all residents with quality leisure opportunities.
- <u>Transportation Element:</u> The Transportation element is not affected by the proposed rezoning. The proposed use will not generate additional traffic volume.
- <u>Public Facilities Element:</u> The public facilities element is not affected by the proposed rezoning. The proposed use will not generate additional needs with respect to: Aquifer Recharge, Potable Water, Sanitary Sewer, Solid Waste, Stormwater, and Public School Facilities.
- <u>Property Rights Element:</u> The proposed use is consistent with the Property Rights element and the Owner's right to use of his property for Agricultural use.
- 3. The proposed rezoning is not inconsistent with existing and proposed land uses. The parcels to the East, West, and Northeast of the subject property are already zoned for Agricultural use. The proposed rezoning and use are consistent with the surrounding properties.
- 4. There have been changed conditions that justify a rezoning. The changed conditions justifying the rezoning include Owner's need to expand his landscaping business operations from the adjacent parcel to the subject property. The rezoning is necessary because Owner wishes to construct a barn or similar accessory structure, which is not permitted in residential zoning without a residence on the property. In the alternative, Owner wishes to sell his landscaping business to include the subject parcel.

Attachment "E", Justification Statement

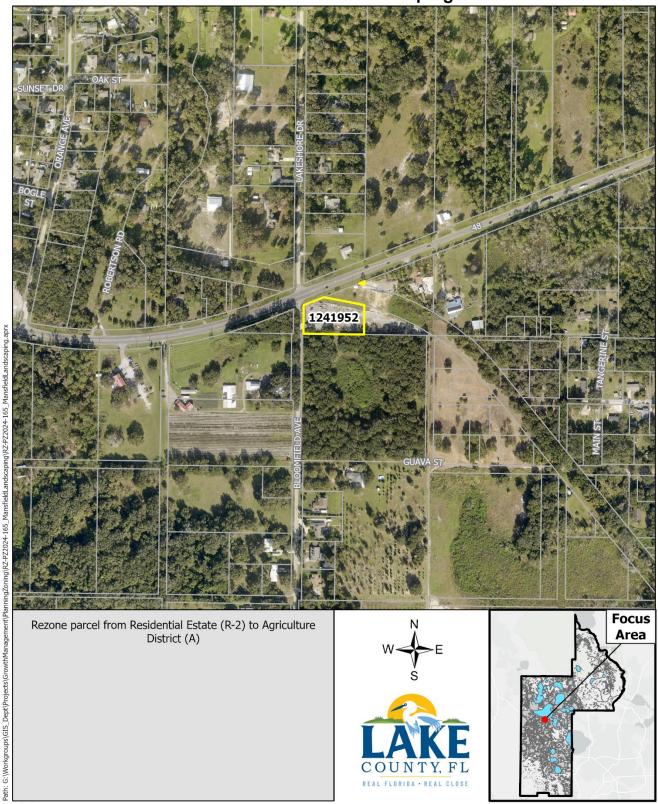
- 5. The proposed rezoning would not result in any additional demand on public facilities. The parcel is on well and septic.
- **6.** The rezoning would not result in significant impacts on the natural environment. The proposed use of plant nursery will not have a significant impact on natural resources. (See comments above and in Project Narrative)
- 7. The proposed rezoning would not affect property values in the area. As previously mentioned, the parcels to the East, West, and Northeast of the subject property are already zoned Agricultural. The proposed rezoning and use are consistent with the surrounding properties.
- 8. The proposed rezoning would result in an orderly and logical development pattern. The proposed rezoning and use are consistent with the surrounding properties and with the rural characteristics of the area.
- 9. The proposed rezoning is not in conflict with the public interest and is in harmony with the purpose and intent of the LDRs. The proposed rezoning is consistent with the general purpose and intent of the Land Development Regulations to ensure development is in accordance with the Comprehensive Plan.) The proposed rezoning is consistent with the Future Land Use designation of Rural Transition, which includes Agriculture use as a typical use under the land use series. As previously noted, agricultural uses as the one proposed shall be recognized as suitable use of property within all Future Land Use Categories.

