

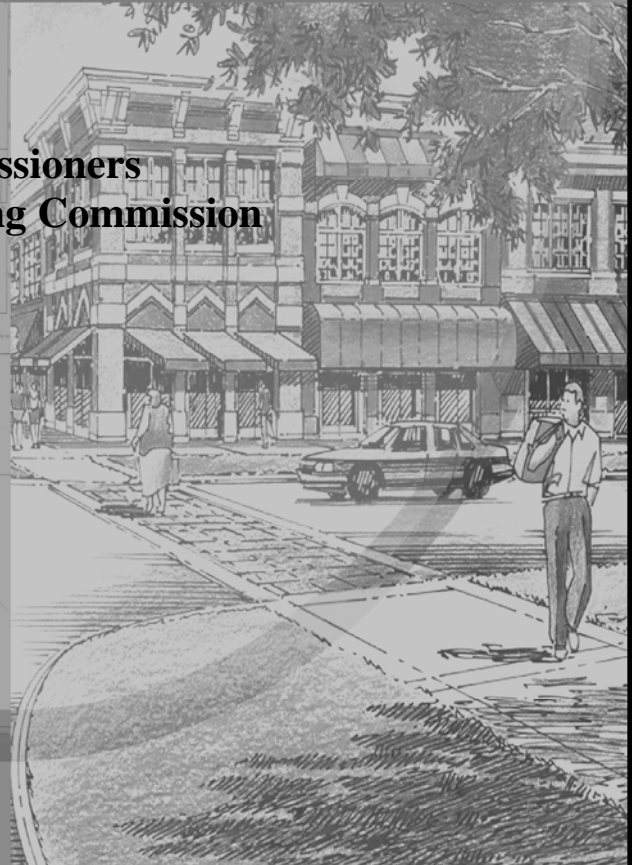


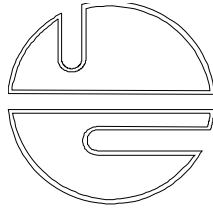
Johnson City Comprehensive Plan 2020

Adopted By:

**Johnson City Board of Commissioners
Johnson City Regional Planning Commission**

*Remembering the Past...
Planning for the Future*





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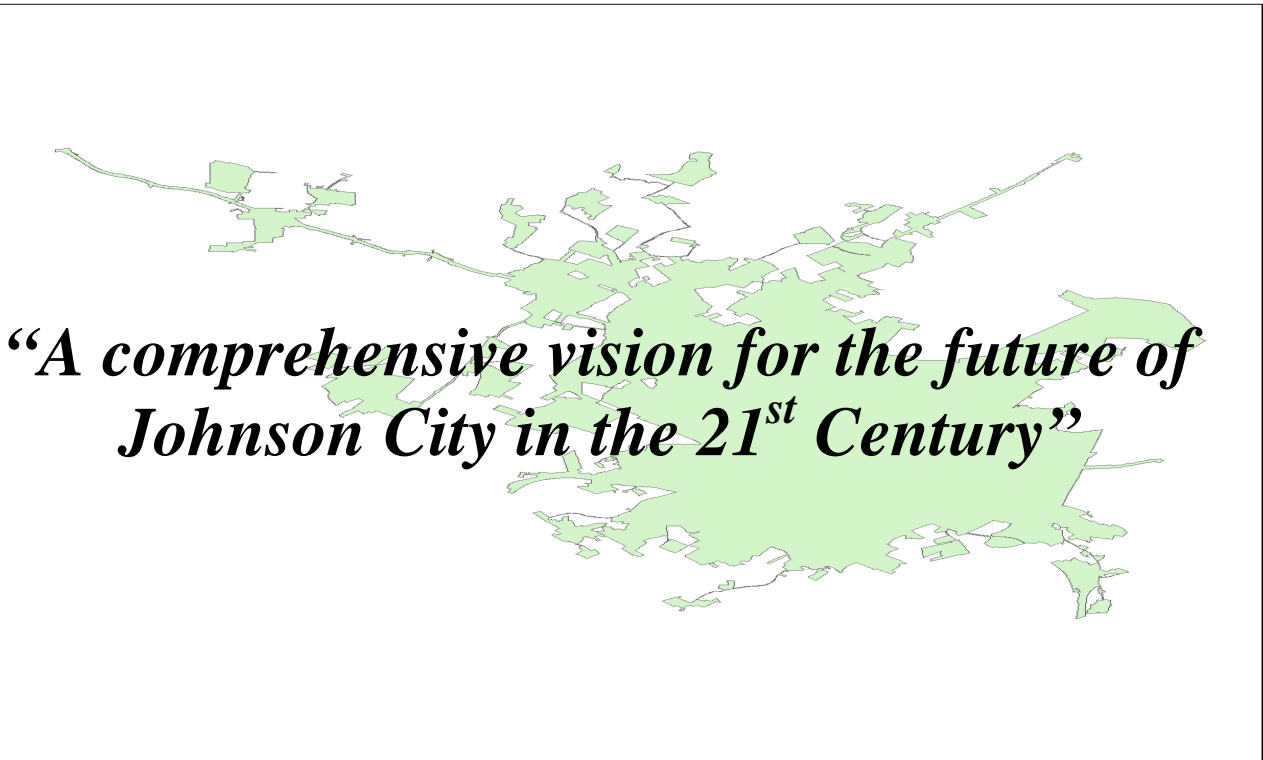
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CITY OF JOHNSON CITY, TENNESSEE COMPREHENSIVE PLAN



COMPREHENSIVE PLAN INTRODUCTION

Definition of a Comprehensive Plan

A Comprehensive Plan (hereinafter referred to as Plan) can be defined as a detailed information document used by public administrators, citizens, and public officials that contains an expanded view or comprehensive compilation of jurisdictional-specific data divided into pre-defined chapters (e.g., Elements). This document is adopted by the Planning Commission and Board of Commissioners and contains data relevant to a political subdivision (e.g., a city) for use in decision-making processes, policy shaping, information research, and possible justification for future legislative recommendations and actions. The data is divided into a recognizable and acceptable format in order to achieve user friendliness and a common sense approach with respect to chaptering, presentation, and use.

Purpose of the Johnson City Comprehensive Plan

The Johnson City Comprehensive Plan is intended to be an overview of the past and present conditions of Johnson City, identifying a “culmination of visions” for the future of the city with respect to establishing policies and goals; plans of action are also proposed for their implementation. The Plan is a fifteen-year guide for shaping, interpreting, and guiding the quality and locations of future development while recognizing and acting-upon the needs of current residents, visitors, and business owners. The Plan takes into consideration expansion of land uses (including infill development and corporate boundary enlargement) and structures new growth in a manner consistent with citizen desires and the application of sound planning principles. The Plan outlines the potential problems with current trends and policy and offers alternatives for action that would help guide the city in a direction that is consistent with smart growth principles and the combined visions of citizens, planners, and city leaders who helped formulate the Plan. This plan provides a policy tool aiding and directing the Board of Commissioners and the Planning Commission in decisions relating to land use, public investments (e.g., schools, fire stations, parks, and roads improvements), services, and fiscal priorities.

Table 1 lists the dates when the Johnson City Board of Commissioners adopted the various elements and plans as part of the Comprehensive Plan; these elements and plans have each received prior adoption by the Johnson City Regional Planning Commission.

Table 1: Element Adoption Dates

	ELEMENT OR PLAN NAME	ADOPTION DATE
1.	URBAN GROWTH AND SERVICES ELEMENT	7/20/2005
2.	LAND USE ELEMENT	8/17/2006
3.	TRANSPORTATION ELEMENT	5/3/2007
4.	Sidewalk Plan	5/3/2007
5.	Public Transit Plan	5/3/2007
6.	Bikeway-Greenway Plan	5/3/2007
7.	Major Thoroughfare Plan	5/3/2007
8.	ECONOMIC DEVELOPMENT ELEMENT	6/1/2006
9.	HOUSING ELEMENT	10/21/2005
10.	COMMUNITY FACILITIES ELEMENT	TBD
11.	Schools Plan	11/18/2004
12.	Parks and Recreation Master Plan	9/20/2001
13.	Fire Protection Plan	TBD
14.	Public Facilities and Services Plan	11/16/2007
15.	DOWNTOWN REVITALIZATION ELEMENT	5/3/2007
16.	HISTORIC PRESERVATION ELEMENT	9/2/2004

VISION STATEMENT

“We envision Johnson City as the most desirable place in Northeast Tennessee to live, work, and play. To achieve this vision, we will create and implement a Comprehensive Plan that assists the city in maintaining its leadership role in the Tri-Cities region with a spirit of cooperation within the region. Johnson City’s future will be determined through a broad-based continuous planning effort enabling the city to:

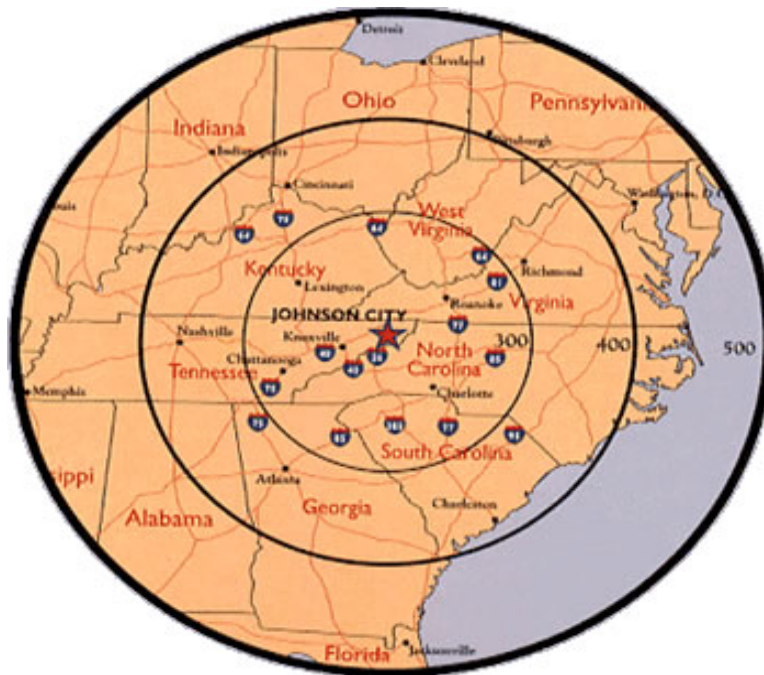
- 1. Develop a high-quality community that meets the ever-changing needs of all its citizens;*
- 2. Establish and maintain a strong and diversified economy and promote a sustainable level of growth;*
- 3. Maintain a first-class education system;*
- 4. Provide high-quality public services with fiscal and technological efficiency;*
- 5. Develop a diverse regional transportation system with a high degree of efficiency, accessibility, and connectivity;*
- 6. Revitalize historic Downtown Johnson City as a vibrant, prosperous, and mixed-use district;*
- 7. Designate and develop other historic and conservation areas and overlays;*
- 8. Promote safe and people-oriented neighborhoods that are visually pleasing, cohesive, and convenient to desired services;*
- 9. Ensure housing opportunities for all citizens of the city that are varied in location, type, and cost;*
- 10. Respect our heritage and preserve our natural environment; and*
- 11. Create a quality-of-life that is unsurpassed in the region.”*

“Johnson City’s Comprehensive Plan will serve as a guide to achieving the community’s values, priorities, and aspirations during the next 20 years.”

COMMUNITY PROFILE

Johnson City Overview

Johnson City is located in a semi-rural setting along the foothills of the Appalachian Mountains where rolling farmland blends with regional employment and retail centers. Being part of the larger Tri-Cities region (2000 population of 480,091) provides Johnson City with unique opportunities for a city of its size. At the junction of two interstate corridors, I-81 and the recently designated I-26, Johnson City is close to several major markets that include: Asheville, NC 65 miles to the south; Knoxville, TN 100 miles to the west; and Roanoke, VA 150 miles to the north. These interstate arteries provide Johnson City an opportunity to benefit from a high-tech transportation and technology corridor stretching through Tennessee from Alabama to Virginia.



Along with the major interstate corridors, a general aviation airport also services Johnson City. The Tri-Cities Regional Airport provides connections to seven major market destinations across the U.S. and averages nearly 400,000 passengers and more than 600 million tons of domestic air cargo annually. The Tri-Cities Regional Airport is also a designated Foreign Trade Zone (FTZ) that enables area businesses and economic developers to engage in international trade with the goal of becoming more competitive in the global market.

In addition, with major institutions such as East Tennessee State University (ETSU), Johnson City Medical Center Hospital, and James H. Quillen Veterans Administration Hospital as medical and educational resources, Johnson City offers a high quality of life and an attractive location for business and residential development.

POPULATION

The 2000 Census revealed that Johnson City’s population had increased to 55,469, a growth of 12.3 percent from the previous decade. From 1960 to 2000 Johnson City’s total population grew from 29,892 to 55,469 people (85.6 percent). The greatest rate of increase occurred between 1980 and 1990, when the population increased by 9,628 (24.2 percent). This growth was partly attributable to an aggressive annexation policy.

PROJECTIONS

The city of Johnson City is projected to experience continued population growth during the next 20 years with the rate of growth primarily dependent on the city’s annexation policy. For the purposes of this report, annexation is projected to occur at a moderate rate, and when combined with natural increase and in-migration the city is projected to gain more than 16,000 residents by the year 2020.

Table 2: Existing and Projected Population, Selected Areas, 2000-2020

Area	2000 (Actual)	2010	2020
United States	281,421,906	297,716,000	322,742,000
Tennessee	5,689,283	6,180,000	6,529,000
SMSA	480,091	491,170	517,810
Washington County	107,198	114,920	126,095
Johnson City Census Division	70,943	74,730	78,180
City of Johnson City	55,469		
a. Slight annexation		60,790	66,540
b. Moderate annexation		63,910	72,435
c. Active annexation		66,250	76,650

Sources: U.S. Bureau of the Census
 Johnson City Planning Department, Vision 2020

AGE COMPOSITION

The 2000 Census indicates that the city’s population is aging. This aging trend is reflected in the median age in the city, which increased from 30.4 in 1970 to 36.9 in 2000. The fastest growing segment of the city’s population, those between the ages of 25 to 64, can be attributed to Johnson City’s role in the Tri-cities region as a major employment and retail center and the relatively low cost of living. Johnson City residents reflect national and state trends in the relative number of males and females in the population. The sex composition of the city’s population denotes the presence of 4.6 percent more females than males. The reason for the larger number of females can be attributed to the longer life expectancy of females. Overall, the older the age group, the higher the percentage of women within that group.

