



CONDITIONAL USE PERMIT STAFF REPORT

OFFICE OF PLANNING & ZONING

Tab Number: 6

Public Hearings: Planning & Zoning Board (PZB): July 2, 2025
Board of County Commissioners (BCC): August 5, 2025

Case No. and Project Name: PZ2023-321, HertaberkSchwein Farms

Commissioner District: District 1 – Anthony Sabatini

Applicants: Shane Adams and Heidi Adams

Owners: Shane Adams and Heidi Adams

Requested Action: Conditional use permit (CUP) approval on approximately 19.49 +/- acres to allow a hog farm within the Agriculture District (A).

Staff Determination: Staff finds the conditional use permit application consistent with the Land Development Regulations (LDR) and Comprehensive Plan.

Case Manager: Meagan Bracciale, Planner I

PZB Recommendation: TBD

Subject Property Information

Size: 19.49 +/- acres

Location: 13512 Sendcastle Drive, in the unincorporated Groveland area

Alternate Key No.: 1037921

Future Land Use: Green Swamp Rural (Attachment “A”)

Existing Zoning District: Agriculture (A) District (Attachment “B”)

JPA/ISBA: N/A

Overlay/Rural Protection Area: Green Swamp Area of Critical State Concern (GSACSC)

Adjacent Property Land Use Table

Direction	Future Land Use	Zoning	Existing Use	Comments
North	Green Swamp Rural	Agriculture (A) District	Residential	Vacant Residential
South	Green Swamp Rural	Agriculture (A) District	Agricultural	Agriculture; Timber Farm
East	Green Swamp Rural	Agriculture (A) District	Agricultural	Agriculture; Cattle Farm
West	Green Swamp Rural	Agriculture (A) District	Residential	Single-Family Residence and Vacant Residential

- Summary of Analysis -

The Conditional Use Permit (CUP) application seeks approval of a hog farm for breeding on the subject 19.49+/- acres, identified by Alternate Key 1037921, located at 13512 Sendcastle Drive. The subject parcel is zoned as Agriculture (A) District; is designated with a Green Swamp Rural Future Land Use Category (FLUC) by the 2030 Comprehensive Plan; and located within the Green Swamp Area of Critical State Concern (GSACSC). The subject parcel is developed with a single-family residence, detached garage, six (6) agricultural structures, and three (3) sets of livestock pens.

The subject parcel has received an agriculture exemption from the Property Appraiser's Office for improved pasture/hay production.

The Applicant provided a Project Narrative for the conditional use permit request as shown on Attachment "D".

- Staff Analysis -

LDR Section 14.05.03 (Standards for Review)

A. Consistency with the Comprehensive Plan and Local Code (Land Development Regulations).

The application seeks conditional use approval for a hog breeding and farming facility in Agriculture (A) zoning. The proposed use is consistent with Comprehensive Plan Policy I-4.2.3 Green Swamp Rural FLUC, which allows agricultural uses.

The request is consistent with Comprehensive Plan Policy I-1.2.8 Agricultural and Equestrian Uses, which states that agricultural and equestrian uses are permissible within all FLUCs.

This use is reflected in LDR Section 3.01.02 and LDR Section 3.01.03, which specifies the allowance of hog farms in the Agriculture (A) District with approval of a CUP.

The Concept Plan (Attachment "C") depicts the livestock pens and a majority of the existing agriculture structures at less than 200 +/- feet from the rear and side property lines which is inconsistent with LDR Section 3.01.04(1)(a), which states that a Livestock Building should maintain a two hundred (200) foot setback from the property line. In the event that a Livestock Building cannot be constructed because of the two hundred (200) feet setback, then the Livestock Building shall be as closely centered as possible between the property lines AND shall maintain a fifty (50) foot setback from the property line.

New development will be required to meet all criteria specified by the Comprehensive Plan and LDR, as amended.

B. Effect on Adjacent Properties.

1. The proposed conditional use will not have an undue adverse effect upon nearby property.

- A. The slaughtering and processing facility is and will continue to be routinely inspected by the USDA for safety and compliance.
- B. The subject parcel's well water is routinely tested by the Lake County Water Resource Management Laboratory.
- C. Facility days and hours of operation:
 - i. Monday through Friday – 7:00am to 3:30pm (USDA hours)
 - ii. Monday through Friday Product Pick-Up until 6:30pm
 - iii. Saturday – 9:00am to 5:00pm
 - iv. Saturday Product Pick-Up until 6:30pm
 - v. Sunday – Closed

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

"the proposed conditional use will not have an undue adverse effect upon nearby property because the facilities will be wholly contained on the subject parcel with major oversight being conducted by the USDA regarding facilities and processing procedures."

"In order to control any offensive odors, the hogs are maintained outdoors in sand pens. The sand allows the animals to drive any waste into the ground, eliminating the need to remove the waste and preventing the attraction of flies. Because of the feed given to the animals, the odor is very minimal. There is no manure storage whatsoever.

The processing waste from the facility is packed up by DARPRO every one to two weeks in a 26-foot truck. Until pickup, processing waste is placed in cold storage to prevent odor.

The pens are located in the back of the subject parcel, far away from any neighboring residences. A printout of the Property Appraiser's overhead view demonstrates the distance from the pens to any neighbors."

2. The proposed conditional use is compatible with the existing or planned character of the neighborhood in which it would be located.

Pursuant to LDR Section 3.01.03, Schedule of Permitted and Conditional Uses, Hog Farms are allowed in the Agriculture (A) zoning district with a CUP.

