

## STAFF REPORT

## Land Use & Community Design Element

**Ordinance No:** 2021-14

**Applicant:** Village of Wellington

**Request:** Repeal and replacement of the entire Comprehensive Plan, excluding the Capital Improvements Element.

**Project Manager:**

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**Boards, Committees, and Council:**

|                            | Date                             | Vote    |
|----------------------------|----------------------------------|---------|
| Education                  | 1/14/2021<br>(Education Element) | N/A     |
| EPC                        | 3/3/2021<br>(Equestrian Element) | 7-0     |
| PZAB                       | Varies. See Ordinance            |         |
| Council (1 <sup>st</sup> ) |                                  |         |
| Council (2 <sup>nd</sup> ) | 8/10/2021                        | Pending |

**Wellington Vision**

A Great Hometown: Great Neighborhoods, Great Schools, and Great Parks.

**Wellington Mission**

To provide high-quality services that create economic, environmental, and social sustainability for residents.

**Wellington Goals**

- Economic Development
- Neighborhood Renaissance
- Protecting Our Investment
- Respecting the Environment
- Responsive Government

**Background**

The State of Florida requires municipalities to review and update, where appropriate, their Comprehensive Plan at least every seven years to reflect changes in Growth Management Laws, changing conditions within the community, updates to policies that may no longer be accurate or effective, as well as based on where the community thinks the Plan is working or not working. Wellington has been updating its Plan in this manner regularly since its initial adoption in 1999, but has not performed a complete update of the Plan; that is, until now.

Each element within the Wellington Comprehensive Plan ("Plan") is being updated, creating a document that is simple yet direct and easy to use with clear separation between this document and Wellington's Land Development Regulations. The Plan forms the blueprint for Wellington's future with a focus on the next 10 to 20 years, comprised of 10 "elements" or chapters.

1. Land Use & Community Design
2. Mobility
3. Housing & Neighborhoods
4. Public Facilities
5. Conservation, Sustainability, & Resiliency
6. Parks & Recreation
7. Community Partnerships
8. Capital Improvements
9. Education
10. Equestrian

The Plan is designed to guide development and redevelopment, multimodal transportation, public facilities and infrastructure, community partnerships, parks and recreation, and capital improvements. The Plan includes several optional elements, such as the Equestrian and Education Elements, focused on community priorities generally unique to Wellington. Each element is comprised of goals, objectives, and policies to address statutory requirements as well as community priorities.

The update of the Plan was presented to the Planning, Zoning and Adjustment Board over the course of several months with one or more elements on each Board agenda. The Council considered each element in a similar fashion prior to being transmitted to the Department of Economic Opportunity (DEO). All elements have been approved on first reading by Council, transmitted to DEO, and are ready for adoption.

At the January 26, 2021, Village Council meeting, the Council voted unanimously (5-0) to adopt Ordinance 2010-12, Capital Improvements Element (CIE). The CIE is not being repealed as the updated Ordinance was already adopted as it is required by Florida Statutes to be updated annually.

### **Element Update Summary**

Below is a summary analysis of each element.

#### ***Land Use & Community Design Element***

The update of the Land Use and Community Design Element builds upon the original ideas adopted in 1999 to manage development and reorganizes the principles, guidelines, strategies, and standards into four distinct goals – Land Uses; Neighborhoods & Districts; Protect Our Investment; and Sustainability. Some of the continuing concepts for the element include:

- Compatibility with existing conditions and complementary uses
- Development performance standards to achieve high quality development
- Conservation property management
- Neighborhood and resource protection
- Concurrency for infrastructure and public facilities/services to ensure facilities are in place and funded by development

Generally, the land uses within the element remain the same (refer to Table LU&CD 1-1). Certain land uses have been renamed, but their density/intensity and purpose remain the same. These include:

- Residential Land Uses B and C – simplified
- Commercial Recreation – split into two land uses
  - Equestrian Commercial Recreation; only for areas within the Equestrian Preserve Area
  - Open Space Recreation; golf courses within the Wellington Planned Unit Development area
- Commercial – combines neighborhood, community, office, and medical into one land use
- Large Scale Mixed Use (LSMU) – previously referred to as Regional Commercial/LSMU
- Flex – previously referred to as Industrial
- Community Facility – previously referred to as Institutional/Public Facilities/Utilities

The element also begins to shift the focus from managing development to preserving and protecting the community and establishing objectives and policies to address reinvestment. Objective LU&CD 2.1 Community Design & Appearance introduces Wellington's long standing practice of creating attractive streetscapes and a strong aesthetic character within neighborhoods. Objective LU&CD 2.4 Neighborhood Reinvestment introduces the concept of reinvestment which is presented in Table LU&CD 1-1. The Table LU&CD establishes the two levels of density and intensity bonuses. The first level of bonus is for a Planned Unit Development (PUD). The PUD bonus level is currently addressed in the Land Development Regulations and provides the standards and performance measures needed to achieve this level of development. The second and newest level of bonus is the "Reinvestment Bonus Density". This concept is being introduced into the element to support future private reinvestment in existing commercial and multifamily areas. The table and supporting objective/policies establish the potential maximum density bonuses for a particular land use and also identifies the community benefits which may be required to achieve the bonus (Objective LU&CD 3.5 and Policies LU&CD 3.5.1, 3.5.2, 3.5.3, and 3.5.4). The bonus is targeted to certain land uses, but the

specific eligible areas must be defined in the Land Development Regulations, along with the specific implementation program, as approved by Village Council. The Comprehensive Plan sets up the concept, but will require additional program development, public input, and Village Council approval for full execution and utilization by any property owner or developer.

The proposed plan also includes several new objectives and policies to address changing trends and conditions in Wellington. The following are new concepts in the plan:

- Reinvestment in the Wellington Green Mall
- A State Road 7 Medical Hub
- Potential conversion of existing planned development districts into conventional zoning districts
- Golf courses, including the potential conversion to other uses, addressing buffering and loss of open space, and design
- Advisory land use for future annexation areas to define
- Sustainability goal with supporting objectives for economic development, innovative planning, and tree canopy

### ***Mobility Element***

The update of the Mobility Element provides policies and guidelines that are intended to maintain and improve Wellington's transportation system and enhance the travel choices of current and future residents, visitors, and workers by providing multi-modal options. The Mobility Element sets forth a framework to create a modern, well-balanced transportation system that provides a range of mobility options and creates great places where people want to live and invest their time and money that is coordinated with the Village's future land use plan. True mobility means people have the option to walk, bike, ride, or drive in a safe and comfortable environment as a part of an interconnected system. The Mobility Element uses the following guiding principles:

- Enhance Wellington's transportation system to provide mobility options
- Enhance Wellington's transportation corridors to provide a broader mix of transportation modes
- Increase bicycle and pedestrian connections, routes, and facilities
- Improve the effectiveness of the existing transportation system

The Mobility Element proposes to split the current goal of the Transportation Element into three goals with expanded objectives and policies. The three goals are (1) Mobility System; (2) Mobility Infrastructure; and (3) Maximize Mobility Investment.

Preliminary comments were received from the Florida Department of Transportation that were incorporated after the PZAB recommendation but do not significantly change the proposed update. The comments which have been incorporated consist of changing the level of service mandate to a target in Policy MB 1.1.1, revising the functional classification map to include Federal Highway Administration labeling, and revising Policy MB 2.2.6 to support the Palm Beach Transportation Planning Agency non-inclusion of an urban interchange at Forest Hill Boulevard and SR 7.