RACE

The 2000 Census revealed a racial composition of the city’s population of 90.1 percent white, 6.4 percent black or African-American, and 2.2 percent classified as other. Additionally, 732 people (1.3 percent) claimed two or more races. African-Americans continue to comprise the largest segment of the non-white population within Johnson City and have increased since 1990 after several decades of decline. The non-black minority population increased from 1.0 percent in 1990 to 2.2 percent in 2000, a trend that has continued since 1940. Persons of Hispanic or Latino origin have increased from 316 in 1990 to 1,048 in 2000, an increase of 230 percent. These changes in racial and ethnic composition reveal that Johnson City’s population is becoming increasingly diverse, reflecting a nationwide trend. With this diversity, the city will be faced with new social and economic challenges and opportunities for housing, recreation, employment, and education.

EDUCATION

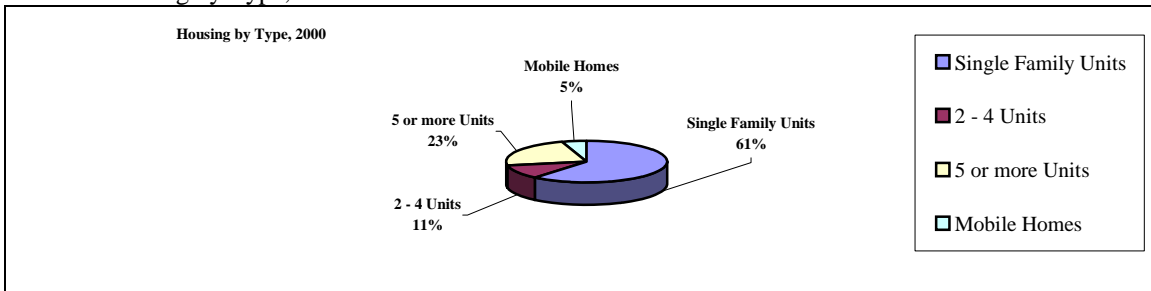
Educational attainment is one indicator of the human resources that are available in a community and the level of workforce preparation. A highly educated workforce is well-positioned to attract and retain the technical jobs of today's business world. Johnson City’s overall educational attainment is higher than state and national averages. For instance, 78.8 percent of the population in Johnson has a high school diploma or greater; this is higher than the state average of 75.9 percent but slightly lower than the national average of 80.4 percent. The percent of city residents with a bachelor’s degree or higher increased from 26 percent in 1990 to 29 percent in 2000. This is higher than both the state average of 19.6 percent and the national average of 24.4 percent.

HOUSING

Inventory

The number of housing units in the city increased from 21,241 units in 1990 to 25,730 units in 2000, an overall increase of 21.1 percent. The vacancy rate for all units increased from 7.3 percent in 1990 to 7.8 percent in 2000.

Table 3: Housing by Type, 2000



Source: U.S. Bureau of the Census

Single-family units make-up 61 percent of the housing inventory in the city. Small multi-family projects (2 to 4 units) make-up 11 percent of the housing stock while larger multi-family developments (5 or more units) comprise 23 percent. Mobile homes consist of the smallest portion of the housing inventory at 5 percent. Since 1960, the number of persons per household has steadily declined from 3.29 persons in 1960 to 2.2 persons in 2000. This is reflective of both state and national trends. The city’s average 2.2 persons per household is lower than both the Tennessee (2.48) and U.S. (2.59) averages.

Table 4: Persons per Household

Area	1960	1970	1980	1990	2000
United States	3.66	3.14	2.73	2.63	2.59
Tennessee	3.49	3.15	2.76	2.56	2.48
Johnson City	3.29	3.01	2.55	2.3	2.2

Source: U.S. Bureau of the Census

Housing cost

In 2000, the median single-family house value in the city was \$99,600. This is higher than the state’s median value of \$93,000, but is lower than the national median value of \$119,600. The median rent payment in the city was \$438, which is lower than the state (\$505) and the nation (\$602).

Table 5: Housing Cost

	Johnson City	Tennessee	United States
Median House Value	\$99,600	\$93,000	\$119,600
Median Mortgage Payment	\$871	\$882	\$1,088
Median Rent Payment	\$438	\$505	\$602

Source: U.S. Bureau of the Census (2000)

Building permits

Residential building permits are a primary indicator of population growth and development patterns. They indicate not only total growth in the city but also its distribution. Table 6 summarizes residential development trends that have been occurring in Johnson City since 1987. Over the last ten years, the city averaged 216 single-family and 222 multi-family building permits annually. Annual residential growth has decreased slightly over the last five years, with an annual average of 208 single-family and 190 multi-family building permits.

Table 6: Residential Building Trends, 1987 – 2003

Year	Single Family	Multi-Family	Total
Total (87' - 03')	3,122	3,114	6,236
10-yr Avg. (93' - 03')	216	222	441
5-yr Avg. (98' - 03')	208	190	398

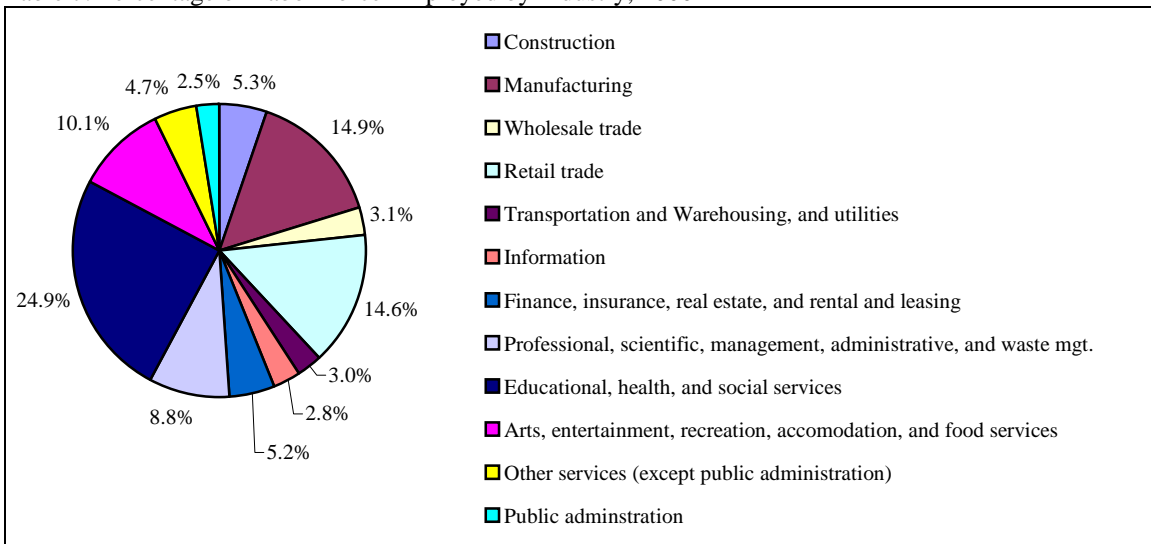
Source: Johnson City Building Division

ECONOMIC/EMPLOYMENT TRENDS

The occupation of the labor force is helpful in determining its employment requirements and future trends. Employment patterns in the community indicate the human resources that are available or required for economic development and what portion of the existing labor force requires assistance.

The U.S. Census Bureau defines occupation as the job worked during the census reference week, or the most recent job worked in the last five years. Persons with more than one job were asked to report on the job where they spent the most hours during the reference week.

Table 7: Percentage of Labor Force Employed by Industry, 2000



Source: U.S. Bureau of the Census

WAGES

When combined with employment by industry data, average wage by industry data can provide insight into a community’s current job market. The data can be used to assist student preparedness for entry into the job market, and more specifically, aid public officials engaged in economic development and business retention and attraction.

Wages in Washington County are significantly lower than the averages for the state and the nation. The average Washington County resident earns nearly \$4,800 less annually than the average Tennessee resident and \$9,500 less than the average U.S. resident. The disparity between Washington County’s average wages and state and national wages indicates a reliance on low-tech, service-oriented jobs in the local economy. Johnson City’s wages which are higher than Washington County’s are still lower than the state’s average and significantly lower than the U.S. average.

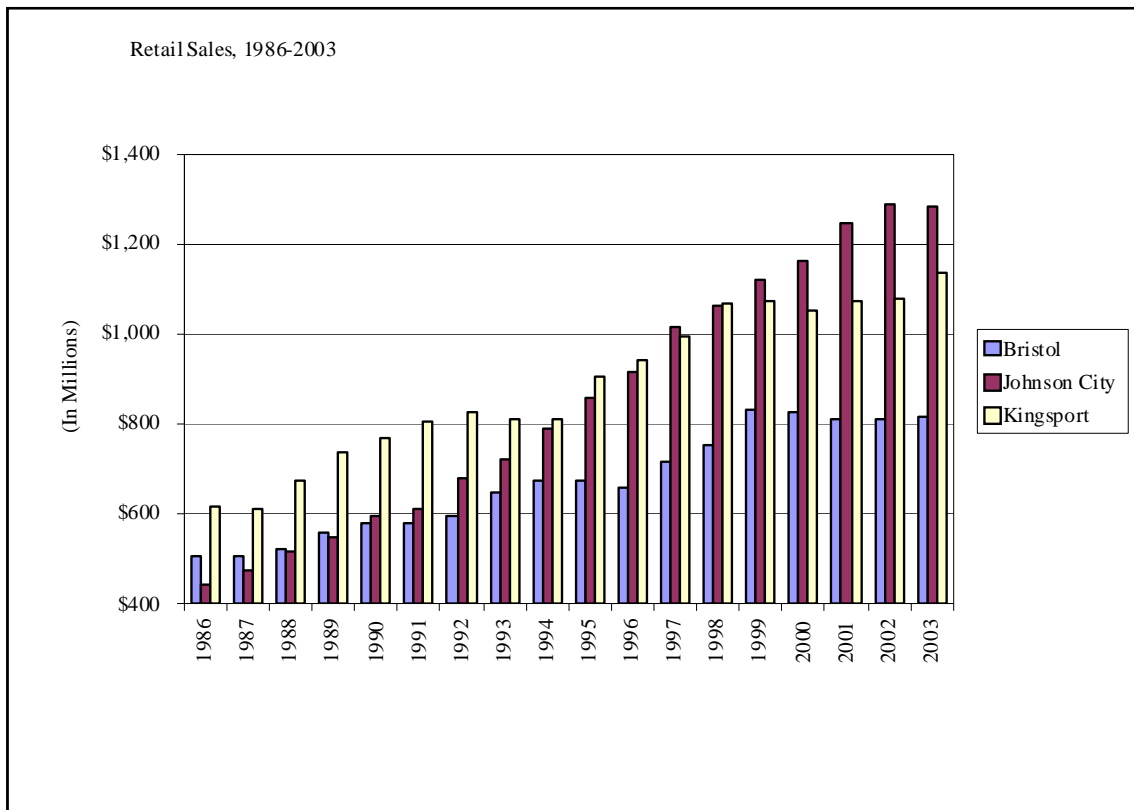
POVERTY

The Federal government maintains an official definition of “poverty level” based on the amount of income for a family, the number of persons in the family or household, and whether or not the residence is on a farm. Over the past 30 years, Johnson City has experienced a slow but steady decline in the percentage of families living below the poverty level. The rate dropped from 16.2 percent in 1969 to 12.0 percent in 1979 and 11.7 percent in 1989. Johnson City’s current poverty rate of 11.4 percent is higher than levels in the state (10.3 percent) and the United States (9.2 percent).

RETAIL SALES

In 1986, Johnson City’s total annual retail sales were \$443 million. This was third in the Tri-cities behind Bristol’s \$504 million and Kingsport’s \$616 million. Since then, Johnson City’s annual retail sales have almost tripled and the city emerged as the regional center for retail trade and services. In 2003, Johnson City’s annual retail sales were \$1.28 billion well ahead of Bristol’s \$813 million and Kingsport’s \$1.13 billion.

Table 8: Retail Sales, 1986-2003



Source: ETSU’s Bureau of Business and Economic Research

PUBLIC PARTICIPATION

Survey Findings

The 2003 Johnson City Citizen Survey

The 2003 Survey Findings of the Comprehensive Plan is a condensed version of the Johnson City Comprehensive Plan 2003 Citizen Survey Findings that was undertaken and formally documented by the city of Johnson City. The Survey Findings contain additional data, charts, tables, and background analysis that were used to formulate the goals, objectives, policies, and recommendations found in the Comprehensive Plan.

Preface

In 2003, a major public participation process was conducted by the Johnson City Planning Department that was designed to gain valuable information used in the preparation of the Comprehensive Plan. The information obtained through this process helped to identify and prioritize the goals, objectives, policies, recommendations, and action statements that are documented throughout the Plan.

Purpose of the survey

1. Assess the perceptions of residents regarding the quality of life in Johnson City and in its neighborhoods;
2. Identify improvements that might be needed in neighborhoods;
3. Gauge public opinion regarding priorities for the quality and quantity of future growth;
4. Assess residents' concerns about safety, mobility and accessibility, availability of quality and affordable housing, as well as community appearance;
5. Determine residents' level of satisfaction with city services; and
6. Assess opinions about major issues facing the city, such as sprawl, transportation, housing, schools, and the downtown.

The survey consisted of two parts:

1. A random sample of registered voters; and
2. A convenience survey of local interest groups and organizations, parent-teacher associations (PTAs), neighborhood and home-owner associations, professional organizations, and citizens.