The surrounding development pattern is indicative of low density residential, and agriculture uses. In addition, two (2) of the immediately adjacent parcels have received the agriculture exemption from the Property Appraiser's Office and consist of improved cattle pasture and timber farmland.

The Applicant provided the statement below to demonstrate compatibility with the character of the neighborhood:

"The proposed conditional use is compatible with the existing or planned character of the neighborhood in which it would be located because it maintains the current rural character, houses livestock on a large agricultural/residential lot, requires minimal expenditures for public facilities, and it accommodates an agricultural pursuit."

3. All reasonable steps have been taken to minimize any adverse effect of the proposed conditional use on the immediate vicinity through design, landscaping, and screening.

Should the CUP request be approved, all sensitive resources will be addressed through the development application review and approval process. New development will be required to meet all criteria specified by the Comprehensive Plan and LDR, as amended, for natural resource protection and mitigation. The required Environmental Assessment (EA) must identify the presence of natural resources and specify protection and necessary mitigation of any endangered or threatened wildlife, flora and/or fauna, to include those that are species of special concern.

The Applicant provided the statement below to demonstrate reasonable steps to minimize adverse effects of the proposed conditional use:

"All reasonable steps have been taken to minimize any adverse effect of the proposed conditional use on the immediate vicinity through design, landscaping, and screening. All pens and facilities are located at the back of the subject parcel, away from neighboring homes."

4. The proposed conditional use will be constructed, arranged, and operated so as not to interfere with the development of neighboring property, in accordance with applicable district regulations.

To further mitigate any adverse impacts to surrounding properties, the proposed ordinance includes conditions that limit the hours of operation.

Should the CUP request be approved, a subsequent development application for site plan review must be submitted; the site plan shall be substantially similar to the Concept Plan (Attachment "C"). The Applicant provided the statement below to demonstrate how the proposed conditional use will be constructed, arranged and operated to not interference with the neighborhood:

"The proposed conditional use is constructed, arranged, and operated so as not to interfere with the development of neighboring property, in accordance with applicable district regulations. All pens and facilities are far enough from neighboring properties that there will be no interference."

C. Adequacy of Public Facilities.

The proposed conditional use will be served by adequate 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. Levels of service established by the Comprehensive Plan Shall be considered.

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

The subject parcel is outside of the City of Groveland's utility service area and is currently serviced by private septic and well.

Parks

The proposed request is not anticipated to adversely impact parks.

Solid Waste

The proposed request is not anticipated to adversely impact solid waste capacities or levels of service. All sewage/waste produced from the processing operation is hauled away privately per USDA regulations.

Transportation

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

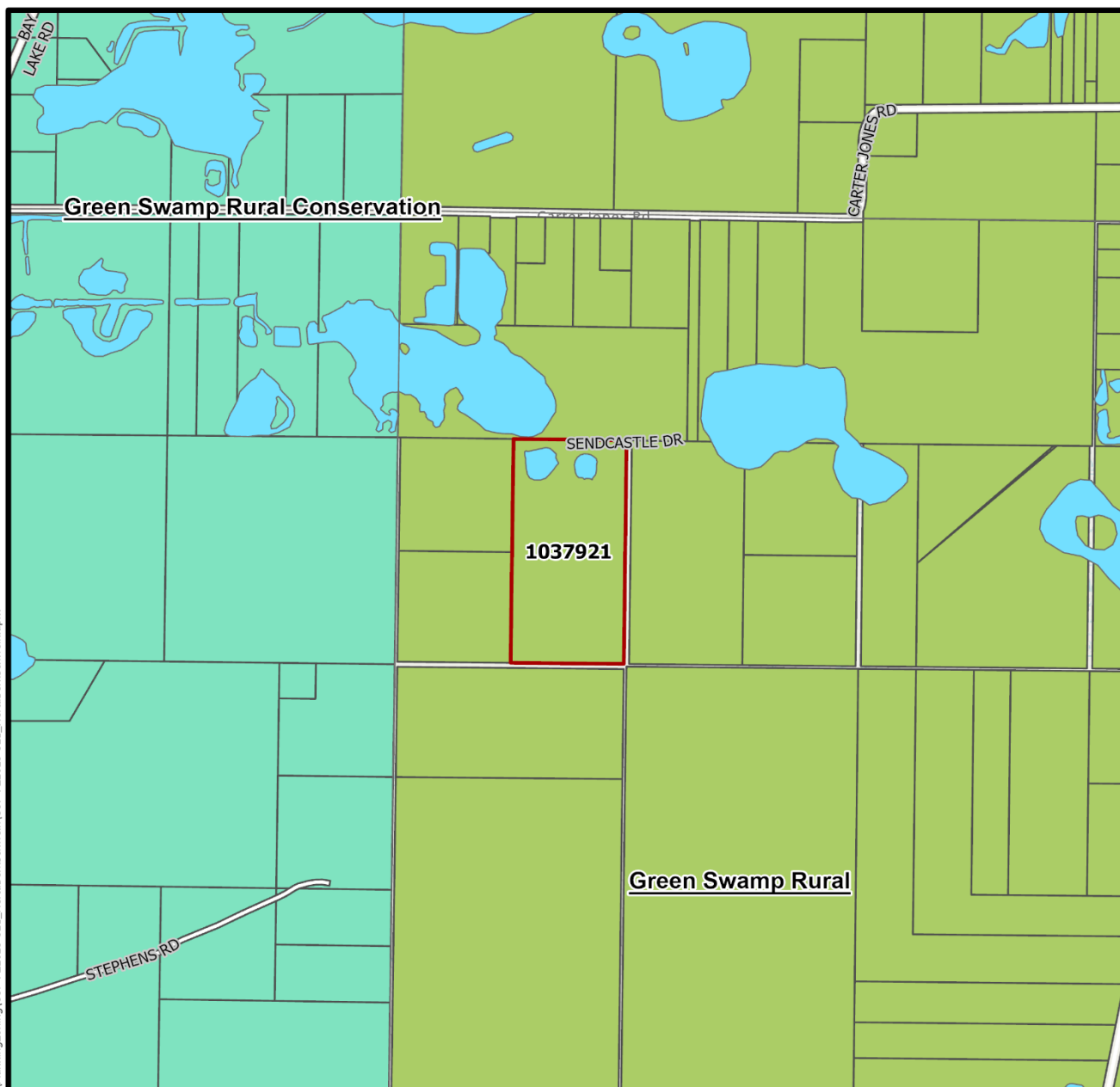
D. Adequacy of Fire Protection.

