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GOAL AND OBJECTIVES

GOAL

THE LAND USE ELEMENT'S GOAL IS TO ADOPT AND IMPLEMENT A LAND USE POLICY THAT PROMOTES AN MORE EFFICIENT PATTERN OF DEVELOPMENT, AND A LIVABLE, HIGHER QUALITY COMMUNITY.

OBJECTIVES, POLICIES, AND ACTIONS

To implement this goal the City will pursue the following objectives, policies, and actions:

OBJECTIVE 2.1

PROMOTE POLICY THAT PROTECTS PROPERTY VALUES AND ENHANCES THE QUALITY OF LIFE, AND RESPONDS TO THE NEEDS OF FUTURE DEVELOPMENT.

Policy 2.1.1: It is the policy of the City that the desired general development pattern for Johnson City is depicted in the Land Use Plan. Although this plan identifies the general locations for various types of broad land use categories (residential, commercial, etc.), it does not address the nature or characteristics of each land use category. **Additional language has been proposed to provide additional detail that will guide future updates to the Proposed Land Use Map.** Subsequent policies and actions describe the desired characteristics of development for Johnson City.

Actions:

1. **Re-Adopt** the Land Use Element as the official policy regarding land use decision-making; (Adopted by the Planning Commission on June 13, 2006, and City Commission on August 17, 2006)
2. Formulate and officially adopt a revised Zoning Ordinance, Subdivision Regulations, and Official Zoning Map consistent with the Land Use Element of the Comprehensive Plan;
3. Support the rezoning of vacant land to or from commercial and industrial uses based on market demand, transportation impact, access, **environmental suitability** and compatibility with surrounding land uses in conjunction with long-range objectives;
4. **In consideration of the assignment of zoning** at the time of annexation, the City shall consider county zoning, **compatibility with** existing land uses, road capacity, existing utilities, the **Future Land Use Map Element**, **other long range objectives of the Comprehensive Plan** and **city the intent of various zoning of the property being considered for annexation districts** in the City;

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5. At the time of major road improvements within the city, the Land Use Element and rezoning requests will be reviewed based on the proposed development and its compatibility and consistency with existing development trends, land use compatibility, and traffic volume; and
6. Promote quality private development through the provision of public improvements which further develop a multi-modal transportation system by providing these types of improvements:
 - *Wide sidewalks*
 - *Pedestrian crossing improvements, including high-visibility crosswalks, curb ramps, signs and pavement markings, signalization, and median refuge islands*
 - *Bicycle facilities (including on-road bike lanes/cycle tracks)*
 - *Multi-use paths (pedestrian plus bicycle traffic) located within the transportation corridor. All such paths must be a minimum of 10-feet wide.*
 - *Transit stop amenities (shelters, benches, sidewalks, curb ramps, lighting)*
 - *Complete streets, road diet, or traffic calming measures*
 - *Bicycle, pedestrian and transit-related improvements that address requirements of the Americans with Disabilities Act (ADA)*
 - *Pedestrian-scale lighting (will not rank highly as a standalone project, but is eligible as a project component)*
 - *Other improvements which primarily improve access for multimodal users*
7. Review and update the Land Use Element of the Comprehensive Plan on an as needed basis or every five years at a minimum.

OBJECTIVE 2.2

PROMOTE INNOVATIVE, HIGH QUALITY, AND COMPACT DEVELOPMENT WHICH FOSTERS INFILL DEVELOPMENT AND DISCOURAGES URBAN SPRAWL THROUGH IMPLEMENTATION OF THE URBAN SERVICE AREA CONCEPT.

Policy 2.2.1: It is the policy of the City to guide land development within the **existing City Limits** ~~Urban Growth Boundary (UGB) and the Urban Service Area (USA)~~ through the use of a planned, phased program for parks, schools, utility extensions, road improvements, and other public facilities in order to **govern growth** ~~create a community~~ in a compact, cost-effective, and efficient **growth**-pattern.

Actions:

- Encourage the use of incentives such as density bonuses and parking credits to promote infill development;
- **Develop standards for Planned Unit Developments**
- Infill development, where rezoning is necessary, should be accomplished through the use of planned development zoning, i.e. RP (Planned Residential), **MX (Mixed Use)**, **MX-1 (Mixed Use Neighborhood)** and PB (Planned Business), **or through the use of a newly developed Urban Residential Zoning District.**;

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- Offer a variety of material reimbursement agreements as incentives to encourage residential development within the city in accordance with City standards;
- Direct capital improvement projects such as schools, parks, and road projects to areas within the USA;
- All development in the city shall incorporate sound site planning and appropriate design approaches;
- Create design guidelines for urban and suburban commercial development; and
- “Franchise” or “corporate identification” architecture shall be encouraged to be compatible and complementary with surrounding development.
- Create design standards with density bonuses for multi-family housing which are compatible with single-family housing in urban residential settings in order to promote mixed-income housing/variety of housing types, i.e. “Missing Middle Housing”
- Revise Zoning Code to recognize the rural-to-urban Transect to accommodate appropriate patterns of development in different sectors of the city.

Policy 2.2.2: It is the policy of the City to promote intergovernmental cooperation with Washington, Carter, and Sullivan counties regarding development within the Urban Growth Boundary.

Action:

- Promote and coordinate zoning regulations and subdivision regulations within the various county governments for consistency with the Land Use Element and with City policies and objectives.

Policy 2.2.3: It is the policy of the City to continue to support East Tennessee State University and its long-term growth plans.

Actions:

- Ensure that the Land Use Element is consistent with the University’s Long-Range Master Plan and that both entities respect the development objectives contained within each long-range plan; and
- Support rezoning requests that enhance student housing and other opportunities that serve the University.
- Advance capital projects which improve mobility for students on and off campus, i.e. enhanced opportunities for active transportation, improved intersection crossings, and transit connections between student housing, campus and student-oriented off-campus land uses, etc.
- Consider land uses which support the Economic Development goal to brand Johnson City as a “College Town”.