Random Survey

The random survey consisted of a stratified random sampling of Johnson City voting

districts to obtain a sample of 400 registered city voters. The sample size was deemed sufficiently large enough for acceptable statistical analysis. After the 400 participants were randomly selected, letters were mailed to each individual notifying them of their selection to participate in the survey. A total of 95 individuals participated in the random survey, or 24 percent of the total sample population.

Convenience Survey

Following the completion of the random survey, the Planning Department made the survey available to the general public in a number of ways. Copies of the survey were made available at the Johnson City Public Library, the Municipal and Safety Building Reception Desk, and at the Water and Sewer Department billing desk. City residents could also take the survey on the Internet by visiting the city’s website. A total of 465 individuals participated in the convenience portion of the citizen survey. When combined with the participants from the random survey, 560 individuals participated in the survey. This represents approximately one percent of the city’s population.

The following groups and organizations also participated in the citizen survey:

Bikeway & Greenway Advisory Council	NAACP
Carnegie Neighborhood Association	Civitan Club
East/West Round Table	Northeast Tennessee Mountain Bike Assoc.
Glen Oaks/The Oaks Neighborhood	Northside PTA
Indian Trail PTA	Parks and Recreation Advisory Board
Johnson City 101	Rotary Club
Johnson City Chamber of Commerce	Sherwood Forest Neighborhood Association
Johnson City Development Authority	Sierra Club
Johnson City Economic Development Board	Southside Neighborhood Association
Johnson City Historic Zoning Commission	Southside Round Table
Johnson City Regional Home Builders	Towne Acres Neighborhood Association
Johnson City Women’s Club	Towne Acres PTA
Kiwanis Club	Tree and Appearance Board
Lake Ridge PTA	Upper Carnegie Neighborhood
Monday Club/Junior Monday Club	Woodland PTA

Citizen Survey Topics

The following is a summary of the topics of the survey. The citizen survey consisted of twelve sections with each section dealing with a specific topic or idea. A certain amount of flexibility concerning responses was provided.

1.	Neighborhood Characteristics	7.	Housing Types & Variety
2.	Quality of Life	8.	Transportation & Accessibility
3.	Major Issues	9.	Schools
4.	Future Opportunities	10.	Urban Growth
5.	Downtown	11.	General
6.	City Services	12.	Demographics

Summary of Findings

1. Neighborhood Characteristics

Respondents were given the opportunity to identify which elements they thought were important in creating good neighborhoods. Respondents indicated strong preferences for sidewalks and pedestrian access (79 percent), neighborhood parks (69 percent), traffic calming (66 percent), and underground utilities (65 percent).

2. Quality of Life

More than 93 percent of the respondents indicated that public safety services, clean air and water, and medical and health care services were very important factors to the quality of life in Johnson City.

Other factors that were considered important to the quality of life in Johnson City include employment and educational opportunities, the protection of natural resources as well as affordability and condition of housing.

Factors that received more neutral responses included activities/services regarding senior adults and arts and culture, the downtown, and public transit.

3. Major Issues

When asked to identify problems in Johnson City, respondents identified the lack of a variety of employment opportunities (86 percent), unemployment (83 percent), and poverty (79 percent) as major problems.

Other issues facing the city include the lack of responsiveness of the city to citizen concerns (72 percent), the loss of scenic beauty (65 percent), and the physical appearance of the community (63 percent).

4. Future Opportunities

When respondents were asked to prioritize growth issues the city should address, the answers were consistent with those responses given regarding important factors to the city's quality of life. Together, improving education, promoting higher paying, technological and medical-healthcare jobs, and protecting the natural environment topped the list, collecting over 78 percent each.

Other major growth issues include preparing for the opening of I-26 both in terms of traffic generation and economic development, recruiting manufacturing jobs, and improving the transportation network.

Issues that fared less favorably with respondents included the continuation of the city's current, sprawling development pattern. More than two-thirds of the respondents indicated that low-density, spread-out development and the extension of public water and sewer services to outlying areas were of low priority.

5. Downtown

When asked if they visited Downtown Johnson City, 73 percent of the respondents answered "yes," but with limited frequency. When referring to the number of visits made

during an average month, the answers were as follows: 1 time (38 percent), 2 to 4 times (35 percent), 5 to 8 times (13 percent), and 9 or more times (14 percent).

When participants were asked why they do not visit the Downtown, the answers were fairly consistent. More than one-third indicated the Downtown lacks anything of interest, while limited parking and services and unsightly appearance were other common responses. Participants were given the opportunity to identify those things that would attract them to the Downtown more often. Respondents indicated support for additional retail services and entertainment in the Downtown as indicated in the following ranking:

1.	Restaurants	6.	Improved appearance and safety
2.	Entertainment/festivals/night life	7.	Professional businesses/offices
3.	Shopping/department stores	8.	Amphitheater/open space
4.	Specialty shops/arts & crafts	9.	Parking
5.	Museum/ cultural/performing arts	10.	Do nothing

80 percent of the respondents indicated that any attempt to improve the Downtown should be made with a combination of both public and private funds.

6. City Services

Respondents shared how they felt about the adequacy of city services. The scale given ranged from high (5) to low (1). Most of the reaction was neutral (3) or higher. Out of 22 services listed, the public library, provision of fire/emergency protection, and garbage pick-up ranked as the top services in citizen satisfaction.

Respondents also placed a high level of satisfaction on the provision of police protection, utilities, public education, and senior services.

Services that received more neutral responses included public golf courses, recreation programs, handicap transportation/accessibility, street lighting, housing assistance, and convention/community event facilities. The neutral scores could be reflective of the low level of community involvement with such services. For example, some citizens may not play golf; therefore they have a limited opinion on the adequacy of local golf courses.

Services that received the lowest adequacy rating (1 or 2) included code enforcement (44 percent), correcting hazardous/unsafe intersections (37 percent), street maintenance (33 percent), and sidewalks/bike trails (33 percent). These answers were consistent with those responses receiving higher importance regarding neighborhood characteristics, quality of life, and future opportunities.

When asked which services they would be willing to pay more in taxes to improve, respondents identified a broad range of services; however, schools (13 percent) and police protection (12 percent) were identified as the highest priorities. Both of these services were also among the top services in terms of respondents' level of satisfaction.

It should also be noted that only 12 percent of the respondents stated that they did not support tax rate increases of any kind to improve services. They stated that existing expenditures should be reallocated rather than increasing taxes.

Furthermore, those services that received lower levels of satisfaction (sidewalks/bike

trails, code enforcement, parks, street maintenance, etc.) were also identified as those services that respondents would be willing to pay more in taxes to improve their quality.

7. Housing Types & Variety

When asked about the need for various types of housing in Johnson City, respondents indicated the greatest need was for more retirement/senior (59 percent) and small lot, single-family housing (56 percent). Additionally, one out of three respondents identified the need for more condominiums.

Respondents identified less of a need for large lot, single-family homes and mobile homes, which supports previous statements regarding the need for quality housing in neighborhoods and efforts to reduce sprawl.

Three of four respondents stated that there is an ample supply of housing in their income level.

More than 75 percent of the respondents identified senior housing and housing rehabilitation programs as the best techniques to increase the supply of affordable housing. Higher residential densities to reduce land cost were also seen as a favorable technique to increase the supply of affordable housing in Johnson City.

8. Transportation & Accessibility

When referring to traffic congestion during their daily commute, 39 percent of the respondents stated that it was not a problem and 53 percent indicated a minor to moderate problem; eight percent viewed traffic congestion as a major problem.

Participants were then asked to identify where traffic congestion was a problem. Respondents gave a broad range of responses; however, the responses were classified into two groups: streets and intersections. Respondents identified North Johnson City as the most congested area of the city as indicated in the following ranking:

Streets	Intersections
1. North Roan Street-near mall	1. State of Franklin Road & West Market Street
2. State of Franklin Road	2. North Roan Street & Princeton Avenue
3. I-26	3. State of Franklin Road & West Walnut Street
4. Citywide	4. State of Franklin Road & Indian Ridge Road
5. Knob Creek Road tunnel	5. State of Franklin Road & I-26
6. University Parkway	6. Oakland Avenue & Bristol Highway/11-E
7. School zones	7. State of Franklin Road & Browns Mill Road

Respondents identified the provision of sidewalks along major streets (65 percent) and bicycle paths/trails (46 percent) as the highest priorities for improving the city’s transportation system. Improvements that received more neutral responses included widening streets, highways, and intersections as well as increasing route choices for daily trips. Improvements to the transit system were identified as the lowest priority.

A majority of the respondents (90 percent) identified the automobile as the primary mode of transportation in their daily commute. When referring to their work commute, 86

percent of the respondents said they drove 20 minutes or less, and 79 percent stated their commute was no longer than 10 miles.

91 percent of the respondents indicated they did not use public transportation and when asked why not, most said it was either too inconvenient or infrequent.

46 percent of the respondents stated that they could walk safely to school, while 38 percent indicated parks were safely accessible. Less than one-third of the respondents stated that they could walk safely to church and shopping areas. One out of four respondents indicated they could walk safely to work.

When asked if they would walk more often if a better sidewalk network was available, 71 percent said yes. This response is fairly consistent with responses regarding sidewalks in neighborhoods and along major streets.

9. Schools

Participants were asked to rate the importance of specific issues regarding city schools. Respondents placed a high level of importance on the quality and appearance of schools, safe walking routes for school children, and space for extra-curricular activities. The outcome (mean scores above 3.70) demonstrates the importance schools play in producing good neighborhoods and a high quality of life.

Respondents also indicated a higher level of importance for reducing bussing/travel time and the location of new schools with other city facilities.

Respondents indicated a low level of interest in new school construction, especially at the elementary level, and consolidation of city and county schools. The responses were consistent with those regarding smaller, neighborhood schools vs. larger, community schools, where 81 percent of the respondents preferred smaller, and neighborhood schools.

10. Urban Growth

Participants were asked to rate their level of agreement regarding a series of growth related statements. Respondents favored smart growth principles over the city's current, sprawling development pattern.

More than one-half of the respondents agreed that farmland and forests should be protected (69 percent) as well as upgrading existing streets and infrastructure instead of newer construction in outlying areas (58 percent).

Continuing the trend, two-thirds of the respondents did not agree that the city should continue its current policy of encouraging development in outlying areas by funding the cost of water and sewer extensions.

When asked who should fund the greatest amount of the cost to extend public water and sewer, participants indicated that developers should bear the greatest cost rather than the city.

More than 97 percent of the respondents indicated that the quality and character of single-family and mixed-use neighborhoods are important elements that should be protected as

the city continues to grow.

Other factors that were considered important centered on community appearance (i.e. appearance of commercial and industrial areas, landscaping along commercial and residential streets, underground utilities, and signage).

11. General

When asked to describe Johnson City in their own words, respondents gave a broad range of answers that were grouped into the following themes in order of occurrence:

1. A great place to live, work, and raise a family; offers many amenities such as services, retail, and recreation; beautiful scenery; good people; good quality of life.
2. A city in transition from a small town to a large city.
3. Growing at a faster rate than infrastructure can support; need for long-range planning to control sprawling growth.
4. Room for improvement in types and quality of services offered, infrastructure, and appearance of community; lacks diversified employment base; lack of identity and vision; unrealized potential.
5. Fiscally irresponsible; unsightly development; poor city government and leadership; a divided city between the “haves” and “have-nots;” not progressive; and lacks diversity.

Respondents shared how they felt about the quality of life in Johnson City. Of those that responded, 78 percent viewed the quality of life as “excellent” or “above average.”

Approximately 20 percent of the respondents indicated that the quality of life in Johnson City was getting worse and provided the following reasons (in order of occurrence) for the demise:

1. Environmental and financial impacts of sprawl;
2. Misuse of taxes and questionable leadership;
3. Lack of diversified economy with higher paying jobs;
4. too much emphasis on retail;
5. Deteriorating traffic and road conditions; and
6. Increase in crime-especially drug related activity.

Another question drawing a broad range of responses dealt with what three (3) things people liked best about Johnson City. The most frequent responses in order of occurrence included: 1) scenery/mountains/location; 2) variety and quality of personal and medical services; and 3) friendly and diverse people.

Participants were also given an opportunity to share the three (3) things they liked least about Johnson City. Again, the responses varied, but three topics were touched on. In order of occurrence, they included: 1) sprawling development; 2) lack of vision and sound leadership; and 3) traffic congestion and street conditions.

12. Demographics

The age of participants was fairly well distributed. Of those that responded, approx-

imately two-thirds were ages 45 or older.

85 percent of the respondents owned their residence, while 15 percent rented.

The income breakdown of those that responded was as follows: 18 percent earned less than \$25,000; 33 percent earned between \$25,000 and \$50,000; 34 percent earned between \$50,000 and \$100,000; and 15 percent earned more than \$100,000.

More than two-thirds of the respondents had a college or post-graduate degree and 22 percent had some college experience.

Survey Results

The results of the 2003 Johnson City Comprehensive Plan Citizen Survey were compiled, formally documented and used extensively while developing the various elements of the Comprehensive Plan. These results are considered to be a scientifically-derived representation of citizen needs, desires, and opinions about the conditions of the city - made by city residents - for the recognition of needs and for the prioritization of city efforts into the future. The importance of this survey data cannot be overstated and will be used when similar surveys are taken in the future to ascertain whether the Comprehensive Plan's goals, objectives, policies, and actions are effective in meeting the stated needs of the community.

JOHNSON CITY COMPREHENSIVE PLAN ELEMENTS OVERVIEW

The Eight Elements of the Plan – A Brief Overview

Urban Growth and Services Element

- I** The Urban Growth and Services Element provides adopted policy concerning the quantity, quality, timing, and location of growth within the state mandated Urban Growth Boundary. The Element provides the basis for the city’s annexation program. A key component of the Element is the establishment of an Urban Service Area (USA) that identifies areas where annexation and future development will be encouraged. Its boundaries encompass approximately 20 square miles of land outside the city where the provision of city services would be cost effective. The concept of the Urban Service Area is unique to Tennessee, and Johnson City is the only city in the state that has adopted such an approach to growth management.