The applicant shall obtain from the Lake County Office of Fire Rescue written confirmation, or has otherwise demonstrated by substantial credible evidence, that water supply, evacuation facilities, and emergency access are satisfactory to provide adequate fire protection.

Lake County Fire Station #91 is located 2.24 miles from the subject property at 746 Albrook Street, Mascotte, 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 site plan review process, should the conditional use permit be approved by the Board.

Attachment "A" – Future Land Use Map

CURRENT FUTURE LAND USE



FLU

 Green Swamp Rural  Green Swamp Rural Conservation

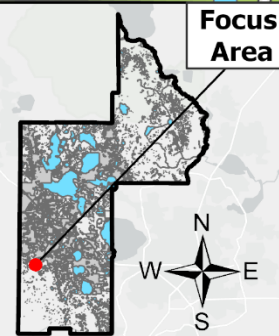
NAME: HERTABERKSCHWEIN FARMS

DISTRICT: 1

CASE NUMBER: CUP-PZ2023-321

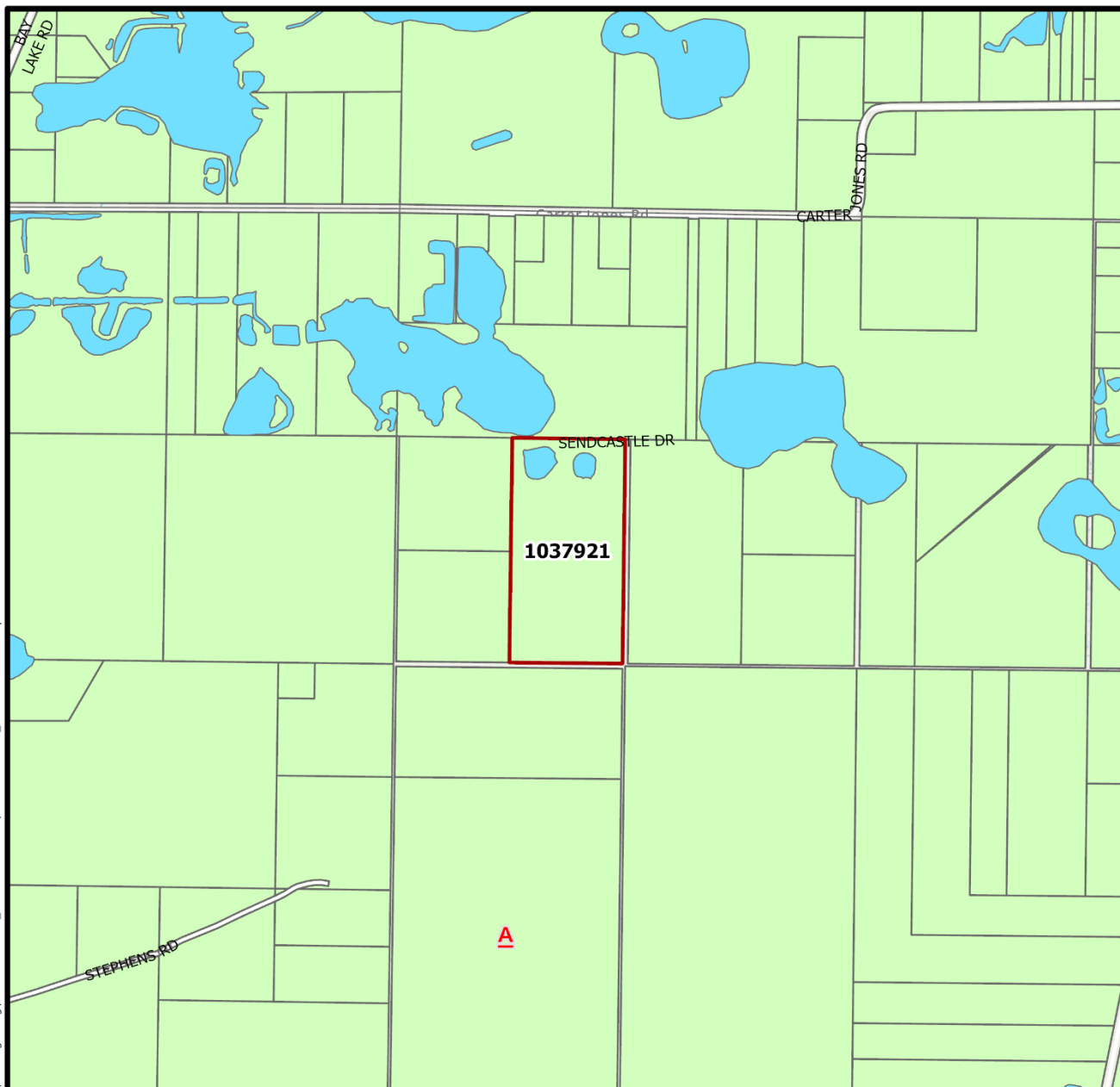
LOCATION (S-T-R): 27-22-24

REQUEST: REQUESTING CUP APPROVAL ON APPROXIMATELY 19.49 +/- ACRES TO ALLOW A HOG FARM WITHIN THE AGRICULTURE DISTRICT (A).



