

**Planning Commission Special Workshop  
Project Summary**

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Project Name	2020 Comprehensive Plan Update – Land Use Map
PC Special Workshop Date	June 22, 2020

**What is a Future Land Use Map?**

The Future Land Use (FLU) map shows a community’s vision for how it wants to use its public and private lands within a given timeframe. The Land Use Article from Maryland State Law requires that the City’s Comprehensive Plan, including the FLU map, is updated every 10 years. The City has historically adopted the Comprehensive Plan and the associated Land Use Map envisioning the community over a period of 10-20 years.

The FLU map shows the community’s shared vision regarding where homes and business should be retained, reused or built within the City’s current boundary. The Map is not an exact prediction of future land use patterns, instead it estimates what the community may look like if population, housing and employment forecasts prove to be true; and if the Comprehensive Plan policies are implemented to reach the desired vision.

**Implementation**

The FLU map is not a policy, but rather a guide for land use policy making. Since the FLU map is the community’s vision, it becomes the responsibility of City staff and elected officials to implement the policies that realize the goals. Traditionally, the City has followed the adoption of the Comprehensive Plan and the FLU map with a comprehensive rezoning. A comprehensive rezoning amends the zoning map to align with the FLU map by modifying the locations of existing zoning districts. A major policy update in the 2020 Comprehensive Plan is to shift from traditional Euclidean Zoning to Form Based Zoning. As previously discussed, Form Based Zoning places the primary emphasis on the community’s form rather than specific land uses. As proposed, a comprehensive rezoning may not be the most appropriate method to implement the Plan since the goal is to shift to Form Based Zoning. Staff is proposing that the FLU map of the 2020 Comprehensive Plan will be implemented in the following steps:

1. The adoption of the 2020 Comprehensive Plan and Future Land Use Map,
2. The creation of Small Area Plans associated with the 2020 Comprehensive Plan Small Area Plan Map,
3. The implementation of the adopted Small Area Plan through the creation of Form Based Overlay zones or other types of overlay zones.
  - a. The overlay zones would occur through Zoning Map Amendments and Land Management Code Text Amendments.

It is important to note that the implementation of the FLU map through the small area planning process and the potential adoption of overlay districts will encourage a large

amount of community involvement and analysis at much greater detail than the City-wide Comprehensive Plan update.

### **Proposed Land Use Map Revisions**

A major theme of the 2020 Comprehensive Plan is to create a predictable and flexible blueprint for the future.

The 2010 FLU map contained the following land use designations to closely correlate with the existing zoning districts:

#### Residential Uses

- Low Density Residential
- Medium Density Residential
- High Density Residential

#### Non-Residential Uses

- Commercial Neighborhood
- Commercial General
- Office
- Mixed Use
- Industrial
- Residential Office
- Office/Industrial

#### Other Land Uses

- Institutional
- Recreational
- Private Open Space
- Agricultural Holding

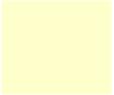
The 2010 Land Use Map also contained land use designations for a few properties outside of the City's boundary, proposed transportation improvements including future roadways and interchanges, as well as the Potomac River Water Service Agreement and areas of interest for future annexation (Tier 3).

The 2020 FLU map does not impact many of the residential designations, as it still contains areas of Low-, Medium- and High-Density Residential. Majority of the changes are aimed at creating more flexibility in non-residential zoning districts, which can be found in the five mixed use districts that replace many of the previous non-residential land use designations. The goal of the mixed-use districts are to create areas of complementary uses well beyond individual parcel boundaries. These districts align with the Small Area Plan map and are the foundation of future overlay districts that place emphasis on form rather than land use.

The FLU map also removes the Institutional designation which were originally created as a function of ownership and not land use. A total of 48 properties (government land/facilities, public/private schools, colleges, churches, etc.) with Institutional land use designations were reassigned with a designation that is more appropriate of the existing operations or in extremely rare circumstances, a forecast of the potential change in ownership and future redevelopment. The elimination of this land use designation does not imply that there is not a need for uses such as educational and government facilities, places of worship etc., in the future. The Institutional Floating Zone may be applied to any base zone subject to the performance standards in the Land Management Code, as such institutional uses will always be accommodated.

In addition, the FLU map was revised to remove future roadway improvements as they are shown on the Roadway Classification Map and properties outside of the City's boundary are not considered for land use designations.

The 2020 Comprehensive Plan outlines many of the policies and initiatives to implement the FLU map. The Land Use Chapter most closely correlates with the FLU map by outlining the priorities for future growth with infill, redevelopment and annexation policy recommendations. In addition, it defines the land use designations contained in the FLU map as follows:

 Moderate Density Residential (6-8 units per acre)  
This category applies to the older neighborhoods, primarily constructed from the early 1900s to the 1960s. It also includes newer small lot subdivisions. Single-family dwelling units should be encouraged to have accessory apartments or detached dwelling units. Other housing types including townhouses, duplexes, and multi-family dwellings would be consistent with this designation as long as the density is consistent, and they are sensitively designed. Secondary uses accessory dwelling units, business use of the home and neighborhood-serving retail and services may also be appropriate.

 Medium Density Residential (8-18 units per acre)  
This category primarily includes multifamily dwelling units. Single-family dwellings may not be appropriate in this category, however, if they are proposed, it should be encouraged to include accessory apartments or detached dwelling units. Secondary uses including neighborhood-serving retail and services may be appropriate.