Land Use Element

- II** The Land Use Element provides an innovative approach in the creation of a more efficient, livable, and higher quality community. In this regard, the Element serves as a decision-making tool for public officials, residents, and the community as a whole. The Element provides direction for annexations and rezoning requests. The primary expectations of the Element include but are not limited to: provide for balanced community development; encourage quality development; provide for the optimum use of land; achieve efficient, orderly, and compact development patterns; and encourage a quality environment.

Transportation Element

- III** The Transportation Element consists of four separate plans; Sidewalk Plan; Public Transit Plan; Bikeway–Greenway Plan; and the Major Thoroughfare Plan.

Sidewalk Plan

- III.I** The purpose of this Plan is to update the 1995 Sidewalk Plan and to continue to develop a connected network of sidewalks that allow residents to walk in their neighborhoods and to nearby neighborhoods, as well as to amenities such as schools, parks and recreational facilities, shops, libraries, churches, and public transit facilities. Because of limited available funding, a scoring system was created to rank each project. Scoring was based on the proximity to schools,

parks and recreation facilities, employment centers, transit routes, and public facilities.

Public Transit Plan

III.II The purpose of this Plan is to update the 1987 General Plan, Public Transit Element to continue to provide effective, inexpensive, and convenient fixed-route services, paratransit services for individuals with disabilities, various demand-response call-in services, and school bus transportation.

Bikeway-Greenway Plan

III.III The Plan is intended to identify the opportunities for enhancing bicycle travel within Johnson City, and surrounding areas. The recommendations contained in this plan should be used as guides for taking advantages of these opportunities. The purpose is not to secure funding for every project, but instead, to identify the benefits of the opportunities that are available, and identify bicycle routes for future developments.

Major Thoroughfare Plan

III.IV The Major Thoroughfare Plan is the official statement regarding the major street system. It provides a long-range list of major road improvements necessary to support development over the next twenty years. In addition, it provides recommendations to amend the street cross-sections included in the city's Subdivision Regulations.

Economic Development Element

IV The Economic Development Element includes a total of eight goals; four which are broad, and four which are market specific. The intent of the Element is to retain and recruit business into Johnson City and to enhance the climate for economic growth in a sustainable manner.

Housing Element

V The purpose of the Housing Element is to assure that housing needs are being met for the increasingly diversified population of Johnson City. While the majority of housing requirements are fulfilled by market demand, the housing needs for the entire population must be satisfied including those with special needs or with lower incomes. This Element will be used as a guide to educate the public and provide housing for the entire population of Johnson City and identify public and private incentives to support affordable housing.

Community Facilities Element

- VI** The purpose of the Community Facilities Element is to investigate and evaluate existing community facilities and to propose new or improved facilities to meet projected needs of the city and its residents. The Element will also help establish the level of service to meet the needs and requirements of the city and its residents. This will better prepare the city to plan and make capital or operating improvements to the specified facilities in a timely, orderly, and cost-effective manner, including the optimal use of existing facilities as an alternative to expansion or new construction.

School Plan

- VI.I** The emphasis of this Plan is on physical facilities (land and buildings), with particular attention to elementary schools, the Liberty Bell campus, and the Science Hill High School campus. Analyses of the school system's curriculum and administration are outside the scope of the study. The School Plan is the official statement of the Johnson City Regional Planning Commission and the Board of Commissioners concerning school facilities during the 2005-2015 period. The report is intended to provide the City Commission with the information necessary to make decisions concerning the need for and the general location, extent, and timing of new or expanded schools and facilities.

Parks and Recreation Master Plan

- VI.II** The Plan is based upon a review of the community, an inventory and analysis of the existing recreation facilities and programs, the identification of citizen needs and concerns, and the development of recreation standards. The Plan is intended to provide a framework for decision-making from which the city can enhance its parks and recreation system through the year 2020.

The Master Plan is designed to be proactive and recommends a program of facility improvements as well as the addition of new facilities before citizens needs and demands become an issue and existing land resources are at a premium. Through proactive planning and development of parks and recreation facilities, the city can budget needed funds over a period of time and develop a planned program of facility renovation and expansion.

Fire Station Plan

- VI.III** The primary purpose of the Plan for fire stations is to provide the Board of Commissioners with the information necessary to make decisions concerning the general location, timing, and extent of new and relocated/renovated fire stations.

The Plan will provide policy guidance to the city on major capital improvements during the next 15-year period. The Plan considers alternatives for the future commensurate with anticipated population and future annexations. The Plan's objective is to provide a fire station within five road distance miles of all areas of the city and the Urban Service Area.

Public Facilities and Services Plan

VI.IV The Public Facilities and Service Plan addresses those public facilities not covered under other elements of the Comprehensive Plan. This plan includes: water and sewer facilities, storm water management, solid waste, police services, Freedom Hall, Millennium Centre, Juvenile Court, Public Library, Municipal and Safety Building, Keystone Community Center, Senior Citizen Center, and the Washington County/Johnson City Animal Control Center.

Downtown Redevelopment Element

VII The Downtown Redevelopment Element is intended to guide public and private actions to revitalize Downtown into a prosperous, useful, and attractive core of the city.

Historic Preservation Element

VIII This is the first Element developed by the city that specifically looks at historic preservation as a key component. The development and implementation of the Historic Preservation Element is an important step in not only recognizing the importance of the area's heritage, but also in assuring that preservation is accomplished in a manner that is beneficial to the environment and economy. This Element will be used as a guide to educate, protect, and provide economic incentives for the preservation of historically significant structures and sites.

The eight elements of the Comprehensive Plan are each a condensed version of the original elements that were adopted by the city of Johnson City. The original elements contain additional data, charts, tables, maps, and background analysis that were used to formulate the goals, objectives, policies, action statements, and recommendations found in the Comprehensive Plan.

URBAN GROWTH AND SERVICES ELEMENT -----

INTRODUCTION



Population projections indicate that the next 20 years will be a period of substantial growth in the city's history. The direction and extent of this growth and the provision of city services are factors that will determine the city's future pattern of development.



The anticipated development resulting from this population increase will require the following: (1) an extension of water and sewer services; (2) the construction, upgrading, and maintenance of roads; (3) the building of new schools, recreation facilities, and fire stations; and (4) the extension of services such as police protection, solid waste collection, public transit, senior citizens programs, and regulatory measures, (e.g., zoning, building code enforcement, etc.). Meeting this challenge and demand will require the formulation of policies directed at managing this growth in the most cost effective and efficient manner.

Growth History

Annexation is the traditional way a city expands its territorial limits and jurisdictional powers. Johnson City has engaged in this practice since its original incorporation in 1869 when the corporate limits were established as an area within a one-half mile radius from Johnson's Depot. Annexations are conducted within the authority granted to municipalities by the state through enabling legislation. Since incorporation, the city has completed over 520 annexations.

STATUTORY AUTHORITY TO ANNEX

Prior to 1953, the method of annexation in Tennessee was by private acts of the state legislature. A constitutional amendment was passed in November 1953, prohibiting annexation by private act, and in 1955, Chapter 113 of the Tennessee Code Annotated (T.C.A.) was passed providing for annexation by ordinance and by referendum.

On May 19, 1998, the Tennessee General Assembly passed Public Act 1101 which addressed: (1) countywide planning; (2) annexation; (3) plan of services; (4) the

incorporation of new cities; (5) tax revenue implications of annexation; and (6) the coordination of economic development. This law required the preparation and approval of a growth plan for each county (except those with a metro government) by July 1, 2001. The growth plan, developed by a county coordinating committee, must contain as a minimum each municipality's urban growth boundary (UGB), planned growth areas (PGA), and rural areas (RA), if any within the county. All land within the county must be placed in one or more of the three categories. The goals and objectives of a growth plan as stated in Public Act 1101 are to:

1. Provide a unified physical design for the development of the local community;
2. Encourage a pattern of compact and contiguous high density development to be guided into urban areas (UGB) or planned growth areas;
3. Establish an acceptable and consistent level of public services and community facilities and ensure the timely provision of those services and facilities;
4. Promote the adequate provision of employment opportunities and the economic health of the region;
5. Conserve features of significant statewide or regional architectural, cultural, historical, or archaeological interest;
6. Protect life and property from the effects of natural hazards, such as flooding, winds, and wildfires;
7. Take into consideration such other matters that may be logically related to or form an integral part of a plan for the coordinated, efficient, and orderly development of the local community; and
8. Provide for a variety of housing choices and assure affordable housing for future population growth.

Johnson City's Urban Growth Boundary was ratified by the Washington, Carter, and Sullivan county Coordinating Committees and the Johnson City Board of Commissioners. The state's Local Government Planning Advisory Committee (LGPAC) approved the plan on June 28, 2000. Within its UGB, Johnson City can use any of the annexation methods as provided by Tennessee annexation law contained in T.C.A. Title 6, Chapter 51, including annexation by ordinance and by referendum, as modified by Public Act 1101.

URBAN GROWTH BOUNDARY (UGB)

Johnson City's UGB consists of the city and contiguous territory where urbanization is expected to occur during the next 20 years and where the city can, over time, efficiently and effectively provide urban services. The UGB encompasses 119.6 square miles and includes portions of Washington, Carter, and Sullivan counties. Johnson City's corporate limits consist of approximately 40 square miles or one-third of the UGB; See Map 1 for UGB illustration.

Urban Growth and Services Element -----

The composition of the UGB includes: (1) a central urban core comprising the major employment, commercial, and residential areas of Johnson City and; (2) a developing rural area characterized by lakefront and scattered residential development, linear development along the area’s major roads, and small farms interspersed throughout the entire area. This rural area typifies the sprawling development pattern found around urban areas throughout the country; Table 9 summarizes existing land uses in the UGB.

Table 9: Existing Land Uses in the Urban Growth Boundary (UGB)

Land Use	City (Acres)	City (Percent)	Outside City (Acres)	Outside City (Percent)	Total Area (Acres)	Total Area (Percent)
Single-family	7,215	28.9	10,233	019.9	17,448	22.8
Multi-family	920	3.7	213	0.4	1,133	1.5
Mobile homes	175	0.7	1,330	2.6	1,505	2.0
Group quarters	38	0.2	0	0.0	38	0.0
Mixed use	28	0.1	213	0.4	241	0.3
Industrial	1,588	6.4	248	0.5	1,836	2.4
Commercial	1,752	7.0	419	0.8	2,171	2.8
Public/semi-public	2,807	11.2	1,484	2.9	4,291	5.6
Tran., Comm., Util.	4,417	17.7	2,646	5.1	7,063	9.2
Vacant	3,708	14.8	8,093	15.7	11,801	15.4
Agriculture	2,330	9.3	26,656	51.7	28,986	37.9
TOTAL	24,978	100.0	51,535	100.0	76,513	100.0

Source: Johnson City Planning Department, 2001

The regulation of land use and the standards of development within the UGB are administered by Johnson City through its zoning ordinance, subdivision regulations, and building codes, and by the three counties through their respective zoning and subdivision regulations. The result is a sprawling growth area with varying degrees of regulation and land use objectives. This scattered pattern of development is the result of many different policies at the federal, state, and local levels, including zoning regulations and the city’s utility extension policies that promote and support this form of development. As a consequence, the development pattern is costly and inefficient to serve with public facilities and services.

CITY SERVICES AND EXTENSION POLICIES

The ability of the Urban Growth Boundary to accommodate growth is dependent upon the city’s ability to provide the necessary services. This in turn is dependent upon the type, timing, and location of new developments. Residential uses generally require the full extent of city services, and based on the type of residential development is, in most instances, the most costly to serve; see Map 1 for UGB illustration. City services requiring extension or capacity to serve residential development include:

Water Service

- *To subdivisions within the city – the city will extend service at 100 percent of the cost where practical. In addition, the city will furnish all mains six inches and*

larger including fire hydrants, valves, etc. The subdivider will install and furnish all lines and fittings less than six inches. The subdivider will deposit with the city the estimated cost of six-inch pipe fittings. The city will furnish the pipe and reimburse the subdivider for the full amount of the pipe if accepted in writing by the city and upon receipt of “as built” drawings. To subdivisions outside the city and within the Planning Region – the city will extend service at 100 percent of the cost if the cost does not exceed \$500 per lot within the subdivision. To unplatted property within the city – the city will make extensions where practical as determined by the Water and Sewer Department. To subdivisions outside the city limits and outside the Planning Region – the city will extend mains to new subdivisions if the cost does not exceed \$200 per lot within the subdivision. To unplatted property outside the city limits in the Planning Region – the city will extend mains to serve new customers if the revenue from the new customers at the time of installation will reimburse the city’s cost in seven (7) years.