Attachment "B" – Zoning District Map

CURRENT ZONING



Zoning

 A

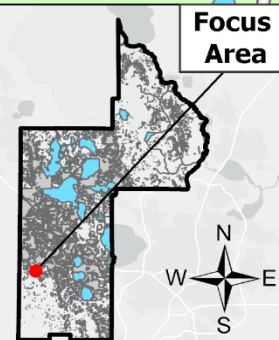
NAME: HERTABERKSCHWEIN FARMS

DISTRICT: 1

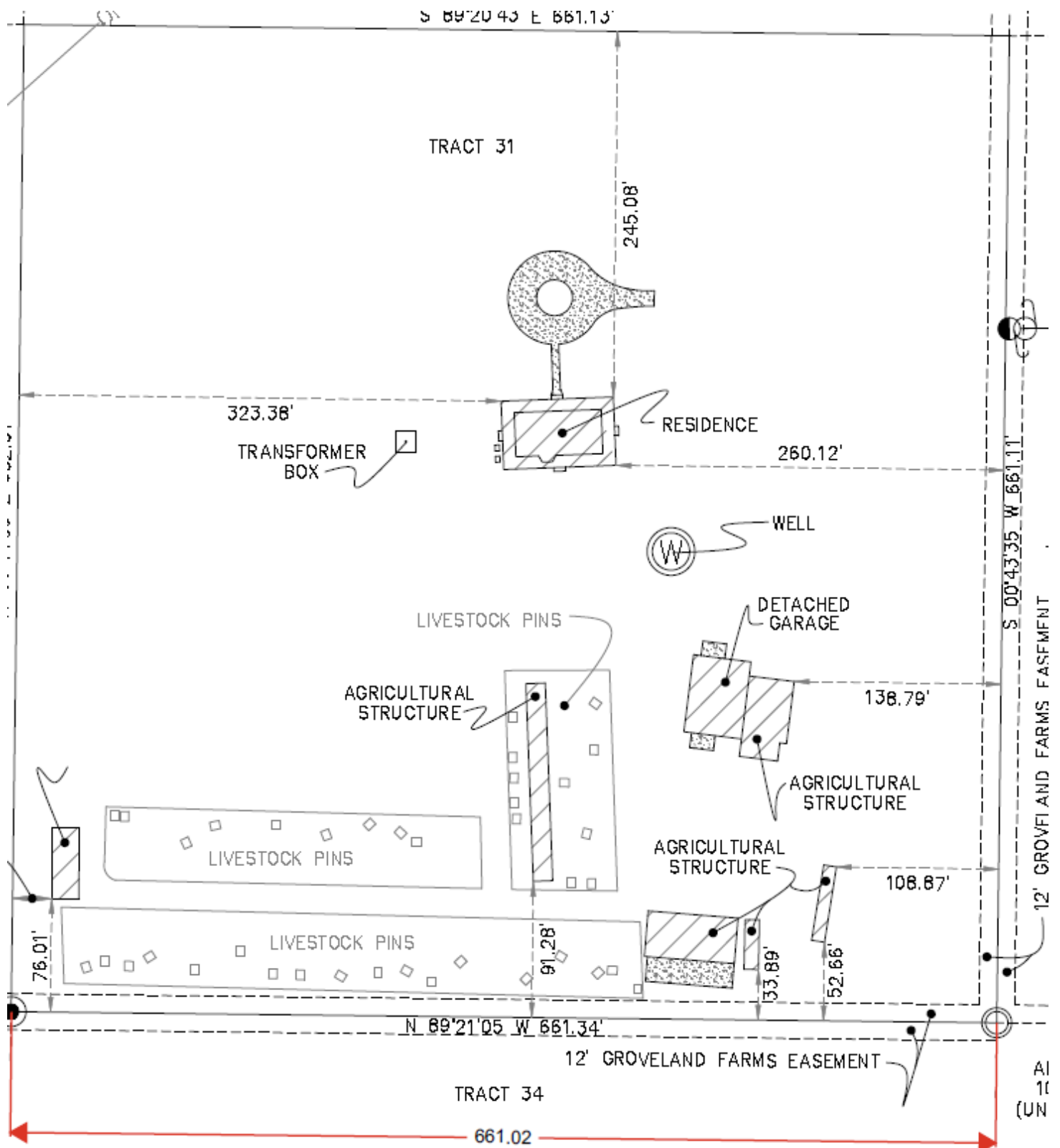
CASE NUMBER: CUP-PZ2023-321

LOCATION (S-T-R): 27-22-24

REQUEST: REQUESTING CUP APPROVAL ON APPROXIMATELY 19.49 +/- ACRES TO ALLOW A HOG FARM WITHIN THE AGRICULTURE DISTRICT (A).