 High-Density Residential (18 or more units per acre)  
This category includes dense attached dwellings, apartments, and condominiums. Although this is a residential district, ground floor commercial/retail uses may be appropriate. Secondary uses including neighborhood-serving retail and services may be appropriate.

**Mixed-Use Categories:**



Community Mixed Use

This district is intended for planned development opportunities to create a synergy between a combination of uses including medium- and high-density residential and non-residential uses. Non-residential uses may include office, employment, retail uses. The development must be designed and sited with appropriate mixture of residential and non-residential uses.



Neighborhood Mixed Use

This category applies to neighborhood shopping centers and pedestrian-oriented retail districts. The service area for these districts is relatively small and usually includes uses such as neighborhood-sized grocery stores, personal services, restaurants, convenience stores, pharmacies, professional offices, and other uses that serve the immediate surrounding neighborhoods. Mixed-use projects including medium density residential over commercial is supported in this category.



Downtown Mixed Use

This is a combination of uses, including residential and non-residential uses. Non-residential uses may include office, employment, retail, and restaurants uses. The intent of this designation is to enhance and expand the downtown mixed-use area including the extensions of the historic gridded street pattern and the compact, mixed-use development with buildings oriented to the street as downtown infill and adjacent areas are redeveloped for new uses. Where residential development occurs, ground floor retail is encouraged, and minimum building heights may be applied to transit areas.



Corridor Mixed Use

This category applies to shopping centers and retail districts. Development intensities should be higher than the Neighborhood Mixed Use designation with taller buildings and higher densities. Where residential development occurs, ground floor retail is encouraged, and minimum building heights may be applied to transit areas. Typical commercial uses include large grocery stores, retail stores, department stores, banks, offices, restaurants, movie theatres, hotels, and other regional type commercial uses.



Industrial Mixed Use:

This category applies to properties that have contained industrial uses within proximity to downtown. This designation provides for a variety of employment facilities including office, technology and light industrial activities. It also encourages the inclusion of ancillary uses such as retail sales, restaurants and other commercial and professional business uses. Medium and high density residential as well as live-work spaces are appropriate.

**Employment Categories:**



Business Park:

The intent of this designation is to preserve high-quality office and industry

lands. Appropriate uses are higher intensity office; medical; research and development; and technology. This includes industrial, manufacturing/assembly, warehouse distribution, and data center uses. Ancillary commercial and convenience uses to serve the businesses and employees such as restaurants, banks and professional services are appropriate.

**Public Categories:**



Open Space:

Public or private lands and/or facilities for the purpose of conservation, open space and recreation.

**Special Areas:**



Density Enhancement Area:

All maximum density provisions have been removed from this area. The goal is to encourage higher population density near downtown where infrastructure and services can support the additional residents. This area is confined in areas around transit hubs and areas of anticipated redevelopment. For the most part, these areas contain large lots outside of the Historic Preservation Overlay so they can accommodate increased heights and densities above 75 units per acre without compromising the historic fabric of the City.

**Appropriate Zoning Categories for Proposed Land Use Designations**

Land Use	Description	Appropriate Zoning
Residential	Low Density	R4-R6
	Medium Density	R8-R12
	High Density	R16-R20
Mixed-Use and Employment	Community Mixed Use	MU-PND-TND-GC, R(8-20)
	Neighborhood Mixed Use	MU-RO-NC-PB-R(4-12)
	Downtown Mixed Use	MU-DR-DBO-DB-NC, PB R(8-20)
	Corridor Mixed Use	MU-GC-R(16-20)
	Industrial Mixed Use	MU-GC-MO, PB, M1,R(8-20)
	Business Park	M1-M2-MO
Open Space	Recreational Open Space	PRK
Special Areas	Density Enhancement Area	

\*Please note that this table does not indicate all potential uses that are permitted in the proposed district

The table above offers a quick snapshot of the zoning districts that correspond with the proposed land use designations. As depicted, many uses permitted in the traditional zoning districts will be permitted in the various mixed-use categories. The purpose is to

allow flexibility in the location of uses, if the form of the built environment meets the vision of the applicable Small Area Plan. It is important to note that uses that are not compatible with the mixed-use district will be discussed and determined during the small area plan process and regulated through the overlay district.

### **Land Use Reclassification Requests**

The City requested that property owners who have interest in changing the land use designation for their property complete a Land Use Reclassification Request application. To date, 19 applications have been received. This includes six requests requesting an Institutional Land Use designation and five applicants for properties outside the City's jurisdiction and one application that was withdrawn. Seven applications were considered and reassigned with a new land use classification. A list of the requests can be found in the Land Use Reclassification request application summary which is included with this document.

### **Moving Forward**

This is the last of the Planning Commission special workshops to consider the first draft of the 2020 Comprehensive Plan update. Staff will take all the Planning Commission and public comments to revise the draft to present to the Planning Commission at a future workshop.

#### Attachments:

- 2020 Comprehensive Plan Draft – Land Use Chapter (PC Draft 1)
- Interactive 2020 FLU map: [Interactive 2020 FLU Map](#)
- 2010 vs 2020 FLU map with amendments noted
- Key of land use amendments
- Land Use Reclassification Request summary sheet