Sewer Service

- *To subdivisions within the city – the city will extend mains to new subdivisions where practical. In addition, the city will furnish pipe, pre-cast manholes, and castings for the main and service lines. The subdivider will install all pipe and manholes to the city’s specifications. The subdivider will deposit with the city the estimated cost of the pipe and manholes. The city will reimburse the subdivider for the full cost of the pipe, manholes, and castings, if accepted by the city upon receipt of “as built” drawings. To subdivisions outside the city and within the Planning Region – the city will extend mains to the subdivisions if the cost does not exceed \$700 per lot within the subdivision. To unplatted property within the city – the city will make extensions where practical as determined by the Water and Sewer Department. To subdivisions outside the city limits and outside the Planning Region – the city will extend mains to subdivisions if the cost does not exceed \$300 per lot within the subdivision. To unplatted property outside the city limits and within the Planning Region – the city will extend mains to serve new customers if the revenue from the new customers at the time of installation will reimburse the city’s cost in seven years.*

Street Maintenance

- *All services are extended to public rights-of-way following the effective date of annexation at the same level of service of the existing city.*

Street Lighting

- *Street lights are provided to developed areas utilizing existing pole structures where possible. Newly developed areas are provided with street lights based on locational determinations by the city’s Engineering Division.*

Police and Fire Protection, Solid Waste Collection and Leisure Services

- *All services are extended to annexed areas on the effective date of annexation.*

Educational Services

- *School bus service is provided to students residing more than 1 ½ miles from school. Elementary students are expected to attend the elementary school in the school zone in which they legally reside. Students may transfer to schools in other zones if capacity is available and in accordance with Board of Education policy. The Board of Education reserves the right to re-assign any neighborhood based upon school capacity. Middle school and high school students attend Indian Trail and Science Hill respectively.*

General Administration

- *On the effective date of annexation all residents, businesses, and property owners will be subject to all debts, laws, ordinances, and regulations in effect and shall be entitled to the same privileges and benefits as the existing city.*

PROJECTED POPULATION GROWTH

Washington County is projected to grow steadily in the years ahead; the county is expected to grow at a moderate rate of approximately 1.0 percent each year. This growth rate means the total county population will increase approximately 1,000 persons each year as it increases from 107,198 in 2000 toward a projected 126,095 persons in 2020. The population of Johnson City is expected to grow during the planning period, primarily because of annexation and infill development. The extent and location of this increase depends upon several factors, including job growth, regional economic development, and the city’s annexation policy, which in turn is dependent upon the city’s ability to accommodate new growth through the expansion of city services and utilities.

GOAL, OBJECTIVES, RECOMMENDATIONS, AND POLICIES

Goal:

“To promote the orderly growth and development of the urban growth boundary.”

OBJECTIVE 1.1 TO REDUCE URBAN SPRAWL AND PROMOTE INFILL DEVELOPMENT.

OBJECTIVE 1.2 TO PROVIDE UTILITIES AND SERVICES IN A COST EFFECTIVE MANNER.

Urban Growth and Services Element -----

OBJECTIVE 1.3 TO PROMOTE THE PROTECTION AND PRESERVATION OF PRIME AGRICULTURAL LAND AND OPEN SPACE FROM PREMATURE DEVELOPMENT.

OBJECTIVE 1.4 TO PROMOTE THE DEVELOPMENT OF LIVABLE NEIGHBORHOODS BY:

- A. PROTECTING THE CHARACTER, STABILITY, AND INTEGRITY OF EXISTING NEIGHBORHOODS WHILE MEETING CHANGING DEMANDS;
- B. DEVELOPING NEIGHBORHOODS THAT ARE PEOPLE-ORIENTED BY GIVING ATTENTION TO SIDEWALKS, TREES AND LANDSCAPING, BENCHES, AND OTHER STREETScape AMENITIES; AND
- C. CORRECTING ZONING WHERE USES AND RESIDENTIAL DENSITIES ARE IN CONFLICT WITH EXISTING ZONING.

OBJECTIVE 1.5 TO ENCOURAGE A VARIETY OF HOUSING CHOICES.

OBJECTIVE 1.6 TO PROVIDE A SAFE AND EFFICIENT TRANSPORTATION SYSTEM DESIGNED TO ACCOMMODATE FUTURE GROWTH.

OBJECTIVE 1.7 TO PROTECT NATURAL FEATURES AND ENVIRONMENTALLY SENSITIVE AREAS.

OBJECTIVE 1.8 TO PROMOTE HIGH QUALITY ECONOMIC DEVELOPMENT.

OBJECTIVE 1.9 TO PROMOTE A HIGHER QUALITY OF LIFE BY MAINTAINING:

- A. A POSITIVE ENVIRONMENTAL IMAGE IN ORDER TO SUPPORT THE HIGHEST POSSIBLE DEGREE OF SAFETY, COMFORT, AND LIVABILITY;
- B. A POSITIVE SOCIAL IMAGE IN ORDER TO PROVIDE OPPORTUNITIES FOR ECONOMIC AND EDUCATIONAL ATTAINMENT;
- C. A STRONG TAX BASE IN ORDER TO PROVIDE AMENITIES AND SERVICES NECESSARY FOR A HIGH QUALITY OF LIFE; AND

D. A POSITIVE BUSINESS CLIMATE THAT WILL ATTRACT THE BUSINESS AND INDUSTRY ESSENTIAL TO EMPLOYMENT GROWTH AND DIVERSIFICATION.

OBJECTIVE 1.10 TO ENCOURAGE CITIZEN PARTICIPATION IN THE DECISION-MAKING PROCESS.

Recommendations and Policy Statements

1. URBAN SERVICE AREA (USA)

The adoption of the Urban Service Area represents a departure from the city’s previous policies concerning the extension of city utilities and annexation. The purpose of the Urban Service Area is to define that area where the city can provide utilities more cost effectively and efficiently, encourage compact growth, and reduce urban sprawl.

Policy 1.1.1 It is the policy of Johnson City to establish the Urban Service Area (USA) as the basis for the city’s future development pattern.

Policy 1.1.2 It is the policy of Johnson City to annex only within the USA.

Policy 1.1.3 It is the policy of Johnson City to extend water and sewer services under present policies, to proposed developments within the USA. Water and sewer services shall be extended at the developer’s cost to developments outside of the USA.

Policy 1.1.4 It is the policy of Johnson City to reimburse developers for water and sewer materials only in approved subdivisions annexed into the city within the USA.

Policy 1.1.5 It is the policy of Johnson City to direct new growth and the extension of city services in accordance with the USA and policies consistent with the Land Use Element of the Comprehensive Plan.

Policy 1.1.6 It is the policy of Johnson City to consider the capacity of elementary schools for each annexation request and the impact the projected number of students would have.

2. AMENDING THE URBAN SERVICE AREA

Policy 1.2.1 It is the policy of Johnson City, acting through the Johnson City Regional Planning Commission, to conduct a review of the

Urban Service Area boundary every three years following its adoption and recommend any change to the City Commission.

Policy 1.2.2 **It is the policy of Johnson City that any approved change to the Urban Service Area boundary shall be consistent with the following criteria:**

Criteria 1.2.2.1 *Any change shall ensure sufficient land exists within the USA to accommodate twenty years of projected population growth and economic development.*

Criteria 1.2.2.2 *No change shall include land that is not economically feasible for utility extension.*

Criteria 1.2.2.3 *No land that is not contiguous to the USA boundary or that does not promote compact development shall be included.*

Policy 1.2.3 **It is the policy of Johnson City that: three years following the adoption of the Urban Service Area’s boundary by the City Commission that any property owner may request an amendment to the USA boundary. The Planning Commission shall review each request for consistency with the criteria in the boundary’s development and shall present its recommendation to the City Commission for approval or denial of the change in the boundary.**

3. INFILL DEVELOPMENT

Policy 1.3.1 **It is the policy of Johnson City to promote infill development as the most desirable and efficient means of accommodating future growth.**

This policy is to be implemented by the following actions:

Action 1.3.1.1 *Create and maintain an inventory of vacant land within the city limits to assist developers and organizations interested in infill sites.*

Action 1.3.1.2 *Promote the use of incentives, e.g., density bonuses or parking credits, to encourage infill development.*

Action 1.3.1.3 *Work closely with neighborhood residents to identify attitudes and opinions regarding infill opportunities and choices.*

Action 1.3.1.4 *Prepare neighborhood plans and identify future actions, e.g., zoning changes, to increase infill development interests and opportunities.*

Policy 1.3.2 **It is the policy of Johnson City to improve the image and aesthetics of inner city neighborhoods to make them more attractive for infill development.**

This policy is to be implemented by the following actions:

- Action 1.3.2.1* *Promote neighborhood organizations.*
- Action 1.3.2.2* *Encourage and facilitate neighborhood cleanup campaigns.*
- Action 1.3.2.3* *Improve pedestrian safety and amenities.*
- Action 1.3.2.4* *Create green spaces.*
- Action 1.3.2.5* *Improve traffic safety.*
- Action 1.3.2.6* *Implement street, sidewalk, and street light improvements and maintenance.*
- Action 1.3.2.7* *Target public safety enforcement.*

Policy 1.3.3 **It is the policy of Johnson City to make excess city-owned land available for development or redevelopment at a minimal cost consistent with neighborhood goals and adopted land use policies.**

4. LAND USE REGULATION

Policy 1.4.1 **It is the policy of Johnson City to adopt and enforce development and land use regulations within the Urban Growth Boundary.**

This policy is to be implemented by the following actions:

- Action 1.4.1.1* *Extend the city’s subdivision jurisdiction throughout the entire Urban Growth Boundary.*
- Action 1.4.1.2* *Extend the city’s zoning jurisdiction within the Urban Service Area.*

5. ANNEXATION

Policy 1.5.1 **It is the policy of Johnson City to implement an annexation program designed to: (1) protect the long-term economic vitality of the city; (2) eliminate inefficiencies in providing services; and (3) ensure regulatory control over the development of land within portions of the Urban Growth Boundary where the city has a major interest.**

Policy 1.5.2 **It is the policy of Johnson City to review all requests for annexation in accordance with adopted criteria and to consider annexations only where applicable criteria are met.**

The following criteria or guidelines shall be used in evaluating each annexation request:

- Criteria 1.5.2.1* *Revenues from annexed areas shall enhance the financial stability of the city.*
- Criteria 1.5.2.2* *The provision of services to areas considered for annexation shall be efficient and cost effective.*
- Criteria 1.5.2.3* *To the extent possible, requests for annexation shall be accompanied by specific development proposals.*
- Criteria 1.5.2.4* *Areas considered for annexation shall be consistent with adopted land use policies of the city.*

Policy 1.5.3 **It is the policy of Johnson City to consider the annexation of developed areas where there is a pending threat to the health, safety, and general welfare of the residents, e.g., from widespread septic tank failures even where other criteria for annexation may not be met.**

Policy 1.5.4 **It is the policy of Johnson City to utilize fiscal impact analysis of areas considered for annexation to ensure the continued economic stability of the city.**

Policy 1.5.6 **It is the policy of Johnson City to require a request for annexation for all requests for water and sewer service within the Urban Service Area.**

Policy 1.5.7 **It is the policy of Johnson City to avoid to the extent possible the annexation of:**

- Area 1.5.7.1* *Active farmland where development is not imminent.*
- Area 1.5.7.2* *Residential areas where the majority of property owners oppose annexation.*
- Area 1.5.7.3* *Areas that result in illogical and confusing city limit boundaries and threaten efficient public safety services.*

Policy 1.5.8 **It is the policy of Johnson City to initiate annexations to “fill in” developed and developing areas within the Urban Service Area where providing services is cost effective. Areas to consider include the following:**

- Area 1.5.8.1* *Watauga Road/Woodlyn Road.*
- Area 1.5.8.2* *Knob Creek Road/Mountainview Road.*

Urban Growth and Services Element -----

Area 1.5.8.3 Boones Creek Road/Old Gray Station Road.

Area 1.5.8.4 Carroll Creek Road/Bart Greene Drive.

Area 1.5.8.5 State Route 75/Gray Community.

Policy 1.5.9 It is the policy of Johnson City to initiate annexations to regulate the timing, location, and type of new growth to ensure it is consistent with city land use policies.

LAND USE ELEMENT -----

INTRODUCTION

The Land Use Element has, as its basis, broad-based principles that provide direction for orderly growth and development. They include the following:

1. **Provide for balanced community development;**
2. **Encourage a quality environment;**
3. **Provide for the optimum use of land;**
4. **Achieve efficient, orderly, compact development patterns; and**
5. **Encourage quality development.**

LAND USE CATEGORIES

Residential Neighborhoods



Many different characteristics determine the livability and desirability of residential neighborhoods. The Land Use Element identifies five, main characteristics that can be summarized as follows:

1. Livable Streets

Livable streets are safe streets which include features such as narrower street widths, traffic calming by design, and street trees, all of which encourage motorists to drive at slower, more appropriate speeds. Livable streets also include sidewalks, separated from the street's travel way by a landscaped strip or on-street parking. Livable streets are designed to be part of an interconnected street network which disperses traffic throughout the neighborhood. In addition, a network of narrow streets provides greater traffic carrying capacity than one multi-lane road.

2. Walkability

Walkable neighborhoods provide an easy and safe access to services such as schools, parks, and other destinations that residents frequent on a regular basis. Second, by definition, walkable neighborhoods make safe pedestrian activity possible, thus expanding the transportation options and creating a street that better serves a range of users. Safe, walkable streets should first be built with low design speeds.

3. Housing Choices

Providing for a greater range of housing types and densities allows for a greater diversity in housing choices, which provides more opportunity for people in a wider range of income levels and lifestyles to live within the same neighborhood. Housing diversity can also allow young families with children to move into neighborhoods they might not otherwise be able to afford.

4. Mixed Uses

Conventional land use regulations often separate uses and prohibit any mixing, thus lengthening trips between different uses and making walking a less viable option. Providing for a mixture of land uses such as offices, limited commercial shopping and services, and daycare at more convenient locations provides residents with more choices and helps reduce dependency on the automobile.

5. Identifiable Center

An identifiable center is a gathering place that provides a sense of identity to the neighborhood. Such a center can be a single facility such as a school, park, library, church, small retail district, or even a network of walking trails and open space. The higher the number of these destinations that are clustered together, the stronger the sense of identity among neighbors is likely to be.

Commercial Areas



A varied and healthy commercial sector provides shopping for citizens, attracts visitors from outside the city, and produces tax revenues to pay for schools, police and fire protection, roads, parks, and other desired services. A variety of wholesaling, retailing, office, and service activities require a variety of settings, locations, and policies. Commercial Areas in Johnson City have been categorized into the following: downtown, mixed-use centers, highway-oriented commercial centers, neighborhood centers and big box retail centers.

Wholesale, Distribution, and Services

This category of commercial activity includes wholesaling, distribution, construction, and business support services. It is a hybrid category partially retail, partially light industrial, and partially service-oriented. Such uses are essential to a diverse local economy and for which provision should be made.

Urban vs. Suburban Uses

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, and professional services, and in some cases, residential uses. Map 2 illustrates the existing land uses within the Johnson City UGB.