Attachment "C", Concept Plan (Zoomed)



Attachment “D”, Project Narrative (Page 1 of 2)

PROJECT NARRATIVE

Description of proposed use and future development:

- a. The proposed conditional use will not have an undue adverse effect upon nearby property because the facilities will be wholly contained on the subject parcel with major oversight being conducted by the USDA regarding facilities and processing procedures.
- b. The proposed conditional use is compatible with the existing or planned character of the neighborhood in which it would be located because it maintains the current rural character, houses livestock on a large agricultural/residential lot, requires minimal expenditures for public facilities, and it accommodates an agricultural pursuit.
- c. All reasonable steps have been taken to minimize any adverse effect of the proposed conditional use on the immediate vicinity through design, landscaping, and screening. All pens and facilities are located at the back of the subject parcel, away from neighboring homes.
- d. The proposed conditional use is constructed, arranged, and operated so as not to interfere with the development of neighboring property, in accordance with applicable district regulations. All pens and facilities are far enough from neighboring properties that there will be no interference.
- e. The proposed conditional use is in compliance with all requirements, and is consistent with the general purpose, goals, objectives, and standards of the Comprehensive Plan, the Lake County Code, and is in compliance with all additional standards imposed on it by the particular provisions of these regulations authorizing such use.
- f. The proposed conditional use will be served by adequate 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 because there will be no additional public facilities required beyond what is already being supplied to the property, and all sewage/waste is hauled away per USDA regulations. The property is serviced by its own well and septic system. The property is routinely accessed by semi-tractor trailers on a weekly basis to deliver feed and haul away product, as well as serviced by its own well.

Attachment “D”, Project Narrative (Page 2 of 2)

FACILITY AND PROCESSING CONDITIONS

- A. Facility days and hours of operation:
 - a. Monday through Friday – 7:00am to 3:30pm (USDA hours)
 - i. Product Pick-Up until 6:30pm
 - b. Saturday – 9:00am to 5:00pm
 - i. Product Pick-Up until 6:30pm
 - c. Sunday - closed
- B. The subject parcel will hold and process Berkshire and Hereford hogs.
- C. All animals are born and raised on site.
- D. On average, 9-10 hogs will be harvested each week. They are processed at the age of approximately 8-9 months, after they have reached a weight of 250-300 pounds.
- E. On average, 9-10 hogs will be harvested each week. The harvesting and processing schedule is as follows:

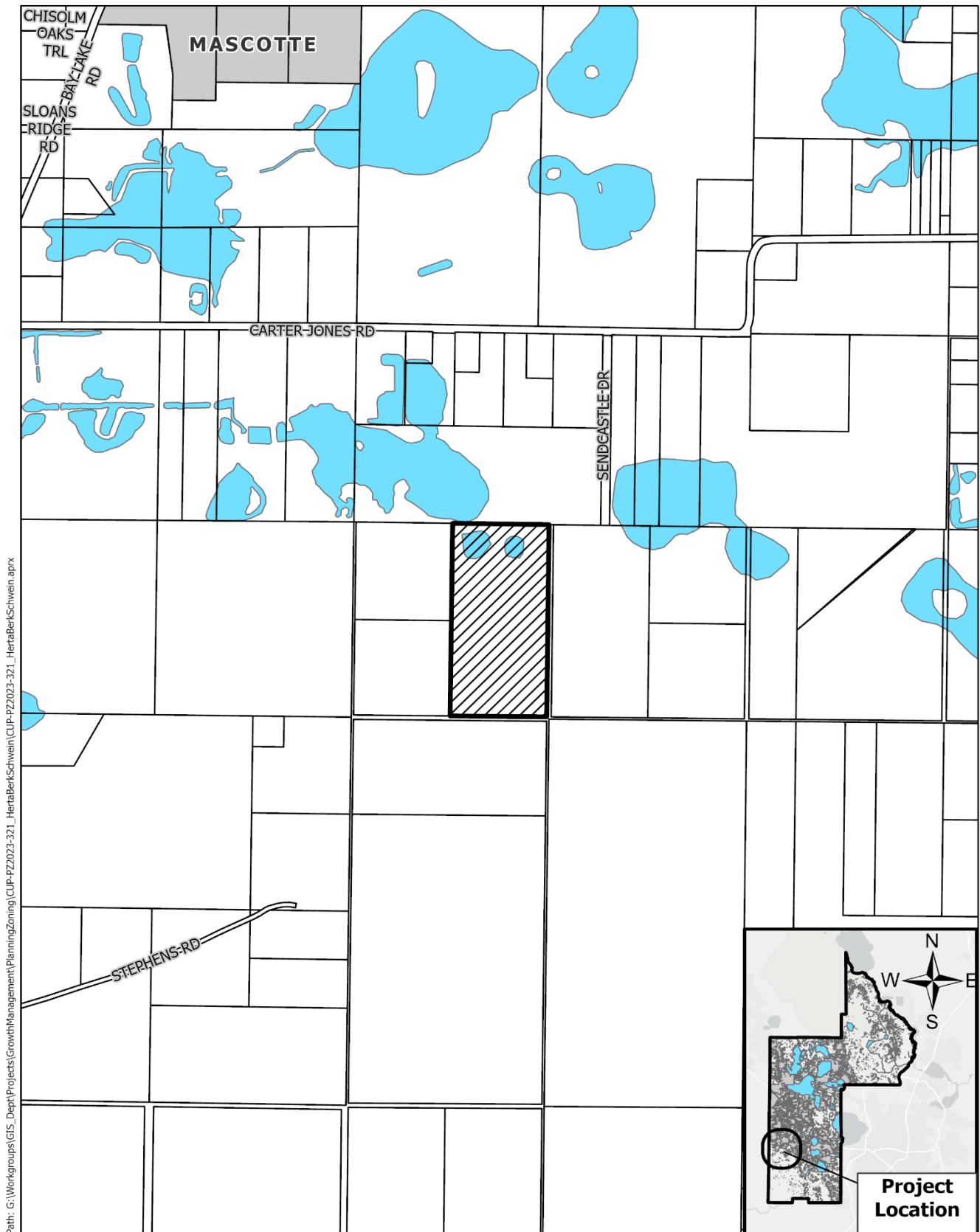
The hogs are taken into their holding pens on Thursdays at 5:00 p.m. They are then slaughtered on Friday morning at 7:00 a.m. before refrigeration for 48 hours to reach an internal temperature of 40 degrees. They are cut and packaged on Monday. This entire process is overseen by the USDA.
- F. None. Animals are harvested approximately 48 hours prior to processing.
- G. Odor and noise control:

In order to control any offensive odors, the hogs are maintained outdoors in sand pens. The sand allows the animals to drive any waste into the ground, eliminating the need to remove the waste and preventing the attraction of flies. Because of the feed given to the animals, the odor is very minimal. There is no manure storage whatsoever.

The processing waste from the facility is packed up by DARPRO every one to two weeks in a 26-foot truck. Until pickup, processing waste is placed in cold storage to prevent odor.

The pens are located in the back of the subject parcel, far away from any neighboring residences. A printout of the Property Appraiser's overhead view demonstrates the distance from the pens to any neighbors.

Map of Subject Property

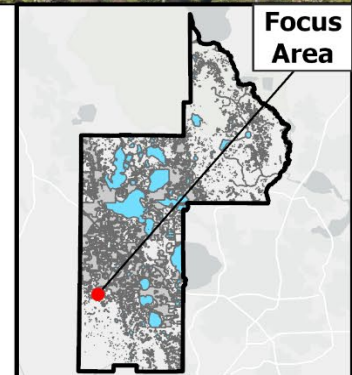


Aerial Map of Subject Property

CUP-PZ2023-321
HertaberkSchwein Farms



Requesting CUP approval on approximately 19.49 +/- acres to allow a hog farm within the Agriculture District (A).



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WHEREAS, Shane Adams and Heidi Adams (the “Owners”) submitted a conditional use permit application to allow for a hog farm within the Agriculture District; and

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

WHEREAS, the Lake County Planning and Zoning Board did review the petition, the recommendations of the Lake County Planning and Zoning board on the 2nd day of July 2025, and by the Board of County Commissioners of Lake County, Florida, on the 5th day of August 2025; and

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

Section 2. Terms: The County Manager or designee shall amend the Official Lake County Zoning Map to show a Conditional Use Permit (CUP) to allow uses with conditions as outlined within this Ordinance.

1. Uses of the site described in Exhibit "A" shall allow the following:
 - a. Agriculture uses as permitted.
 - b. Residential uses as permitted in the Agriculture District.
 - c. Hog Farm for breeding, slaughtering, processing and finished product sales.

- d. Accessory uses directly associated with the above use may be approved by the County Manager or designee.
- e. Any other use of the site will require approval of an amendment to this Ordinance by the Board of County Commissioners.

B. Specific Conditions:

1. Facility Days and Hours of Operation:

- a. Monday through Friday – 7:00am to 3:30pm (USDA hours)
- b. Monday through Friday Product Pick-Up until 6:30pm
- c. Saturday – 9:00am to 5:00pm
- d. Saturday Product Pick-Up until 6:30pm
- e. Sunday – Closed

2. Parking: Parking surfaces may be grass or other pervious material.

3. The facility must conform to the standards of the U.S. Department of Agriculture (USDA), as amended.

C. Building Setbacks. Setbacks shall be in accordance with the LDR, as amended.

1. Future structures, the associated hog processing and production facilities, and associated uses shall meet all applicable setbacks as set forth in the LDR, as amended.
2. The livestock structures (pens) illustrated in the Concept Plan shall be allowed to remain in their current location, in lieu of the required two hundred (200) foot setback from the property line.
3. There shall be no storage of materials, equipment, or vehicles within the building setbacks or landscape buffers.

D. Open Space, Impervious Surface Ratio, Floor Area Ratio, and Building Height. Open space, impervious surface ratio, floor area ratio, and building height shall be in accordance with the Comprehensive Plan, and LDR, as amended.

E. Lighting. Exterior lighting must be in accordance with the LDR, as amended, and consistent with Dark-Sky Principles.

F. Environmental Considerations.

1. An environmental assessment dated within six (6) months of the date the site plan is submitted will be required to demonstrate the presence of vegetation, soils, threatened and endangered species that may exist on the site. Any State permitting or mitigation will be required before development can commence compliance in accordance with the Comprehensive Plan and LDR, as amended.
2. Copies of any state permitting or mitigation will be required before development can commence.
3. Environmental resources shall be protected in accordance with the Comprehensive Plan and LDR, as amended.

G. Transportation Improvements. All access management shall be in accordance with the Comprehensive Plan and LDR, as amended.

H. Floodplain and Stormwater Management.

1. The stormwater management system shall be designed in accordance with all applicable Lake County and St. Johns River Water Management District (SJRWMD) requirements, as amended.

2. The Owner shall be responsible for any flood studies required for developing the site and comply with FEMA, Comprehensive Plan and LDR, as amended. Any development within the floodplain as identified on the FEMA maps will require compensating storage.

I. Utilities. Individual well and septic tanks shall be utilized, in accordance with the Comprehensive Plan and LDR, as amended.