### ***Housing & Neighborhoods Element***

Housing and neighborhoods comprise the "backbone" of Wellington. Residential neighborhoods comprise more than 70 percent of the acreage in Wellington. The proposed Housing & Neighborhoods Element focuses on preserving the character, quality, physical condition, and value of housing and the neighborhoods in Wellington. The proposed Housing & Neighborhoods Element reorganizes the element by expanding it from one (1) goal to five (5) goals. The element addresses new residential development and redevelopment as key elements supporting economic growth and maintaining housing and neighborhood viability. The element addresses contemporary housing needs and seeks to ensure a sufficient supply of quality housing targeted

to the needs of a growing, and socio-economically diverse, population. The element provides principles, guidelines, standards, and strategies to improve livability of neighborhoods, provide a range of housing choices, improve equity of the housing market, and increase efficiency of housing delivery system.

The principles carried over from the current element include:

- Ensuring there is safe, well-maintained, and sanitary housing
- Addressing housing needs for current and anticipated populations
- Accommodating group homes and congregate/assisted living facilities
- Encouraging options for senior housing
- Encouraging green construction and energy conservation

The proposed element also introduces the following principles:

- Encouraging reinvestment incentives to “re-energize” certain multi-family properties
- Facilitating high speed internet for all future development and existing areas
- Promoting infill along the State Road 7 corridor
- Additional policies focused on senior housing
- Additional principles for sustainability and energy conservation

### ***Public Facilities Element***

The Public Facilities Element addresses infrastructure facilities and services for Wellington, including potable water and wastewater, surface water management, and solid waste, as required by Florida Statutes. The proposed element now also includes transportation, public buildings and facilities. The element goals, objectives, and policies have been reorganized into five goals; one goal and associated objectives and policies for each of the components of infrastructure. The principles continued from the current Infrastructure Element include:

- Water and waste water capacity fees
- Water supply planning
- Water conservation
- Stormwater and flood plain management

Several new principles have been added to the element, including:

- a multi-modal transportation and circulation system; consistent with the Mobility Element
- a comprehensive program for maintaining and upgrading public facilities, including facility resiliency, renewable energy, and technology

In general, the element addresses the management of the Village’s public facilities and infrastructure services to meet demand and ensure future demands and service requirements are met.

### ***Conservation, Sustainability, & Resiliency Element***

The Conservation, Sustainability, and Resiliency Element addresses the conservation, use, and protection of natural resources. Wellington resources includes, but not limited to, air, water supply, wetlands, soils, lakes, forests and wildlife, and other natural and environmental resources. Wellington has grown over the past 20 years, with most residential and commercial development occurring along the State Road 7 corridor. As future growth and redevelopment continues to occur, it is imperative that policies be provided to mitigate potential impacts on the natural environment and climate change. This element is intended to implement policies for the long-term protection of our natural resources as required by Section 163.3177(6)(d), Florida Statutes. The element goals, objectives, and policies have been reorganized into five goals, and associated objectives and policies. The goals vital in preparing for Wellington’s future include:

- Air quality and water supply protection

- Soils, minerals, land, and habitat protection
- Energy efficiency and renewable energy
- Sustainable and equitable community
- Resilience and emergency preparedness

### ***Parks & Recreation Element***

Parks and recreation facilities and programs are an integral part of the Wellington community. Wellington has developed its parks facilities and programs into a high quality system of neighborhood, community, and district facilities serving neighborhoods and the community at large. The parks and recreation facilities and programs are important to the character of the community and Wellington continues to improve the facilities, programs, and recreational opportunities into a premier system that addresses the changing needs, recreation trends, and demographic changes of the community.

### ***Community Partnerships Element***

The Intergovernmental Coordination Element is being renamed the Community Partnerships Element. The element provides a framework for partnering with not only public and governmental agencies, but also businesses, non-profit and community organizations to leverage all available resources to meet the needs of Wellington. The element is comprised of two goals - Public Partnerships; and Community Partnerships.

The first goal focuses on effective coordination with local, regional, state, and federal agencies to implement the Comprehensive Plan. The second goal is oriented around non-profit agencies, businesses, and community organizations to expand or enhance programs or services.