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RESIDENTIAL

OBJECTIVE 2.3

STRENGTHEN EXISTING NEIGHBORHOODS AND GUIDE THE DEVELOPMENT OF NEW NEIGHBORHOODS IN ORDER TO MAINTAIN AREAS THAT REMAIN STRONG, VIBRANT RESIDENTIAL NEIGHBORHOODS.

Policy 2.3.1: It is the policy of the City to promote livable neighborhoods by reducing land use conflicts that negatively affect housing, ~~and help~~ thus helping to restore declining neighborhoods.

Actions:

- New developments shall incorporate design standards intended to improve traffic and pedestrian safety;
- Land use regulations shall be reviewed periodically to ensure that they do not discourage redevelopment and infill development;
- Judiciously enforce the City's codes (i.e. building, yard maintenance, noise, and traffic control), Zoning Ordinance, and Subdivision Regulations;
- ~~Provide and maintain public utilities, streets, sidewalks, landscaping, and other public facilities throughout the city; (MOVED FROM Policy 2.2.1)~~
- Changes in land uses adjacent to existing residential development shall be reviewed for impacts on housing development and appropriate mitigation shall be encouraged to prevent any negative impact;
- The City shall pursue the authority to adopt design standards for specific types of development;
- Revise current zoning and subdivision regulations to address urban design expectations by establishing performance standards. These standards would support/allow more intensive residential development based on existing neighborhood characteristics and imposed site planning requirements;
 - Specifically, develop design standards for multi-family housing in existing urban neighborhoods. These standards should require compatibility with traditional single-family housing design (front porches, two-story max, 10-15' front setback, etc.) and site planning requirements, such as additional alley-loaded, off-street parking in order to permit greater density, i.e. two-family, tri-plex, quad-plex, etc. in urban residential districts.
- The City shall explore the use of impact fees or a development tax to assist in funding infrastructure needs related to new development.

Policy 2.3.2: It is the policy of the City to promote community and citizen participation in the planning process.

Actions:

- Promote the recognition and acceptance of neighborhood groups in the development process;
- Support the creation of new neighborhood groups by offering technical assistance from various City departments; and

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- Develop Neighborhood Plans utilizing citizen and City department involvement in the planning and implementation process.
- Ensure diverse stakeholder participation in the planning process by including minority groups/under-represented citizens, members of the development community, non-profits/churches and other interested parties.

Policy 2.3.3: It is the policy of the City to protect the city's historically significant resources from the encroachment of inappropriate development.

Actions:

- Ensure that historically significant properties are properly zoned to ensure their historic integrity and protection from inappropriate reuse; and
- Property in the vicinity of historically significant sites (as identified in the Historic Preservation Element, by the Johnson City Historic Zoning Commission, or Rocky Mount and Tipton-Haynes) should be developed in a manner consistent and compatible in intensity, design, and character of historic properties.

OBJECTIVE 2.4

PROMOTE INFILL AND REDEVELOPMENT WITHIN THE CITY TO REVITALIZE UNUSED OR UNDERUSED PROPERTY WHILE PROMOTING THE PRESERVATION OF VIABLE AND AFFORDABLE HOUSING STOCK.

Policy 2.4.1: It is the policy of the City to seek greater efficiency and economy in providing basic City services by encouraging infill development within the city where streets, utilities, and other services are already available. Urban-scale development outside the Urban Service Area will be discouraged.

Actions:

- Provide and maintain public utilities, streets, sidewalks, landscaping, and other public facilities throughout the city; (MOVED FROM Policy 2.2.1)
- Promote higher density developments in locations which provide:
 - proper access to the existing multi-modal transportation system;
 - available school capacity;
 - available water and sewer capacities; and
 - compatibility with existing land uses;
- Direct capital improvements in the Urban Service Area, to support the existing city and its developing fringe; and
- Adopt site plan standards which protect the character, stability, and integrity of existing neighborhoods while meeting changing demands for housing.

OBJECTIVE 2.5

TO ENCOURAGE A VARIETY OF HOUSING OPPORTUNITIES AND DEVELOPMENTS, THE CITY SHALL PURSUE THE FOLLOWING POLICIES AND ACTIONS:

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Policy 2.5.1: It is the policy of the City to support quality multi-family development in appropriate locations. Criteria for its location should include:

- Medium density residential uses (up to 14 units per acre) should be located along Feeder, Collector and Arterial streets with consideration of some multi-family zoning at appropriate intersections of local streets;
- High density residential uses (14 units or greater) should be located along arterial streets and on public transit routes; and
- Lower density, duplexes, multi-family uses, or condominiums may be allowed as infill along local or collector streets as planned developments provided there are adequate public utilities, adequate road capacity, and the development is compatible in scale and character with surrounding land uses.
- Reduce Parking Requirements for subsidized affordable housing
- Adopt and maintain a Land Use Element that encourages medium and high density residential development along transit routes and collector and arterial streets; and
- Developers shall be encouraged to consult with adjacent property owners and existing neighborhoods during the development review process.

OBJECTIVE 2.6

ENCOURAGE THE CONCEPT OF MIXED USE DEVELOPMENT THAT INCLUDES PROVISIONS FOR PLANNED UNIT DEVELOPMENTS AND THAT CREATES DIVERSE, **EQUITABLE** AND ATTRACTIVE NEIGHBORHOODS.

Policy 2.6.1: It is the policy of the City to promote inclusive and economically-integrated neighborhoods that allow a diverse mix of residents and affordable housing types.

Actions:

- Adopt zoning regulations that promote a diversity of housing types within neighborhoods at appropriate locations and densities;
- Develop a variety of incentives for housing rehabilitation coordinated through the Housing & Community Development / Development Services Office;
- Review the waiver of permit fees and tap fees as a means to assist in the provision of affordable housing; and
- Consider adoption of [Appendix Q of 2018 IRC](#) for the construction of Tiny Homes on Foundations.
- Recognize manufactured housing as a viable housing alternative and the need to allow new opportunities for such housing type.