Map of Subject Property



Aerial Map of Subject Property

RZ-PZ2024-165 Mansfield Landscaping



11/21/2024

ORDINANCE #2025-

AN ORDINANCE OF THE LAKE COUNTY BOARD OF COUNTY COMMISSIONERS AMENDING THE LAKE COUNTY ZONING MAPS; REZONING APPROXIMATELY 1.14 +/- ACRES FROM ESTATE RESIDENTIAL DISTRICT (R-2) TO AGRICULTURE DISTRICT (A), TO ESTABLISH AN ORDINANCE FOR PROPERTY IDENTIFIED AS ALTERNATE KEY 1241952, LOCATED IN SECTION 16, TOWNSHIP 20 SOUTH, RANGE 25 EAST; AND PROVIDING FOR AN EFFECTIVE DATE.

WHEREAS, Gavin Rollins (the "Applicant") made a request, on behalf of Stephen E Mansfield Revocable Living Trust (the "Owner"), to rezone from Estate Residential (R-2) to Agriculture District (A); and

WHEREAS, the subject property consists of approximately 1.14 +/- acres, located on County Road 48 in the Yalaha area of unincorporated Lake County, in Section 16, Township 20 South, Range 25 East, identified by Alternate Key Number 1241952 and more particularly as legally in Exhibit "A" – Legal Description, specifically shown in the underline; and

WHEREAS, subject property is located within the Rural Transition Future Land Use Category, as shown on the Lake County Comprehensive Plan Future Land Use Map (FLUM); and

WHEREAS, the Lake County Planning & Zoning Board reviewed Petition PZ2024-165 on the 2nd day of April 2025, after giving notice of the hearing on the petition for a change in zoning, including notice that the petition would be presented to the Board of County Commissioners of Lake County, Florida, on the 6th day of May 2025; and

WHEREAS, the Board of County Commissioners (Board) reviewed the petition, the recommendations of the Lake County Planning & Zoning Board, staff report, and any comments, favorable or unfavorable, from the public and surrounding property owners at a public hearing duly advertised; and

WHEREAS, upon review, certain terms pertaining to the development of the above-described property have been duly approved.

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

- **Section 1. Terms.** The County Manager or designee shall amend the Lake County Zoning Map to rezone the subject property from Estate Residential District (R-2) to Agriculture District (A). This Ordinance, upon its Effective Date, shall supersede and replace all previous zoning ordinances on the subject property, including Ordinance #2006-14.
- **Section 2. Development Review and Approval.** Prior to the issuance of any permits, the Owner shall submit applications for and receive necessary final development order approvals as provided in the Lake County Comprehensive Plan and Land Development Regulations (LDR), as amended.
- **Section 3. Severability.** If any section, sentence, clause, or phrase of this Ordinance is held to be invalid or unconstitutional by any court of competent jurisdiction, the holding will in no way affect the validity of the remaining portions of this Ordinance.

Ordinance #2025	, Mansfield Landscaping			
Section 4.	Filing with the Department of Statutes. Filing with the Department of Statutes.	of State for the State of Florida		
Section 5.	on 5. Effective Date. This Ordinance shall become effective upon recordation records of Lake County, Florida. The Applicant shall be responsible fees.			
	ENACTED thisday	of	, 2025.	
	FILED with the Secretary of St	ate	, 2025.	
	EFFECTIVE		, 2025.	
		BOARD OF COUNTY COMMILLAKE COUNTY, FLORIDA LESLIE CAMPIONE, CHAIRM		
ATTEST:				
BOARD OF	ONEY, CLERK OF THE COUNTY COMMISSIONERS ITY, FLORIDA			
APPROVED	AS TO FORM AND LEGALITY:			
MFI ANIF M	ARSH, COUNTY ATTORNEY			

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EXHIBIT "A" – LEGAL DESCRIPTION

That portion of the East 1/4 of Government Lot 3 lying South of the Atlantic Coast Railroad all being in Section 16, Township 20 South, Rango 25 East, LAKE County, Florida.