The element addresses several on-going requirements, including:

- Joint planning areas/agreements
- Local plan coordination and monitoring, along with dispute resolution
- Development and infrastructure coordination, including water supply

The element introduces new goals, objectives, and policies for community partnerships, including:

- Housing assistance
- Education, culture, and recreation
- Social and youth services
- Neighborhood outreach and support

### ***Education Element***

The Public School Facilities Element is recommended to be repealed. The element was required by Florida Statutes as a part of the concurrency requirements. In 2011, public schools were removed from the list of public facilities and services subject to concurrency requirements. The current element is comprised of two goals: (1) Public School Concurrency, and (2) School Facility Siting and Development Coordination. School concurrency has been replaced with "School Capacity Adequacy Determination" at the School District. In addition, Wellington joined with the District, Palm Beach County, and all municipalities in an interlocal agreement for school planning and coordination. Specific goals, objectives, and policies have been introduced into the proposed Education element to continue to focus on the need for coordinated school planning and development.

The proposed Education Element is an update of the existing element. The proposed element is comprised of three goals: (1) Education Opportunities and Facilities, (2) Extracurricular and Lifelong Learning Initiatives, and (3) Public School Coordinated Planning. These are the same themes provided in the current element as well as the coordinated school planning theme from the Public School Facilities Element. The proposed



element also introduces a new objective and policies regarding “Lifelong Learning”. In general, the Education Element continues to focus on the importance of the public schools to Wellington being a Great Hometown.

### **Equestrian Element**

The proposed Equestrian Element is an update of the existing element. The proposed element is comprised of three goals: (1) Preserve the Equestrian Lifestyle, (2) Maintain a Multi-Modal Transportation Network in the EPA, and (3) Support Wellington’s Competition Industry. These are the same themes provided in the current element. The proposed element also introduces new objectives and policies regarding infrastructure impacts, environmental impacts, golf carts and low-speed vehicles, and equestrian competition. In general, the Equestrian Element continues to focus on the importance of the equestrian lifestyle to Wellington being a Great Hometown.

### **Statutory Compliance**

Exhibit D of the staff report demonstrates the statutory compliance for all elements.

### **Planning Zoning Adjustment Board (PZAB) Recommendation**

The Planning Zoning Adjustment Board recommended approval of all elements as shown in the table below:

| Element                                    | Original Ordinance Number | PZAB Meeting      | Vote by PZAB |
|--|---------------------------|-------------------|--------------|
| Land Use & Community Design                | 2020-18                   | November 17, 2020 | 5-0          |
| Mobility                                   | 2021-03                   | April 14, 2021    | 4-0          |
| Housing & Neighborhoods                    | 2020-22                   | December 9, 2020  | 6-0          |
| Public Facilities & Services               | 2020-21                   | December 9, 2020  | 6-0          |
| Conservation, Sustainability, & Resiliency | 2021-04                   | May 12, 2021      | 7-0          |
| Parks & Recreation                         | 2021-05                   | May 12, 2021      | 7-0          |
| Community Partnerships                     | 2020-19                   | November 17, 2020 | 5-0          |
| Education                                  | 2021-02                   | March 10, 2021    | 7-0          |
| Equestrian                                 | 2021-01                   | April 14, 2021    | 4-0          |

### **Department of Economic Opportunity (DEO) Transmittal Response/Recommendations**

All elements were reviewed by all required jurisdictional review agencies. Comments received from agencies have been incorporated throughout the elements. DEO has reviewed all elements and has no recommended changes.

### **List of Exhibits**

- Exhibit A: Current Comprehensive Plan (except the Capital Improvement Element) to be repealed
- Exhibit B: Proposed Comprehensive Plan to be adopted (introductions to each element are included for reference and are not being adopted)
- Exhibit C: Data and Analysis, including maps (for information and reference)
- Exhibit D: Statutory Compliance Checklist