Policy 2.6.2: It is the policy of the City to promote responsive development regulations.

Actions:

- Amend the Zoning Ordinance and Subdivision Regulations to ensure consistency with the goals, objectives, and policies of the Land Use Element. This can be accomplished by:

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- Reducing lot area, lot width, and setback requirements in appropriate residential districts **or through the creation of a new zoning district(s) to replace/consolidate existing zoning districts;**
- Allow for greater flexibility in the placement of buildings; and
- Provide for various development techniques; i.e. **Purchase/Transfer of Development Rights and Cluster/Open Space development;** to encourage orderly and efficient development that is sensitive to the natural environment and public health.

COMMERCIAL

OBJECTIVE 2.7

PROVIDE FOR THE EXPANSION AND PROTECTION OF COMMERCIAL AND INDUSTRIAL AREAS IN ORDER TO ENCOURAGE GROWTH AND DEVELOPMENT OF THE CITY'S TAX BASE.

Policy 2.7.1: It is the policy of the City to strengthen Johnson City as the major retail center in the region by identifying and zoning sufficient land that is suitable for future commercial development and providing the needed infrastructure to accommodate this development.

Actions:

- Adopt land use policies that promote land that is suitable for future commercial development and that is compatible with surrounding neighborhoods;
- Promote the redevelopment and revitalization of existing commercial areas through infrastructure improvements, design standards and revisions to permitted uses; and
- **Upgrade and extend the necessary infrastructure to encourage retail growth in areas designated in the Land Use Element.**
- **Re-evaluate the Parking Requirements as outlined in Article XI of the Zoning Code in order to reduce parking minimums and achieve the goals of the Land Use Element as well as the interrelated goals and objectives of additional elements.**

Policy 2.7.2: It is the policy of the City to locate major retail centers ~~along~~ at major transportation ~~corridors~~ **nodes** and public transit routes.

Actions:

- **Modify Future Land Use Map appropriately**
- **Create Transit-Oriented Development zones for infill/redevelopment and greenfield development**

Policy 2.7.3: It is the policy of the City to prevent the decline of existing commercial areas.

Actions:

- **Consider adopting** regulations that require closed or vacant businesses to maintain storefronts that appear as an open and viable business;
- Limit the amount of additional commercially-zoned land to that justified by the growth of population and market **demand** indicators such as **demand analysis, retail leakage, gap analysis, inventory supply/surplus analysis; and business mix analysis.**

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- Human-scale development shall be encouraged with linkages between neighborhoods for pedestrians and bicyclists as well as motorists; and
- Explore the possibility of a registry and increased taxation for vacant/abandoned buildings (i.e. Vacant Building Enforcement Program/Ordinance – strategy for mitigating blight) ~~since they~~. Vacant buildings do not generate the revenue to offset the ~~require~~ increased in City services they require; i.e. ~~police~~ law enforcement, ~~and~~ fire protection, ~~and~~ code enforcement, etc.

Policy 2.7.4: It is the policy of the City to integrate suburban commercial development guidelines into the City’s B-4, B-5, and PB districts. The defining features of the suburban commercial guidelines include:

- **Uses** allowed would include a broad range of general retail, offices, restaurants, and personal, business, and professional services. Residential uses would be permitted on the upper floors of buildings. Freestanding residential dwellings would be prohibited. Warehousing and outdoor storage should be discouraged. Where outdoor storage of merchandise or temporary containers are allowed, they should be screened from view from the street;
- **Landscaping and buffering** should be required to maximize the appearance of the business, minimize its impact on surrounding uses, and upgrade the visual appearance along the major highway. Large parking lots should be divided into smaller units, to allow more landscaping and to improve their appearance. Consider reduced buffer requirements that are compatible with reuse of existing buildings and redevelopment;
- **Building placement** should encourage flexibility (**adjustment to setbacks**) to allow buildings closer to the street, so that parking lots can be located behind or beside the buildings. Where buildings are not placed on the street edge, additional landscaping should be required for all parking lots that directly abut the public right-of-way to soften their impact. When placing a building near the street, special consideration must be given to the Major Thoroughfare Plan to ensure that the proposed building is not located in any area which may be required for future right-of-way; and
- **Pedestrian safety and accessibility** should be upgraded by requiring that dedicated and protected pedestrian corridors are provided in parking lots and between adjacent businesses **with special consideration being given to the needs of citizens with disabilities and ADA compliance upgrades where applicable**
- Reduce minimum parking standards to prevent the inefficient creation of underutilized, costly land development.
- Support the reconfiguration of the public right-of-way to accommodate a range of users (pedestrians, bicyclists, transit riders, youths, seniors, those with disabilities, motorists, etc.) in order to encourage quality urban form which interfaces with the public realm.

OBJECTIVE 2.8

PROMOTE THE REVITALIZATION OF THE DOWNTOWN AREA AND OTHER URBAN COMMERCIAL DISTRICTS.

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Policy 2.8.1: It is the policy of the City to integrate urban commercial development guidelines into the City’s B-2 and B-3 districts **as well as other mixed-use districts**. The defining features of the urban commercial guidelines include:

- **Commercial Uses** allowed would include a broad range of general retail, offices, restaurants, and personal, business, and professional services. These permitted uses should be scaled to support urban lifestyles and made distinct from their suburban counterparts.
 - Outdoor storage of merchandise and temporary containers should be prohibited;
- **Residential Uses** Residential uses would be permitted on the upper floors of buildings as well as portions of lower floors only when traditional storefronts are maintained for commercial uses. While residential uses have primarily been reserved for upper floors, both the B-2 and B-3 provide unique opportunities for urban residential uses on ground floors in cases where the urban form of a downtown / surrounding downtown area is maintained.
 - Consider permitting first floor residential in the B-2 where storefronts are maintained for economic uses and residential access is shifted to the side or rear.
 - Consider permitting 2-3 story residential developments in the B-3 when certain design characteristics are employed; i.e. 2-3 story tall buildings setback 0’-5’, utilizing stairs, stoops, lightwells, porches, or patios to provide 1.5’-5’ rise from ground floor/sidewalk in combination with balconies on upper floors to create appropriate interface between private and public realms.
- **Buildings** should be located at or near the edge of the right-of-way and oriented to the street. Doors and windows should be oriented to the street, and safe, easy access for pedestrians should be provided directly from the sidewalk and from parking lots;
- **Off-street parking** should be allowed ~~behind or beside~~ **in the rear or the side of the building**, but prohibited between the building and any adjoining street (not including alleys ~~excepted~~). **Streetscreens/walls/hedges and other treatments should be used to maintain urban form where parking lots front the right-of-way**. Shared parking should be encouraged, and the required number of parking spaces should be reduced to minimize excessively large parking lots with associated stormwater runoff, heat, and unattractiveness. Large parking lots should be divided into smaller units, to allow more landscaping and to improve their appearance; and
- **Access to transit services** should be provided that is safe and convenient for residents and shoppers. Safe, convenient pedestrian access to transit and between buildings should be ensured with sidewalks and standard street crossings.
- **Support the reconfiguration of the public right-of-way to accommodate a range of users (pedestrians, bicyclists, transit riders, youths, seniors, those with disabilities, motorists, etc.) in order to encourage quality urban form which interfaces with the public realm.**

Policy 2.8.2: It is the policy of the City to minimize the negative impacts of vacant “big box” retail centers.

ACTIONS:

- **Require parking lots to be separated into smaller units by providing sidewalks, pedestrian crossings, and additional landscaping;**

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- Encourage outparcels that are developed with freestanding businesses along the adjoining roadway;
- Require new buildings to be designed with facades that are varied and articulated, to encourage easier reuse if abandoned; and
- Ensure parking areas that are well-landscaped and maintained.

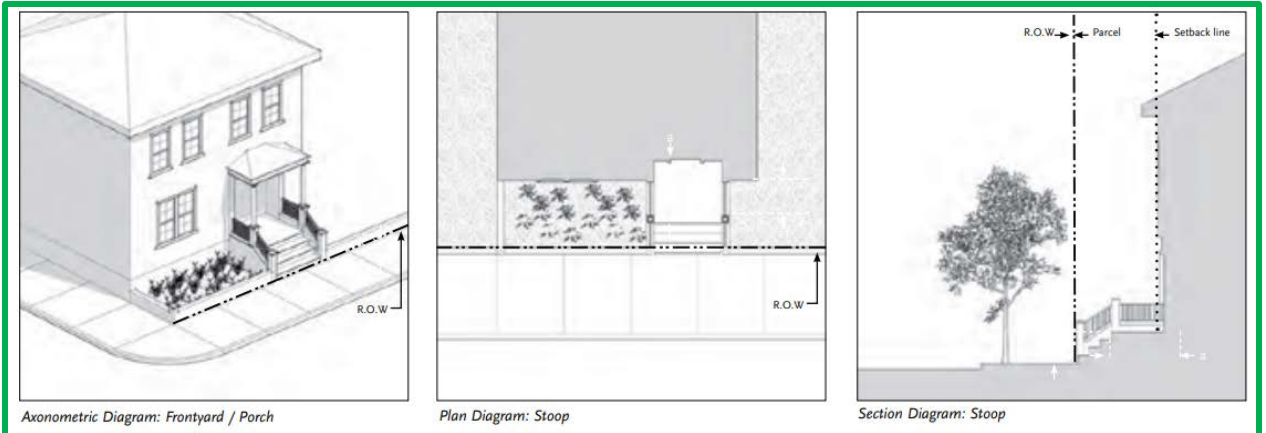
NEIGHBORHOOD BUSINESS

Policy 2.8.3: It is the policy of the City to provide for neighborhood business centers which are limited in size, accessible to neighborhood residents, and appropriate in scale and appearance with their surrounding service area.

Actions:

- Designate existing centers at the locations depicted in the **Proposed Land Use Element Map**;
- Amend the existing B-1 (Neighborhood Business) District to incorporate the following standards and criteria:
 - **Location** – Along the periphery of neighborhoods at the intersection of a collector or arterial street with access to ~~non-automobile modes of travel such as public transit~~ **multi-modal transportation**.
 - **Uses include:**
 1. General retail goods and services, **including small markets**, which are oriented to the convenience shopping needs of nearby residents;
 2. Medical services such as doctors' and dentists' offices and small medical clinics;
 3. Non-commercial services such as churches and **daycare centers**;
 - Reduce restrictions on daycares. Consider if current restrictions limit the availability of suitable sites for daycares and is a contributing factor in the shortage of available childcare in Johnson City. Consider removing local standards and instead defer to tightly regulated State oversight.
 4. Restaurants, with outdoor seating; on-premise alcohol would be permitted as **a Special Exception**;
 5. Residential uses, provided they are located on the upper floors of buildings or meet best practices for Form-based urban dwellings (5'-10' setback, porch/stoops, private realm located 1.5'-5' above street level, i.e. Townhouses, Brownstones, etc.);