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, personal, business, 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 along 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, personal business, and professional services. Where temporary containers or outdoor storage of merchandise are allowed to exist, they should be screened from view from the street.

Protection of Natural Resources

Natural resources are an important component of Johnson City’s character and an essential element in maintaining a healthy environment. The preservation of ridgelines, farmlands, and environmentally sensitive areas is also a major component to the quality of life in the area and impacts the city’s ability to attract and retain businesses and new residents.

Industrial Areas

Industry has played a central role in the growth and development of Johnson City. A strong and stable industrial base is vital in maintaining and creating new employment opportunities. For a city to continue to grow and prosper it is essential that a sufficient variety of high paying jobs are available in order to continue to attract people into the community and to provide employment for those living in the community.

Health and Education Services

In Johnson City, the largest employers include health care providers, educational institutions, and public agencies. These include the Johnson City Medical Center, Mountain States Health Alliance, East Tennessee State University, the Veterans Administration Hospital, the Washington County School System, and the city of Johnson City (and its school system). These entities comprise six of Washington County’s ten largest employers.

Future Land Use Plan

The Future Land Use Plan for Johnson City is designed to be used as a tool for decision-makers when analyzing current land use trends and when making future land use proposals (e.g., when considering zoning designation changes); Map 3 contains the Future Land Use Plan 2020 for Johnson City.

GOAL, OBJECTIVES, POLICIES, AND ACTIONS

Goal:

“To adopt and implement a land use policy that promotes a more efficient, livable, and higher quality community.”

OBJECTIVE 2.1 TO 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 Johnson City that the desired general development pattern for the city of Johnson City is depicted on the Land Use Plan.**

This policy is to be implemented by the following actions:

Action 2.1.1.1 *Adopt the Land Use Element as the official policy regarding land use decision-making.*

Action 2.1.1.2 *Formulate and officially adopt a revised Zoning Ordinance, Subdivision Regulations, and Official Zoning Map consistent with the Land Use Element of the Comprehensive Plan.*

Action 2.1.1.3 *Support the rezoning of vacant land to or from commercial and industrial uses based on market demand, transportation impact, access, and compatibility with surrounding land uses in conjunction with long-range objectives.*

Action 2.1.1.4 *At the time of annexation, the city shall consider county zoning, existing land uses, road capacity, existing utilities, the Land Use*

Element, and city zoning of the property being considered for annexation.

Action 2.1.1.5 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.

Action 2.1.1.6 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 TO PROMOTE INNOVATIVE, HIGH QUALITY AND COMPACT DEVELOPMENT THAT FOSTERS INFILL DEVELOPMENT AND DISCOURAGES URBAN SPRAWL THROUGH IMPLEMENTATION OF THE URBAN SERVICE AREA CONCEPT.

Policy 2.2.1 It is the policy of Johnson City to guide land development within the 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 create a community in a compact, cost-effective, and efficient growth pattern.

This policy is to be implemented by the following actions:

Action 2.2.1.1 Encourage the use of incentives such as density bonuses and parking credits to promote infill development.

Action 2.2.1.2 Infill development where rezoning is necessary should be accomplished through the use of planned development zoning, i.e. RP (Planned Residential) and PB (Planned Business).

Action 2.2.1.3 Offer a variety of material reimbursement agreements as incentives to encourage residential development within the city in accordance with city standards.

Action 2.2.1.4 Direct capital improvement projects such as schools, parks, and road projects to areas within the USA.

Action 2.2.1.5 All development in the city shall incorporate sound site planning and appropriate design approaches.

Action 2.2.1.6 Create design guidelines for urban and suburban commercial development.

Action 2.2.1.7 “Franchise” or “corporate identification” architecture shall be encouraged to be compatible and complementary with surrounding development.

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

This policy is to be implemented by the following action:

Action 2.2.2.1 *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 Johnson City to continue to support East Tennessee State University and its long-term growth plans.**

This policy is to be implemented by the following actions:

Action 2.2.3.1 *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.*

Action 2.2.3.2 *Support rezoning requests that enhance student housing and other opportunities that serve the University.*

OBJECTIVE 2.3 **TO 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 Johnson City to promote livable neighborhoods by reducing land use conflicts that negatively affect housing and help restore declining neighborhoods.**

This policy is to be implemented by the following actions:

Action 2.3.1.1 *New developments shall incorporate design standards intended to improve traffic and pedestrian safety.*

Action 2.3.1.2 *Aggressively enforce the city’s codes (i.e. building, yard maintenance, noise, and traffic control), Zoning Ordinance, and Subdivision Regulations.*

Action 2.3.1.3 *Provide and maintain public utilities, streets, sidewalks, landscaping, and other public facilities throughout the city.*

Action 2.3.1.4 *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.*

Action 2.3.1.5 *Revise current zoning and subdivision regulations to address urban design expectations by establishing performance standards.*

Land Use Element -----

These standards would support/allow more intensive residential development based on existing neighborhood characteristics and imposed site planning requirements.

Action 2.3.1.6 The city shall pursue the authority to adopt design standards for specific types of development.

Action 2.3.1.7 Land use regulations shall be reviewed periodically to ensure that they do not discourage redevelopment and infill development.

Action 2.3.1.8 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 Johnson City to promote community and citizen participation in the planning process.

This policy is to be implemented by the following actions:

Action 2.3.2.1 Promote the recognition and acceptance of neighborhood groups in the development process.

Action 2.3.2.2 Support the creation of new neighborhood groups by offering technical assistance from various city departments.

Action 2.3.2.3 Develop Neighborhood Plans utilizing citizen and city department involvement in the planning and implementation process.

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

This policy is to be implemented by the following actions:

Action 2.3.3.1 Ensure that historically significant properties are properly zoned to ensure their historic integrity and protection from inappropriate reuse.

Action 2.3.3.2 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 TO 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 Johnson 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.**

This policy is to be implemented by the following actions:

Action 2.4.1.1 *Promote higher density developments in locations that provide:*

- A. proper access to the existing transportation system;*
- B. available school capacity;*
- C. available water and sewer capacities; and*
- D. compatibility with existing land uses.*

Action 2.4.1.2 *Direct capital improvements in the Urban Service Area, to support the existing city and its developing fringe.*

Action 2.4.1.3 *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:**

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

- A. Medium density residential uses (up to 14 units per acre) should be located along collector and arterial streets;**
- B. High density residential uses (14 units or greater) should be located along arterial streets and on public transit routes; and**
- C. 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.**

This policy is to be implemented by the following actions:

Action 2.5.1.1 *Adopt and maintain a Land Use Element that encourages medium and high density residential development along transit routes and collector and arterial streets.*

Action 2.5.1.2 *Developers shall be encouraged to consult with adjacent property owners and existing neighborhoods during the development review process.*

OBJECTIVE 2.6 TO ENCOURAGE THE CONCEPT OF MIXED USE DEVELOPMENT THAT INCLUDES PROVISIONS FOR PLANNED UNIT DEVELOPMENTS AND THAT CREATES DIVERSE AND ATTRACTIVE NEIGHBORHOODS.

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

This policy is to be implemented by the following actions:

Action 2.6.1.1 *Develop a variety of incentives for housing rehabilitation coordinated through the Community Development Office.*

Action 2.6.1.2 *Review the waiver of permit fees and tap fees as a means to assist in the provision of affordable housing.*

Action 2.6.1.3 *Adopt zoning regulations that promote a diversity of housing types within neighborhoods at appropriate locations and densities.*

Action 2.6.1.4 *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 Johnson City to promote responsive development regulations.**

This policy is to be implemented by the following action:

Action 2.6.2.1 *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:*

- A. Reducing lot area, lot width, and setback requirements in appropriate residential districts;*
- B. Allow for greater flexibility in the placement of buildings; and*
- C. Provide for various development techniques, i.e. cluster development to encourage orderly and efficient development that is sensitive to the natural environment.*

OBJECTIVE 2.7 TO 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 Johnson City to strengthen the 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.**

This policy is to be implemented by the following actions:

Action 2.7.1.1 *Adopt land use policies that promote land that is suitable for future commercial development.*

Action 2.7.1.2 *Promote the redevelopment and revitalization of existing commercial areas through infrastructure improvements.*

Action 2.7.1.3 *Upgrade and extend the necessary infrastructure to encourage retail growth in areas designed in the Land Use Element.*

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

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

This policy is to be implemented by the following actions:

Action 2.7.3.1 *Adopt regulations that require closed or vacant businesses to maintain storefronts that appear as an open and viable business.*

Action 2.7.3.2 *Limit the amount of additional commercially-zoned land to that justified by the growth of population and market size.*

Action 2.7.3.3 *Encourage human scale development with linkages between neighborhoods for pedestrians and bicyclists as well as motorists.*

Action 2.7.3.4 *Explore the possibility of increased taxation for vacant and abandoned buildings since they require increased city services, i.e. police and fire protection, and code enforcement.*

Policy 2.7.4 **It is the policy of Johnson 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:**

A. 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;

B. 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;
- C. Building placement should encourage flexibility 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 impacts. 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
- D. Pedestrian safety and accessibility should be upgraded by requiring that dedicated and protected pedestrian corridors are provided in parking lots and between adjacent businesses.

OBJECTIVE 2.8 TO PROMOTE THE REVITALIZATION OF THE DOWNTOWN AREA.

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

- A. 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. Outdoor storage of merchandise and temporary containers should be prohibited;
- B. 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;
- C. Off-street parking should be allowed behind or beside the building but prohibited between the building and any adjoining street (alleys excepted). 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
- D. 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.

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

This policy is to be implemented by the following actions:

- Action 2.8.2.1 Require parking lots to be separated into smaller units by providing sidewalks, pedestrian crossings, and additional landscaping.*
- Action 2.8.2.2 Encourage outparcels that are developed with freestanding businesses along the adjoining roadway.*
- Action 2.8.2.3 Require new buildings to be designed with facades that are varied and articulated, to encourage easier reuse if abandoned.*
- Action 2.8.2.4 Ensure parking areas that are well-landscaped and maintained.*

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

This policy is to be implemented by the following actions:

- Action 2.8.3.1 Designate existing centers at the locations depicted in the Land Use Element.*
- Action 2.8.3.2 Amend the existing B-1 (Neighborhood Business) District to incorporate the following standards and criteria:*
 - 1. 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.*
 - 2. Uses include:*
 - a. General retail goods and services which are oriented to the convenience shopping needs of nearby residents;*
 - b. Medical services such as doctors’ and dentists’ offices and small medical clinics;*
 - c. Non-commercial services such as churches and daycare centers;*
 - d. Restaurants, with outdoor seating; on-premise alcohol would be permitted as a Special Exception;*
 - e. Residential uses, provided they are located on the upper floors of buildings;*
 - f. Service stations 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*
- g. Freestanding car washes - 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 residents 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.*
- 3. 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.*
- 4. Parking – On-street parking should be permitted where sufficient right-of-way exists. Minimum required off-street parking should be one space per 500 square feet of non-residential gross floor area in the neighborhood commercial center. Maximum off-street parking should be one space per 200 square feet in the center. 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 store individually. Credit for minimum required parking spaces should be given for location within 500 feet 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.*
- 5. Signage – Size, height, and lighting should be compatible with adjoining residential areas. Wall and projecting signs should be encouraged 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.*

- 6. *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.*
- 7. *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 WHOLE-SALING, DISTRIBUTION, CONSTRUCTION, AND BUSINESS SUPPORT SERVICES, THE CITY SHALL PURSUE THE FOLLOWING POLICIES AND ACTIONS:

Policy 2.9.1 **It is the policy of Johnson 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 and Interstate highways.**

This policy is to be implemented by the following actions:

Action 2.9.1.1 *Ensure that general commercial and light industrial districts are adequate in area to accommodate the demand for these uses.*

Action 2.9.1.2 *Ensure that the regulations in the commercial and light industrial zoning districts are sufficient to accommodate the needs of businesses in this category.*

Action 2.9.1.3 *Ensure that regulations afford protection to surrounding residential uses in terms of access, buffering, and lighting.*

OBJECTIVE 2.10 TO 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 Johnson 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.**

This policy is to be implemented by the following actions:

Action 2.10.1.1 *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.

Action 2.10.1.2 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.

Action 2.10.1.3 A Strategic Development Plan for the 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.

OBJECTIVE 2.11 TO 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 Johnson City to protect environmentally sensitive areas such as flood hazard areas and to coordinate land use with appropriate topography and soil conditions.
This policy is to be implemented by the following action:

Action 2.11.1.1 Designate future land use that is consistent with the preservation of natural resources.

Policy 2.11.2 It is the policy of Johnson City to protect ridgelines from inappropriate development which destroy the scenic vistas of the city.
This policy is to be implemented by the following actions:

Action 2.11.2.1 Designate scenic ridges for low-density and low-intensity uses.

Action 2.11.2.2 Protect mountain views and scenic vistas through the creation of overlay zoning that regulates building height and scale.

Policy 2.11.3 It is the policy of Johnson City to protect development within the 100-year floodplain.
This policy is to be implemented by the following action:

Action 2.11.3.1 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 Johnson City to ensure high water quality in surface runoff.**

This policy is to be implemented by the following actions:

- Action 2.11.4.1* *Review all new developments to ensure that they follow appropriate stormwater management practices.*
- Action 2.11.4.2* *Develop a city-wide stormwater management plan to minimize the impact of flooding on low-lying floodplain areas.*
- Action 2.11.4.3* *Drainage ways should be improved and maintained, and flood control methods strengthened.*
- Action 2.11.4.4* *Explore the impact of a “no net gain policy” within the floodplain.*

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

This policy is to be implemented by the following action:

- Action 2.11.5.1* *Revise zoning regulations to provide greater incentives for protecting existing trees and the surrounding natural environment through the adoption of a ridgeline ordinance.*

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

This policy is to be implemented by the following actions:

- Action 2.11.6.1* *Apply for state and federal grants to assist in the landscaping and beautification of the city’s gateways;*
- Action 2.11.6.2* *Plant, maintain, and protect trees along public rights-of-way.*
- Action 2.11.6.3* *Plant, protect, and promote trees as a major part of the city’s positive image.*

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

This policy is to be implemented by the following actions:

- Action 2.11.7.1* *Adopt a Land Use Element that includes not only those areas within the city but also areas within the Urban Growth Boundary.*
- Action 2.11.7.2* *Adopt/coordinate zoning regulations to ensure growth within the Urban Growth Boundary is consistent with the Land Use Element.*
- Action 2.11.7.3* *Implement the policies of the Urban Service Area.*

SIDEWALK PLAN -----

INTRODUCTION

Walking is the most accessible mode of transportation, and studies have shown that walking is the most common recreational activity in the nation. Improving the pedestrian environment enhances residents' quality of life, health, and provides an important transportation option. Sidewalks allow walking and jogging while being safely separated from vehicular traffic. Improving the pedestrian environment will also bring benefits associated with reducing vehicular traffic and automobile pollution.