J. Signage. Signs shall be in accordance with the LDR, as amended.

K. Concurrency Management Requirements. Any development must comply with the Lake County Concurrency Management System, as amended.

L. Development Review and Approval. Prior to the issuance of any permits, the Owner shall be required to submit a development application generally consistent with Exhibit "B" - Conceptual Plan for review and approval in accordance with the Comprehensive Plan and LDR, as amended.

M. Future Amendments to Statutes, Code, Plans, or Regulations. The specific references in this Ordinance to the Florida Statutes, Florida Administrative Code, Lake County Comprehensive Plan, and Lake County LDR will include any future amendments to the Statutes, Code, Plans, or LDR.

Section 3. Conditions:

A. After establishment of the facilities as provided in this Ordinance, the property must only be used for the purposes named in this Ordinance. Any other proposed use must be specifically authorized by the Board of County Commissioners.

B. No person, firm, or corporation may erect, construct, enlarge, alter, repair, remove, improve, move, convert, or demolish any building or structure, add other uses, or alter the land in any manner within the boundaries of the above described land without first obtaining the necessary approvals in accordance with the Lake County Code, as amended, and obtaining the permits required from the other appropriate governmental agencies.

C. This Ordinance will inure to the benefit of and will constitute a covenant running with the land and the terms, conditions, and provisions of this Ordinance, and will be binding upon the present Owner and any successor, and will be subject to each and every condition set out in this Ordinance.

D. Construction and operation of the proposed use must comply with the regulations of this and other governmental permitting agencies.

E. The transfer of ownership or lease of any or all of the property described in this Ordinance must include in the transfer or lease agreement a provision that the purchaser or lessee is made aware of the conditions established by this Ordinance and agrees to be bound by these conditions. The purchaser or lessee may request a change from the existing plans and conditions by following the procedures contained in the LDR, as amended.

F. The Lake County Code Enforcement Special Master will have authority to enforce the terms and conditions set forth in this Ordinance and to recommend that the Ordinance be revoked.

Section 4. 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.

Section 5. Filing with the Department of State: The clerk is hereby directed forthwith to send a copy of this Ordinance to the Secretary of State for the State of Florida in accordance with Section 125.66, Florida Statutes.

Section 6. Effective Date. This Ordinance will become effective as provided by law.

ENACTED this _____ day of _____, 2025.

FILED with the Secretary of State _____, 2025.

EFFECTIVE _____, 2025.

BOARD OF COUNTY COMMISSIONERS
LAKE COUNTY, FLORIDA

LESLIE CAMPIONE, CHAIRMAN

ATTEST:

GARY J. COONEY, CLERK OF THE
BOARD OF COUNTY COMMISSIONERS
LAKE COUNTY, FLORIDA

APPROVED AS TO FORM AND LEGALITY:

MELANIE MARSH, COUNTY ATTORNEY

EXHIBIT "A" - LEGAL DESCRIPTION

Lot 18 and 31, GROVELAND FARMS Plat of Section 27, Township 22 South, Range 24 East, according to the Map or Plat thereof as recorded in Plat Book 2, Page(s) 10-11, Public Records of Lake County, Florida.