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6. Service stations should be removed as a permitted use and only allowed as a special exception when limited in size and intensity and compatible with the architectural character of the immediate neighborhood; signage and lighting should be limited to avoid creating a nuisance for surrounding residences. Additional landscaping should be required to soften the visual impact on the surrounding neighborhood. Service stations and convenience store buildings should be located adjacent to and oriented to the street; fuel pump islands and parking should be located toward the side or rear. One-bay car washes may be allowed as an accessory use with strict standards on signage, lighting, and landscaping to limit any negative impact on adjacent areas; and
 7. Freestanding car washes - should be removed as a permitted use. size and scale consistent with the immediate neighborhood; additional landscaping should be required to soften the visual impact; signage should be limited in size and externally lighted; lighting should be limited in brightness and shielded so that no nuisance to nearby residences is created. Minimum separation of 300 feet from a parcel with a residential structure should be required to reduce lighting and noise impact. Operating hours should be limited to 6 AM to midnight. Approval should be by Special Exception.
- **Building scale and placement** – Two stories or above, depending on height of surrounding residential structures. A neighborhood commercial building should be no more than one-story higher than the lowest adjoining residential structure. Buildings should be set back zero to ten feet from any public street, excluding alleys. Landscaping requirements should not create a conflict with building placement. Side setbacks may be zero, if adjoining property is also zoned for neighborhood business. Rear and side setbacks should be adequate to protect adjoining residential uses. The maximum size of the building should not exceed 6,000 square feet of retail space.
 - **Parking** – Consider changes to accommodate reduced parking requirements for Neighborhood Business Districts as walkable/bikeable connections are more appropriate and encouraged for this scale of development. On-street parking should be permitted where sufficient right-of-way exists. Off-street parking should be in the rear or on the side of buildings. Minimum required off-street parking should be one

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space per 500 square feet of non-residential gross floor area reduced in the neighborhood commercial center rather than subject to a one-size-fits-all approach. Maximum off-street parking should also be introduced. one space per 200 square feet in the center. Parking spaces above the maximum may be permitted, if additional landscaping is provided within the parking lot. Residential parking requirements should apply for residential units, if any. Since tenants change over time, parking requirements should apply to the entire center rather than to each use individually. Credit for minimum required parking spaces should be given for location within 500 feet-close proximity of a transit stop and for bike racks. Parking spaces above the maximum may be permitted, if additional landscaping is provided within the parking lot.

- **Signage** – Size, height, and lighting should be compatible with adjoining residential areas. Wall and projecting signs should be encourage required in lieu of freestanding signs. Projecting signs should be permitted to overhang the public right-of-way, provided they do not interfere with pedestrian traffic.
- **Lighting** – Lighting should be strictly limited to avoid being a nuisance to adjacent and surrounding residences. Special restrictions on lights at service stations and car washes should be considered if these are allowed to stay open past midnight.
- **Design and appearance** – Doors and windows should face the street, and the primary entrance should be from the street. Blank walls facing a public street (except alleys) should be discouraged. Awnings and overhangs should be encouraged. Awnings, canopies, and porch coverings should be allowed to extend over the right-of-way (sidewalk), provided they do not interfere with pedestrian and vehicular traffic.

OBJECTIVE 2.9

TO ENSURE THAT THERE IS LAND TO SUPPORT WHOLESALING, DISTRIBUTION, CONSTRUCTION, AND BUSINESS SUPPORT SERVICES, THE CITY SHALL PURSUE THE FOLLOWING POLICIES AND ACTIONS:

Policy 2.9.1: It is the policy of the City to ensure that sites are provided in sufficient number, location, and size to accommodate wholesaling, distribution, construction yards, business services, and similar uses. Sites should have adequate transportation access to regional roadways, Interstate highways, and railway.

Actions:

- Ensure that general commercial and light industrial districts are adequate in area to accommodate the demand for these uses;
- Ensure that the regulations in the commercial and light industrial zoning districts are sufficient to accommodate the needs of businesses in this category; and
- Ensure that regulations afford protection to surrounding residential uses in terms of access, buffering, and lighting.

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INDUSTRIAL

OBJECTIVE 2.10

ENSURE THAT SUFFICIENT AMOUNTS OF PROPERLY LOCATED LAND ARE AVAILABLE FOR MANUFACTURING, DISTRIBUTION, AND OTHER EMPLOYMENT ACTIVITIES THROUGHOUT THE CITY.

Policy 2.10.1: It is the policy of the City to identify, properly zone, and protect adequate amounts of land for industrial use to ensure there is sufficient land for manufacturing, distribution, and other basic employment activities throughout the city.

Actions:

- Designate sufficient amounts of suitable industrially-zoned land in the Land Use Element to meet the needs of the community with consideration to transportation, utilities, and land use compatibility;
- Promote public land-banking of industrial land through public/private partnerships to ensure adequate land for future industrial, distribution, med-tech, and employment center development. Protect existing industrial areas from the encroachment of non-related land uses in order to protect growth and development of the tax base. Those areas best-suited for industrial use should be zoned industrial in order to protect them from other competing land uses; and
- A Strategic Development Plan for the Regional Med-Tech economy should be periodically updated to reflect the changing conditions along State of Franklin Road and the medical/technological advances; amend the Land Use Element accordingly.

NATURAL RESOURCES

OBJECTIVE 2.11

CREATE A DIVERSIFIED, ATTRACTIVE COMMUNITY WHICH IS SENSITIVE TO THE AREA'S ENVIRONMENT AND NATURAL RESOURCES.

Policy 2.11.1: It is the policy of the City to protect environmentally sensitive areas such as flood hazard areas and to coordinate land use with appropriate topography and soil conditions.

Action:

- Designate future land use that is consistent with the preservation of natural resources.
- Consider the creation of open space, environmental conservation and/or civic use zoning districts to protect sensitive areas that support quality of life for current and future residents of the city.

Policy 2.11.2: It is the policy of the City to protect ridgelines from inappropriate development which destroys the scenic vistas of the city.

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- Identify ridgelines throughout the city;
- Designate scenic ridges for recreation, low-density and low-intensity uses; and
- Protect mountain views and scenic vistas through the creation of overlay zoning which regulates building height and scale.

Policy 2.11.3: It is the policy of the City to protect development within the 100-year floodplain.

Action:

- Identify creeks, small unstudied creeks and other riparian corridors throughout the city;
- Reevaluate standards that prevent/limit development within the 100-year floodplain in order to preserve riparian corridors
- Ensure that development in designated floodplains occurs only in conformance with National Flood Insurance Program guidelines.

Policy 2.11.4: It is the policy of the City to ensure high water quality in surface runoff.