It is estimated that nationally over 25 percent of the adult population cannot drive due to advanced age, disability, or financial limitation. It is important for the city to accommodate the needs of all of its citizens and not just those who drive; accommodation includes the provision of adequate pedestrian facilities.

FINDINGS



There are approximately 176 linear miles of sidewalks in Johnson City. Overall, the condition of city sidewalks can be described as being in good repair. Seventy-eight percent (138 linear miles) of the sidewalks were rated either new or in good condition. Eighteen percent of the sidewalks were rated in fair condition (32 linear miles) and only three percent (5.3 linear miles) were rated in poor or otherwise sub-standard condition.

SIDEWALK PRIORITY

Because there is a great need for sidewalks throughout the city and only limited funds for construction available, a scoring system was developed to objectively rank the priority of sidewalk projects. Map 4 illustrates the comprehensive Sidewalk Plan; the plan identifies proposed future sidewalk projects to consider for the creation of a comprehensive sidewalk network in Johnson City. Criteria used to rank the various proposed sidewalk projects include the following:

1. Pedestrian Trip Generators

Priority should be placed on completing sidewalks in close proximity to the following pedestrian trip generators:

- A. Proximity to schools: all elementary schools, Indian Trail Middle School, the Liberty Bell/Science Hill Complex, and East Tennessee State University;

- B. Park and recreational facilities;
- C. Public buildings;
- D. Streets serving commercial and employment centers;
- E. Community and Senior Citizens Centers; and
- F. Proximity to Johnson City Transit Routes.

2. Street Classifications

Points should also be awarded based on the classification of the street. Street classification indicates relative volume and speed, both of which can create an unsafe or uncomfortable environment for pedestrians when there are no sidewalks. Because arterials have higher traffic volumes and speeds and present a greater safety hazard, they should be awarded more points.

3. Completing Networks

If a segment of sidewalk is missing on a route that would otherwise complete a sidewalk network, additional points should be awarded.

GOAL, POLICIES, AND ACTIONS

Goal:

“To provide a safe, convenient, and complete sidewalk system for pedestrian travel throughout the city.”

To achieve this goal the city will pursue the following policies and actions:

Policy 3.1.1 It is the policy of the city to maintain existing sidewalks in good condition and replace substandard sidewalks where needed.

This policy is to be implemented by the following actions:

Action 3.1.1.1 Actively enforce the sidewalk maintenance regulations so that city sidewalks can be enjoyed to the fullest.

Action 3.1.1.2 Repair and properly maintain those sidewalks that were rated “poor” in the 2005 Public Works Department Sidewalk Study.

Policy 3.1.2 It is the policy of the city to promote improved fitness, safety, and quality of life by providing a sidewalk network that allows access to all parts of the city.

This policy is to be implemented by the following actions:

Action 3.1.2.1 Continue to require sidewalks as part of all multi-family developments and along the streets of all new subdivisions.

Sidewalk Plan -----

Action 3.1.2.2 Continue to require sidewalks as part of all commercial developments and all the streets of all commercial subdivisions.

Policy 3.1.3 It is the policy of the city to construct sidewalks along new streets and when major improvements occur.
 This policy is to be implemented by the following actions:

Action 3.1.3.1 Construct new sidewalks as part of any major street improvement.

Action 3.1.3.2 Require sidewalks as part of all new street construction projects.

Policy 3.1.4 It is the policy of the city to adopt a sidewalk priority scoring system which gives priority to sidewalk improvements in close proximity of schools, park and recreational facilities, major commercial and employment centers, and community centers, which are located along collector and arterial streets, along public transit routes, or complete sidewalk networks.
 This policy is to be implemented by the following action:

Action 3.1.4.1 Adopt the following scoring system for new sidewalk construction projects:

Feature	Point Value	
	1/4 Mile	1/2 Mile
Pedestrian Trip Generators	Radius	Radius
Schools	25	10
Parks and Recreational Facilities	20	15
Public Buildings	10	5
Community/Senior Centers	10	5
Major Commercial/Employment Centers	15	10
Street Classification		
Arterial Streets	15	
Collector Streets	10	
Other Considerations		
Close Proximity to Transit Route	10	
Completing Sidewalk Networks	15	

Policy 3.1.5 It is the policy of the city to pursue alternative funding sources to construct sidewalks.
 This policy is to be implemented by the following actions:

Action 3.1.5.1 Investigate the use of the federally-funded Safe Routes to School Program as a revenue source to construct sidewalks near school facilities.

Action 3.1.5.2 Coordinate efforts with the Johnson City Metropolitan Planning Organization (MTPO) to secure funding for sidewalks in Johnson City.

Action 3.1.5.3 Investigate the creation of a Special Assessment District for the purpose of sharing the cost of sidewalk construction within participating neighborhoods.

Action 3.1.5.4 Investigate the creation of a “fee-in-lieu” provision to be included in the Subdivision Regulations.

Policy 3.1.6 It is the policy of the city to provide and maintain safe and convenient crosswalks.

This policy is to be implemented by the following actions:

Action 3.1.6.1 Maintain and enhance safe crosswalks to ensure that they are visible to passing motorists.

Action 3.1.6.2 Reduce crossing distances and increase pedestrian visibility through the construction of bulb-outs or curb extensions and improved lighting.

Action 3.1.6.3 Install center medians to provide a safe zone for pedestrians where feasible.

Action 3.1.6.4 Increase crossing times, where feasible, so that people who walk slowly will have sufficient time to cross before the signal changes.

Action 3.1.6.5 Install pavement warning techniques such as rumble strips or signage to alert motorists of an approaching pedestrian crosswalk at major intersections.

INTRODUCTION



Johnson City Transit (JCT), a department of the city of Johnson City, began bussing operations in 1979 as the first new municipal transit system in Tennessee since World War II. JCT operates fixed-route services, paratransit services for individuals with disabilities and various demand-response call-in services; the transit system accommodates over 1,450 passengers per day. JCT provides bus services within the city to all

major commercial and institutional facilities including: East Tennessee State University, the Mountain Home Veterans Administration Center, hospitals, shopping malls and centers, government offices, major residential neighborhoods and group housing complexes. JCT operates the school bussing services that are offered to the secondary educational facilities within the City of Johnson City as well.



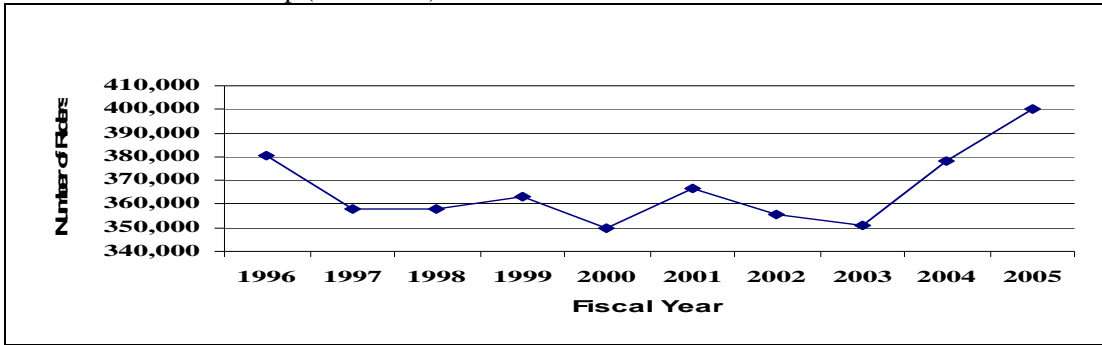
NEED ASSESSMENT

As the city continues to grow, JCT will face increasing challenges and demands. The city is growing rapidly north into the Boones Creek and Gray communities. Major retail development, call centers, a major payment center, and the Johnson City Power Board have created new employment and shopping destinations. In addition, these areas are also experiencing a significant amount of residential growth. Map 6 illustrates the existing Johnson City fixed transit route.

RIDERSHIP

The average total ridership per day on fixed-routes is 1,355. This is approximately 66 percent of the total carrying capacity of the system. Table 10 depicts a 10-year view of the JCT fixed-route ridership from 1996 until 2005.

Table 10: Transit Ridership (1996-2005)



STRATEGIES TO ADDRESS JCT NEEDS (6-25 yrs)

Strategy 3.2.1 JCT will evaluate installation of Automated Vehicle Location (AVL) technologies on buses. An AVL system would improve routing, provide route documentation, and improve security. Real-time route information could be provided via the internet. The Johnson City ITS funds provide a funding source for an AVL project. Estimated cost is \$300,000.

Strategy 3.2.2 As advanced technologies are developed, JCT will evaluate installation of chemical and biological sensors in the Transit Center as a security measure to obstruct any terrorism targeted at JCT patrons, employees, or facilities. These sensors cost between \$15,000 and \$25,000 (2001 estimate) each and could be funded from capital funds, ITS funds, or possible homeland security grants.

GOAL, OBJECTIVES, POLICIES, AND ACTIONS

Goal:

“To provide safe, efficient, effective, and reliable public transportation with fixed-route service along designated routes at scheduled times and call-in curb-to-curb demand-responsive service.”

OBJECTIVES

OBJECTIVE 3.2.1 TO INCREASE THE OVERALL JCT SYSTEM RIDERSHIP BY ONE-TENTH TO ONE PERCENT EACH YEAR.

OBJECTIVE 3.2.2 TO REDUCE THE NUMBER OF ROAD CALLS FOR JCT OPERATING FLEET.

- OBJECTIVE 3.2.3 TO MAINTAIN AN AVERAGE OF 0 – 1.5 ROAD CALLS PER OPERATING MONTH ON AN ANNUAL BASIS, IMPROVING PREVENTIVE MAINTENANCE AND CUSTOMER SERVICE.
- OBJECTIVE 3.2.4 TO REDUCE THE NUMBER OF ACCIDENTS FOR OPERATING VEHICLES.
- OBJECTIVE 3.2.5 TO REDUCE THE NUMBER OF ACCIDENTS TO ONE PER 200,000 VEHICLE MILES TRAVELED, IMPROVING SAFETY AND REDUCING COSTS.
- OBJECTIVE 3.2.6 TO LIMIT ANNUAL INCREASES IN COST PER HOUR FOR JCT SERVICES.
- OBJECTIVE 3.2.7 TO COMPLETE THE COMPREHENSIVE SAFETY (UPDATE) AND SECURITY PLANS FOR IMPLEMENTATION WITHIN LONG-RANGE PLAN PERIOD. THE PLAN(S) WILL INCORPORATE ANTI-TERRORISM ELEMENTS. THE PLAN(S) WILL BE DEVELOPED BY STAFF AND REQUIRE NO ADDITIONAL FUNDING.
- OBJECTIVE 3.2.8 TO INITIATE DEMONSTRATION FIXED-ROUTE SERVICE TO BOONES CREEK AND GRAY. DEMONSTRATION SERVICE SHOULD INCLUDE EVALUATION OF A PARK AND RIDE LOT IN GRAY, POSSIBLY IN CONJUNCTION WITH ETSU IN SERVING REGIONAL COMMUTING STUDENTS.
- OBJECTIVE 3.2.9 TO INCREASE TECHNOLOGY REPORTING CAPABILITIES FOR DRIVERS. TECHNOLOGY CAN BE UTILIZED TO MEASURE VEHICLE PARAMETERS SUCH AS TRAVEL TIMES, DRIVER BEHAVIOR, AND ENGINE PERFORMANCE. ESTIMATED COST FOR AN AUTOMATIC PASSENGER COUNTING SYSTEM IS \$30,000 AND COULD BE FUNDED WITH SECTION 5307 FUNDS.
- OBJECTIVE 3.2.10 TO REPLACE FIVE MASS TRANSIT BUSES. FUNDS FOR REPLACEMENT WILL COME FROM FTA SECTION 5309/5307 FUNDS, TDOT FUNDING, AND LOCAL MATCHING FUNDS, AS APPROPRIATE.

POLICIES AND ACTIONS

To achieve these objectives the city will pursue the following policies and actions:

Policy 3.2.1 **It is the policy of the city to promote the role of public transit as a key element of the overall transportation system and the development of the overall community.**

This policy is to be implemented by the following actions:

Action 3.2.1.1 *Coordinate with representatives from the city’s major medical and educational institutions to increase service levels and transportation options to the rapidly developing State of Franklin Road corridor.*

Action 3.2.1.2 *Monitor the effects of land use changes and traffic congestion in north Johnson City on travel times and the efficiency of the existing route structure.*

Action 3.2.1.3 *Continue service coordination with the Greyhound Corporation, the FTHRA, and local taxi companies in order to enhance passenger transfers between systems operating in the Johnson City area.*

Action 3.2.1.4 *Develop and maintain demographic profiles of each residential area in the city in order to evaluate the existing route structure and to identify areas with additional ridership potential.*

Action 3.2.1.5 *Continue to explore opportunities to partner with the Kingsport Area Transit to develop future intercity transit routes.*

Action 3.2.1.6 *Develop and promote financial participation in local transit services by major institutions, employers, and social service agencies to supplement limited federal, state, and local funding sources.*

Action 3.2.1.7 *Develop a transit fleet of varying sizes including buses, mini buses, and vans to accommodate differing needs in the community.*

Policy 3.2.2 **It is the policy of the city to maintain a cost-effective public transit system as a vital service comparable to other basic city services.**

This policy is to be implemented by the following actions:

Action 3.2.2.1 *Evaluate the installation of Automated Vehicle Location (AVL) technologies on buses. An AVL system would improve routing, provide route documentation, and improve security. Real-time route information could be provided via the internet.*

Action 3.2.2.2 *Limit the area served by the JCT to the Johnson City city limits unless special subsidy agreements are developed with other areas*

that desire service. Such subsidized service beyond the city limits must not exceed the capacity of the existing system as defined by the route structure identified in this Plan.