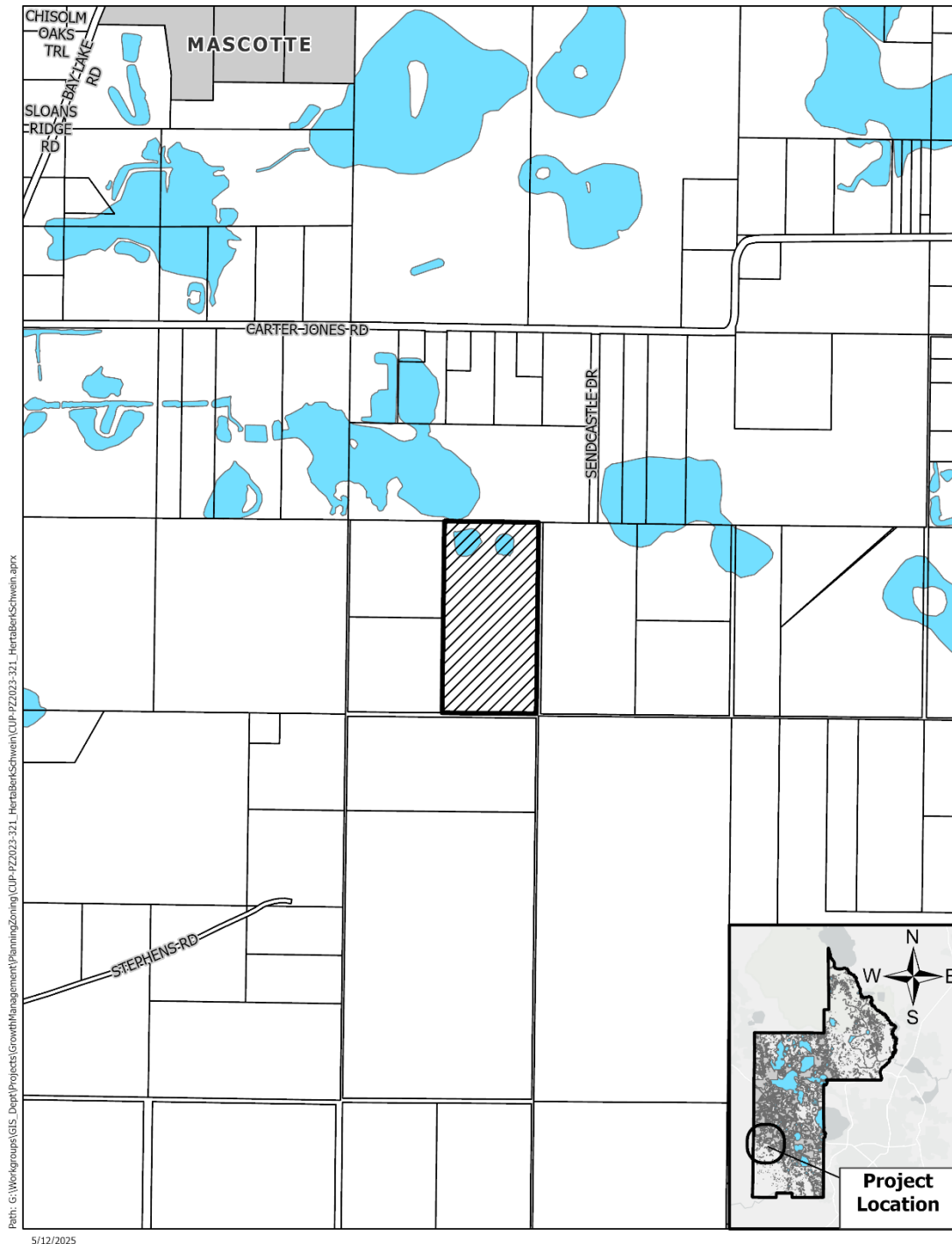
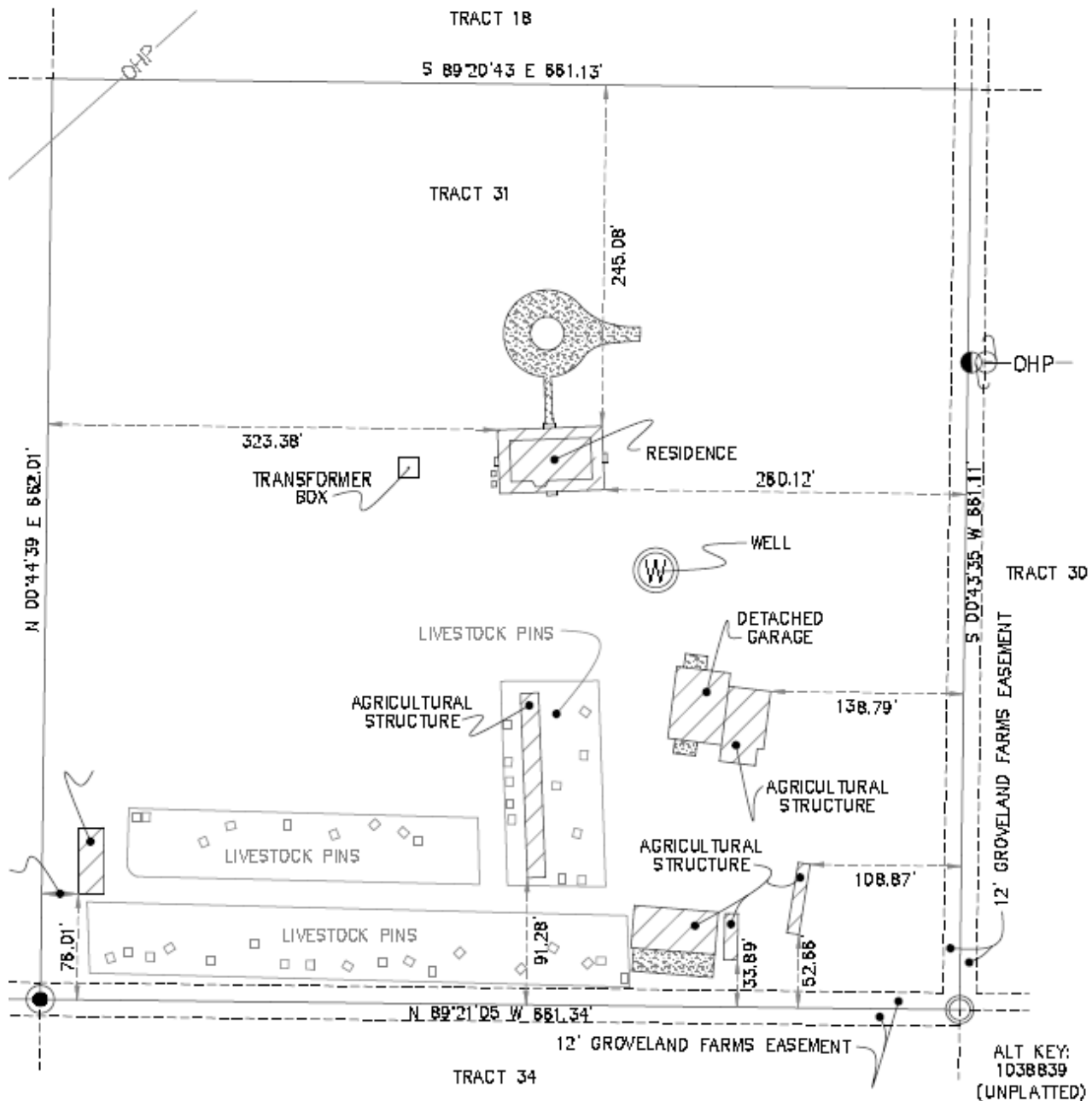


EXHIBIT "B", CONCEPTUAL PLAN



- ⊙ = WELL
- = GUY ANCHOR
- ⦿ = POWER POLE
- = FOUND #4 REBAR LB652B
- = FOUND #4 REBAR RL52142