Actions:

- Review all new developments to ensure that they follow appropriate stormwater management practices;
- Develop a city-wide stormwater management plan to minimize the impact of flooding on low-lying floodplain areas;
- Drainage ways should be improved and maintained, and flood control methods strengthened; and
- Explore the impact of a “no net gain policy” within the floodplain.
- **INSERT STATEMENT FROM ALLAN RE: COMPENSATORY STORAGE**

Policy 2.11.5: It is the policy of the City to encourage developments to preserve the natural features of a site, including views, natural topography, significant vegetation, and waterways.

Action:

- Revise zoning regulations to provide greater incentives for protecting existing trees and the surrounding natural environment through the adoption of a tree ordinance, riparian protection ordinance, and/or ridgeline ordinance which strikes a balance between the development of land and the preservation of Johnson City’s natural beauty.
- Enact development standards which protect ridgelines, creeks and other natural features which give the area its unique natural beauty and identity.

Policy 2.11.6: It is the policy of the City to enhance the appearance of the City’s streets, especially gateway streets.

Actions:

Red	=	Implemented and no longer relevant
Blue	=	Implemented, partially or fully, and still relevant
Orange	=	Not implemented and no longer relevant
Black	=	Not implemented and still relevant
Green	=	New language

- Apply for state and federal grants to assist in the landscaping and beautification of the city's gateways;
- Plant, maintain, and protect trees along public rights-of-way; and
- Plant, protect, and promote trees as a major part of the city's positive image.

Policy 2.11.7: It is the policy of the City to reduce urban sprawl and to minimize the loss of open space and productive farmland.

Actions:

- Adopt a Land Use Element that includes not only those areas within the city but also areas within the Urban Growth Boundary;
- Adopt/coordinate zoning regulations to ensure growth within the Urban Growth Boundary is consistent with the Land Use Element;
- Explore new tools for City wide conservation of open space, productive farmland, and water resources, including but not limited to the development of a Purchase of Development Rights (PDR), Transfer of Development Rights (TDR) programs, and wetland mitigation, where applicable and
- Implement policies of the Urban Service Area.

Policy 2.11.8 It is the policy of the City to support economic development efforts related to the leveraging of the area's Outdoor Recreation opportunities

Actions:

- Evaluate areas of the city that should be preserved and promoted for their recreational opportunities/access to outdoor activities
- Give consideration to a zoning district or permitted use language related to private campgrounds
- Consider establishing public campgrounds in the City's large-scale parks ex. Buffalo Mountain & Winged Deer

LAND USE CATEGORIES

The Land Use Element addresses the future development pattern of Johnson City by delineating the proposed character, location, and intensity of the various land use categories. These categories of land use are: suburban residential and agriculture; residential; residential/office; neighborhood business; downtown business; commercial; industrial; major community facilities and resources; and medical/technical/institutional.

For the purpose of guiding development, the land area within the Urban Growth Boundary (UGB) has been classified according to function and intensity of use. The specific recommendations as to the most suitable density for the various sections of the UGB were based on the following factors:

1. Public Sewer and Water Service – Areas presently served or planned to be served during the planning period by public sewer and water are most suitable for urban density development.
2. Physical Character of the Area – Development density should be related to land capabilities. In areas not served by public sewer and water, density should remain low. Where public sewer and water exist and where soil and topographic conditions are more suitable for building, higher density development is appropriate. Lower densities should be maintained on lands least able to support intensive uses. Ridgelines should be protected by limiting the intensity of land uses. Agricultural areas, open space, and areas of ecological significance are most appropriate for the lowest densities of development.
3. Road Access – Land located along major traffic corridors have the best access and are most appropriate for higher density development. Higher density development should be related to the existing street system and its ability to serve increased development within its present and/or planned future capabilities.
4. Community Facilities and Services – Areas close to other community facilities and services (e.g., schools, parks, or shopping centers) are more appropriate for higher densities, both for the convenience of residents and for the greater efficiency of the transportation network.

Proposed Land Use Categories

As a basis for the Land Use Element, the City Commissioners in August 2004 adopted the Urban Growth and Services Element of the Comprehensive Plan. A major component of the element was the adoption of an Urban Service Area (USA). The criteria for identifying the USA included: water/sewer service availability, fire protection, urban infill, and areas outside of the city essential to economic development. The purpose of this element is to provide a framework for a land use

plan that encourages compact development within the USA and discourages the untimely development and extension of city services resulting in urban sprawl.

Suburban Residential and Agriculture

This designation is applied to those low-density areas outside the (USA), where residential development is occurring but is not provided with a full-range of urban services in all instances, particularly sanitary sewer service.

The minimum residential lot size should be 15,000 square feet, the minimum permitted for an individual septic system (areas served with sanitary sewer can accommodate higher densities). Areas included in this category should be provided with water service as a minimum and will permit, in addition to residential land uses, other supporting uses, such as **conservation areas, farms**, schools, parks, churches, and neighborhood business uses.

Development Guidelines

1. Multi-family uses are allowed, provided the site is **located within a node of development at/near the intersection of** ~~an~~ a collector or arterial street and has access to public water and sewer services.
2. Neighborhood business uses may be located at the intersection of two collector streets or arterial streets with access to public water and sewer services.

Residential

Low to high-density areas within the present city or its immediate fringe within the USA are designated as “**Rural/Conservation**”, “**Residential-Low Density**”, **Residential-Medium Density**, and **Residential-High Density**”. Such areas are served with a full-range of utilities and services. ~~It is recognized that under certain circumstances, High density residential uses are encouraged within this category. These uses~~ should be located on collector and arterial roadways, which can accommodate the traffic impact of these more intensive uses. They are served with both water and sewer and are within 5 miles of a city fire station.

Development Guidelines

1. **Rural/Conservation areas are characterized by large parcels with very low density estate lots or residential uses accompanied by agricultural uses. Maintaining these areas are essential to the prevention of sprawl and the preservation of farmland and rural character. These areas are noted for their rolling hills, forested ridgelines, and pristine mountain views. Cluster development should be considered for any proposed increase in intensity in these area.**
2. Medium density residential uses (up to 14 units per acre) should be located along collector and arterial streets. This includes **lower density multi-family uses or condominiums which may be allowed as infill along local or collector streets as planned developments provided there are adequate public utilities,**

road capacity, and the development is compatible in scale, and character with surrounding land uses.

3. High density residential uses (14 units or greater) should be located along arterial streets and on public transit routes.
4. ~~Lower density multi-family uses or condominiums may be allowed as infill along local or collector streets as planned developments provided there are adequate public utilities, road capacity, and the development is compatible in scale, and character with surrounding land uses.~~

Residential/Office Mixed-Use

The purpose of this category is to protect the integrity of established residential neighborhoods from noise and excessive levels of traffic while promoting a mixed pattern of compatible development consisting primarily of residential uses and a blend of professional offices, low intensity specialty retail shops, and services.

Neighborhood Business

Neighborhood business centers provide convenience shopping and services to residents in the immediate area and should be located at the intersection of arterial and/or collector streets and feeder streets. Since their market is limited, the uses and size of neighborhood business centers should be limited to that appropriate to serve neighborhood residents, but not to attract traffic from outside the neighborhood.

Appropriate uses would include limited retail/service uses such as small restaurants, café/coffee shop, small markets, artisan shops, drug stores, flower shops, barber/salons, bakery, pet grooming, boutiques, gaming store, antique store, screen printing, copy centers, laundry and dry cleaners ~~video rentals, and gasoline service stations~~. Non-retail uses could include churches, daycare centers, branch banks, dentist offices, art galleries and similar low-intensity uses.

Downtown Business

The Downtown business district is Johnson City's urban core and includes a compact mixture of commercial, office, institutional, and residential uses. Development in this district should be in keeping with the existing historic nature of the downtown and should encourage pedestrian accessibility.

Commercial

The commercial category contains the bulk of the city's retail businesses, offering a wide-range of goods and services. They are appropriate locations for traditional retail, offices, personal & business services, and in some cases, residential uses. Both urban and suburban scales of development are included in this category as described below.

- Urban commercial uses would typically be located in or near the Downtown. This mixed use category would include a broad range of general retail, offices, restaurants, and personal, businesses, and professional services. Residential uses would be permitted on the upper floors of buildings. Outdoor storage of merchandise and temporary containers should be prohibited.
- Suburban commercial uses would be located at ~~long~~ **the intersection of** major arterial streets, either as malls, commercial centers, “power” centers, or freestanding businesses. This category now provides the majority of shopping opportunities in Johnson City. These roadways are the gateways into the community which provide visitors their first impression of the city. This category would also allow a wide range of general retail, offices, restaurants, and personal, businesses, and professional services. Where outdoor storage of merchandise or temporary containers are allowed, they should be screened from view from the street.

Industrial

Most of the industrial development within the UGB lies within Johnson City, where urban services are already available. Guidelines proposed for the development of industrial areas include: 1) efficient and convenient access to transportation facilities including rail and highway; 2) sufficient, suitable land which is free from construction, flooding, and drainage problems with sufficient reserve for future expansion; 3) adequate and reliable sources of utilities, including water, waste disposal, natural gas, and electric power; 4) protection from encroachment by residential and other possible conflicting land uses; 5) location so as to minimize obnoxious external effects on neighboring non-industrial land uses; and 6) location within easy commuting distance to living areas and other work areas.

Several areas have been designated for industrial growth as shown on the land use plan. The areas indicated are sites with a minimum size of 100 acres. The land uses permitted would include light and heavy manufacturing uses, warehousing, distribution, and some limited commercial activities.

Medical/Institutional/Technical

This category includes medical, technological, educational, research and similar institutional uses and businesses associated with these types of uses. The plan delineates non-manufacturing employment districts that now exist as well as those areas that are appropriate for future intensive development. (Examples include: East Tennessee State University, Veteran’s Administration, Johnson City Medical Center Hospital, Med Tech Park, and Innovation Park)

Major Community Facilities and Resources (Civic Districts, Conservation Districts)

This category includes major public and private facilities such as schools, parks, golf courses, cemeteries, and other civic facilities intended to serve the community and contribute to its quality of life.

Glossary of Terms

Accessory Apartments: A second dwelling unit either in or added to an existing one-family dwelling, or in a separate accessory structure on the same lot as the main dwelling, for use as a complete, independent living facility. Such a dwelling is an accessory use to the main dwelling.

Affordable housing: Housing which has a sales price or rent within the means of a low or moderate income household as defined by local, state or federal legislation.

Big Box Retail: Large, industrial-style buildings or stores with footprints that generally range from 20,000 square feet to 200,000 square feet. While most big-boxes operate as a single-story structure, they typically have a three-story mass that stands more than 30 feet tall. For example, book retailers like Barnes & Noble generally range from 25,000 square feet to 50,000 square feet, whereas in the general merchandise category, big-boxes like Wal-Mart range from 80,000 square feet to 130,000 square feet.

Brownfield Sites: Land which has been previously used for built development, including open land which is vacant, derelict or under-used, but which was formerly used for built development and is likely to have groundwater or soil pollution that is a deterrent to redevelopment.

Cluster Development: A development design which concentrates buildings on a portion or portions of the site and leaves the remainder undeveloped and used for agriculture, open space and/or natural resource protection.

Complete Streets: A complete street is a safe, accessible, and convenient street for all users regardless of transportation mode, age, or physical ability. Complete streets adequately provide for bicyclists, pedestrians, transit riders, and motorists. Complete streets promote healthy communities and reductions in traffic congestion by offering viable alternatives to driving.

Connectivity: refers to the directness of links and the connections in path or road network. A well connected road or path network has many short links, numerous intersections, and minimal dead-ends (cul-de-sacs). As connectivity increases, travel distances decrease and route options increase, allowing more direct travel between destinations, creating a more Accessible and Resilient system.

Context Sensitive Solutions (CSS): A collaborative, interdisciplinary approach that involves all stakeholders in the development of a transportation facility that fits its physical setting and preserves scenic, aesthetic, historic, and environmental resources, while maintaining safety and mobility. CSS is an approach that considers

the total context within which a transportation improvement project will exist. (Tennessee Dept. of Transportation)

Density: The number of dwelling units or persons per acre of land, usually expressed in units per gross acre.

Density Bonus: An increase in the allowable number of dwelling units granted by the city or county in return for the provision of low- or moderate-income housing or other desired amenities.

Floodplain: A relatively flat or lowland area adjoining a river, stream, or watercourse, which is subject to periodic, partial or complete inundation.

Grayfield: A vacant building site that is ready for redevelopment; the distinguishing characteristic between a grayfield and a brownfield is the absence of substantial groundwater or soil pollution.

Greenbelt: A wide band of countryside surrounding a city on which development is generally prohibited, usually large enough to form an adequate protection against objectionable uses of property or the intrusion of nearby development.

Greenfield: Land (or a defined site) usually farmland, that has not previously been developed.

Infill Development: Development that takes place on vacant or underutilized parcels within an area that is already characterized by urban development and has access to urban services.

Intensity: The degree to which land is used. A term referring to the gross (total) floor area and/or the degree to which commercial and industrial land uses generate traffic, noise, air pollution and other potential problems, for commercial and industrial uses.

Livable Streets: Streets with design elements such as sidewalks, crosswalks, landscaped sidewalk buffers, bikeways, on-street parking, street trees, landscaping, street lighting, bus shelters, benches and corner curb extensions provide an environment that is not only attractive, but can slow traffic and encourage walking, bicycling, and use of transit. Good street design can promote community livability by emphasizing local travel needs and creating a safe, inviting space for community activity.

Mixed-Use Developments: A project that combines several different functions, such as residential space above a commercial establishment or an entire development combining commercial, residential, and public accommodations on one lot and may consist of one or more buildings.

Multi-Modal Transportation System: A transportation system that includes several types (modes) of transportation such as automobile, rail, bus, pedestrian, and bicycle.

Open Space: All space of public value, including public landscaped areas, playing fields, parks and play areas, and also including not just land, but also areas of water such as rivers, lakes, and reservoirs, which can offer opportunities for sport and recreation or can also act as a visual amenity and a haven for wildlife.

Road Diet: A roadway reconfiguration which offers several high-value improvements at a low cost when applied to traditional four-lane undivided highways. In addition to low cost, the primary benefits of a Road Diet include enhanced safety, mobility and access for all road users and a "complete streets" environment to accommodate a variety of transportation modes. A classic Road Diet typically involves converting an existing four-lane, undivided roadway segment to a three-lane segment consisting of two through lanes and a center, two-way left-turn lane and bike lanes which buffer sidewalks.

Sprawl: The process in which the spread of development across the landscape far outpaces population growth. The landscape sprawl has four dimensions: a population that is widely dispersed in low-density development; rigidly separated homes, shops, and workplaces; a network of roads marked by huge blocks and poor access; and a lack of well-defined, thriving activity centers, such as downtowns and town centers. Most of the other features usually associated with sprawl—the lack of transportation choices, relative uniformity of housing options or the difficulty of walking—are a result of these conditions (Smart Growth America).

Sustainability: A strategy by which communities seek economic development approaches that also benefit the local environment and quality of life. For a community to be truly sustainable, it must adopt a three-pronged approach that considers economic, environmental, and cultural resources. Communities must consider these needs in the short-term as well as the long-term (Smart Communities Network).

Tax Increment Financing (TIF): An economic development subsidy program usually paid for by the diversion of property taxes, and sometimes by the diversion of sales taxes. TIF is regulated by the states and is locally-controlled. A city designates a TIF district for redevelopment. Based on the expectation that property values in the district will rise as a result of that redevelopment, the city splits the property tax revenues from the district into two streams: the first consisting of revenues based on the current assessed value; the second based on the increase in property values – the "tax increment." The tax increment is diverted away from normal property tax uses, such as schools, police and fire, and into the TIF district. There, the money can be used to back bonds or otherwise finance many different activities that subsidize the redevelopment. TIF is very popular with local officials because of its flexibility.

Traditional Neighborhood Design (TND): These neighborhoods encompass many modern land use strategies into one concept. Public transportation and pedestrian-use is encouraged through compact neighborhood development, where the distance from the center to the edge of a neighborhood can be walked at an easy pace in 10 minutes. Public interaction is fostered through the development of sidewalks, trees along streets, narrow roads that slow down vehicles, and parks or plazas that are located close to housing.

Traffic Calming: Refers to various design features and strategies intended to reduce vehicular speeds and volumes on a particular roadway.

Transect (Rural to Urban): This zoning system replaces conventional separated-use zoning systems that have encouraged a car-dependent culture and land-consuming sprawl. The six Transect Zones (below) instead provide the basis for real neighborhood structure, which requires walkable streets, mixed use, transportation options, and housing diversity. The T-zones vary by the ratio and level of intensity of their natural, built, and social components. They may be coordinated to all scales of planning, from the region through the community scale down to the individual lot and building, but the new zoning itself is applied at the community (municipal) scale.



Transit Oriented Development (TOD): Development of commercial space, services, and job opportunities close to public transportation thereby reducing dependence on automobiles. TODs are typically designed to include a mix of land uses within a quarter-mile walking distance of a transit stop or core commercial area developed around a “node” or intersection.

Urban Growth Boundary: A line that encompasses territory which includes the city and contiguous area where urbanization is expected to occur during the next 20 years and where the city can, over time, efficiently and provide urban services (Public Act 1101).

Urban Service Area: Areas designated for growth on the Zoning Map where utilities and services are presently available or can be extended in an economical and cost efficient manner; areas of infill development; or areas that have an economic development potential.