Action 3.2.2.3 Provide 1/4- mile transit route coverage to concentrations of multi-family housing including publicly-assisted and subsidized housing (as economics and logistics become feasible).

Action 3.2.2.4 Minimize the number of routes with length of route exceeding 15 miles round trip in one hour except on routes characterized as express routes serving employment centers or activity centers along major arterials.

Action 3.2.2.5 Maintain a system of designated bus stops, the location of which will be based on demand and use, following in general the criteria listed below:

Location 3.2.2.5.1 Where feasible in residential areas, bus stops should not be placed less than 700 feet apart and no more than 1,320 feet apart and should be placed at every signalized intersection. However, the determining factor in actual stop location will be safety.

Location 3.2.2.5.2 The placement of bus stops in the Central Business District should occur at signalized intersections, as determined necessary.

Action 3.2.2.6 Maintain the following standards for timeliness of the system:

Standard 3.2.2.6.1 Peak: Regular routes 90 percent of buses a maximum of 0 to 5 minutes late.

Standard 3.2.2.6.2 Off Peak: Regular routes 95 percent of buses a maximum of 0 to 3 minutes late.

Action 3.2.2.7 Any major changes in transit service should be made on a minimum six-month experimental basis. The route performance of any new service should compare favorably with that of the existing ridership system.

Action 3.2.2.8 Evaluate the feasibility of providing transit service on private properties when the daily boardings and disembarkments exceed 25 persons and when the following criteria can be met:

Criteria 3.2.2.8.1 Establish "No Parking" zones, the distance and signing of which must meet the transit system's criteria.

Criteria 3.2.2.8.2 Establish official bus stops in accordance with the signage system recommended by JCT.

Criteria 3.2.2.8.3 Conformance with all safety rules established by JCT.

Criteria 3.2.2.8.4 Provide adequate ingress/egress as determined by JCT.

Action 3.2.2.9 Evaluate providing passenger shelters at major inbound stops in residential neighborhoods and in other areas of the community

that serve 50-100 or more boarding or transferring passengers daily. Other criteria will include the availability of space for shelter, number of elderly or physically challenged individuals in the area, proximity to major activity centers, and frequency of service.

Action 3.2.2.10 Maintain the regular maintenance inspection according to manufacturer's specifications, but not exceeding 3,000-mile intervals.

Action 3.2.2.11 Maintain a system of signs to identify bus stops and prevent conflicts with other modes of transportation.

Policy 3.2.3 It is the policy of the city to maintain a multi-purpose transit system which is oriented to the needs of the senior citizens, handicapped, children, and major employment and activity centers.

This policy is to be implemented by the following actions:

Action 3.2.3.1 Provide a continuing emphasis on the specialized needs of handicapped, elderly, and other population segments with limited alternate modes of transportation.

Action 3.2.3.2 Provide information upon request for handicapped persons and others on how to use transit system services.

Action 3.2.3.3 Develop a diversified transportation program for the elderly and handicapped, improving ease of access to the system and providing a variety of choices based upon needs of the individual.

Action 3.2.3.4 Evaluate the feasibility of service provision to major employment concentrations (75 or more employees), schools, and hospitals.

Policy 3.2.4 It is the policy of the city to encourage improvements to the public transit system which will result in energy conservation and the alleviation of traffic congestion.

This policy is to be implemented by the following actions:

Action 3.2.4.1 Study and implement, as necessary, shuttle systems to alleviate traffic congestion along congested major highway corridors.

Action 3.2.4.2 Continue outreach of the marketing program, including target groups, to encourage higher transit ridership which reduces both energy consumption and traffic congestion.

Action 3.2.4.3 Initiate demonstration fixed-route service to Boones Creek and Gray.

Action 3.2.4.4 Investigate other possible route changes to improve ridership.

Policy 3.2.5 It is the policy of the city to improve the safety of the passengers riding the transit system.

This policy is to be implemented by the following actions:

Action 3.2.5.1 Revise the city’s Zoning Ordinance and Subdivision Regulations to include provisions for transit in new developments.

Action 3.2.5.2 Complete the comprehensive Safety and Security Plans for implementation within the Long-Range Plan period. Plan(s) will incorporate anti-terrorism elements.

Action 3.2.5.3 Evaluate the installation of chemical and biological sensors in the Transit Center as a security measure to obstruct any terrorism targeted at JCT patrons, employees, or facilities.

Policy 3.2.6 It is the policy of the city to explore alternative fuel sources in an effort to find cleaner more environmentally friendly fuel.

This policy is to be implemented by the following actions:

Action 3.2.6.1 Continue and expand the use of blended bio-diesel fuels.

Action 3.2.6.2 Continue to investigate alternative fuels sources such as electricity or natural gas as new technologies develop.

INTRODUCTION

Johnson City has committed to creating a comprehensive multi-modal strategy that includes bicycling and walking as integral parts of the transportation infrastructure. Johnson City’s vision seeks to take advantage of the benefits that bicycling can offer to the city, such as greater mobility, lower transportation cost, safer streets and better air quality, less traffic congestion, increased daily exercise, lower healthcare costs, and an overall greater quality of life.

BENEFITS OF WALKING AND BICYCLING

Economic Benefits

Walking and bicycling are inexpensive means of transportation. Walking is essentially free, and bicycles are readily available to most Johnson City residents.



Environmental Benefits

Walking and bicycling are pollution free modes of transportation that are non-reliant on the automobile.



Social Benefits

Increased walking and biking can help people gain a deeper understanding and appreciation of the city’s built and natural environment.

SUMMARY OF EXISTING AND PROPOSED FACILITIES

1. Johnson City Bicycle Loop

The proposed Johnson City Bicycle Loop consists of approximately 15 miles of existing and proposed trails in a circular pattern that connects important areas throughout the city, and serves as an anchor for future bicycle connections. Map 5 illustrates the proposed Johnson City Bicycle Loop. The proposed trail would join places of importance such as East Tennessee State University, the Veterans Administration Hospital, Med Tech Corridor, the Johnson City Medical Center, Downtown Johnson City, Johnson City Crossing, and other residential and business developments. The bicycle loop is designed using a combination of multi-use paths, bike lanes, and bike routes.

The Johnson City Bicycle Loop may be the most critical component of the bikeway plan. Its location and design provides a unique opportunity for future use and planning. The circular loop through the city not only connects places of importance, but its location connects areas of higher densities inside the city, which will promote increased usage. The loop will also become functional as it reaches build-out, providing necessary connections. As development of the bicycle loop takes place, future connections should also be planned to provide a comprehensive network for all users; it is important to complete these connections so the network will not be pieced together in a haphazard fashion. Increased usage will occur when a network is formed and desirable connections are made. Current bike paths in Johnson City lack the connectivity it takes to increase usage.

2. Buffalo Trace Greenway

Buffalo Trace Greenway is a two phase project. Phase I is a two-mile trail that provides a link from the Tipton-Haynes historic site in Johnson City to Buffalo Mountain Park and the Cherokee National Forest. Phase II of the Buffalo Trace Greenway will connect Tipton-Haynes Historical Site with Sycamore Shoals State Historic Park in Elizabethton.

3. Tweetsie Railway (Rails to Trails)

Converting the old railroad bed from Johnson City to Elizabethton to a rail-trail would create outstanding transportation, recreational, and economic benefits to the region. The city of Johnson City and the city of Elizabethton have both expressed an interest in developing a project that would benefit pedestrians and bicyclists using this defunct line of railroad tracks.

4. Connection to Jonesborough

The best way of connecting Johnson City to the Town of Jonesborough can occur through the following three corridors.

1. The first route would connect to the Johnson City Bicycle Loop at McKinley Road and follow West Walnut Street.
2. The second connection would utilize West Market Street.
3. The third connection from Johnson City to Jonesborough is located at the northern end of Johnson City using Boones Creek Road.

5. Carroll Creek Greenway

A significant portion of the Carroll Creek Road corridor has not been developed, therefore this is an excellent location to plan for a greenway system. The greenway system should be oriented to follow the natural features of the area such as its floodplains, drainage ways, and ridgelines.

6. Boone Lake and Watauga River

Along the northern edge of the county are Boone Lake and the Watauga River, both excellent natural resources. This location is considered to contain some of the most scenic views in the Johnson City area.

7. Connection to Parks

An important component of the development of bicycle networks is to provide connectivity between popular origins and destinations (e.g., between and among Johnson City parks and recreation facilities).

8. Other Connectors

The intent of successful bikeway planning is to create a comprehensive network of trails. Planning facilities that are piecemealed together will not be conducive to cyclists; other connectors serve to fill gaps that are created in the existing and future development of the Johnson City Bikeway/Greenway Plan. In short, to successfully implement a bicycle plan, connections must be made.

GOAL, OBJECTIVES, AND POLICIES

Goal:

“To safely increase the level of bicycling and walking within the city for recreational trips and for destination-oriented trips.”

Objectives

OBJECTIVE 3.3.1 TO CREATE A NETWORK OF BIKEWAYS AND GREENWAYS CAPABLE OF SUPPORTING MULTIPLE USERS FOR TRANSPORTATION AND RECREATION OPPORTUNITIES. THIS INCLUDES CONNECTIONS FOR BIKEWAYS AND PEDESTRIANS IN NEW SUBDIVISIONS (WHERE FEASIBLE).

OBJECTIVE 3.3.2 TO PROVIDE FOR SAFE NON-MOTORIZED TRANSPORTATION ON EXISTING STREETS.

OBJECTIVE 3.3.3 TO INCORPORATE BIKEWAYS AND SIDEWALKS INTO THE DESIGN OF ALL NEW AND RECONSTRUCTED ROADS ALONG WITH THE APPROPRIATE SIGNAGE.

OBJECTIVE 3.3.4 TO CONNECT ALL AREAS OF THE CITY TO HIGH-USE AREAS AND DESTINATION POINTS WITH SAFE BIKEWAYS AND GREENWAYS.

Bikeway-Greenway Plan -----

- OBJECTIVE 3.3.5 TO ELIMINATE BARRIERS TO NON-MOTORIZED TRANSPORTATION AND RECREATION; THESE BARRIERS INCLUDE INTERSECTIONS WHICH CAN BE MITIGATED WITH CROSSWALKS, SIGNALS, AND SENSORS.
- OBJECTIVE 3.3.6 TO CONNECT JOHNSON CITY BIKEWAYS AND GREENWAYS WITH EXISTING AND FUTURE ROUTES IN THE REGION.
- OBJECTIVE 3.3.7 TO CREATE A BIKEWAY LOOP FOR NON-MOTORIZED TRANSPORTATION AND RECREATION AROUND JOHNSON CITY.
- OBJECTIVE 3.3.8 TO INCORPORATE BICYCLE FACILITIES INTO THE DESIGN AND RENOVATION OF ALL NEW AND EXISTING CITY PARKS; BIKE FACILITIES AT PARKS SHOULD INCLUDE PARKING FACILITIES.
- OBJECTIVE 3.3.9 TO CREATE A COMPREHENSIVE BICYCLE NETWORK THAT LINKS PARKS IN JOHNSON CITY.
- OBJECTIVE 3.3.10 TO PROVIDE SECURE STORAGE FACILITIES AT DESTINATION POINTS; BIKE PARKING SHOULD BE INCLUDED IN ALL CITY BUILDINGS.
- OBJECTIVE 3.3.11 TO PROVIDE ADEQUATE LANDSCAPING AROUND GREENWAYS FOR IMPROVED AESTHETIC APPEARANCE.
- OBJECTIVE 3.3.12 TO DEVELOP PUBLIC INFORMATION PROGRAMS TO PROMOTE THE AWARENESS AND USE OF A BIKEWAY AND GREENWAY NETWORK.
- OBJECTIVE 3.3.13 TO PROMOTE THE SAFE OPERATION OF BICYCLES AND VEHICLES (E.G., SHARE THE ROAD CAMPAIGN).
- OBJECTIVE 3.3.14 TO PROVIDE EDUCATIONAL PROGRAMS FOR ALL SCHOOL LEVELS AND THE PUBLIC AT LARGE TO INCREASE THE SAFETY OF BICYCLING AND WALKING.
- OBJECTIVE 3.3.15 TO PROMOTE INCREASED RESPECT BETWEEN AND PROPER USE BY MOTORIZED AND NON-MOTORIZED USERS OF ROADS, BIKEWAYS, AND GREENWAYS (E.G., SHARE THE ROAD CAMPAIGN).

- OBJECTIVE 3.3.16 TO INCREASE PROTECTION FOR INDIVIDUALS ON BIKEWAYS AND GREENWAYS THROUGH LIGHTING IMPROVEMENTS AND SIGNAGE.
- OBJECTIVE 3.3.17 TO ENLIST THE HELP OF INDIVIDUALS, BUSINESSES, AND CIVIC CLUBS IN THE DEVELOPMENT, PROMOTION, AND MAINTENANCE OF BIKEWAYS AND GREENWAYS.
- OBJECTIVE 3.3.18 TO PROMOTE TOURIST USE OF THE BIKEWAY AND GREENWAY NETWORK.
- OBJECTIVE 3.3.19 TO PROMOTE FAMILY USE OF THE BIKEWAY AND GREENWAY NETWORK.
- OBJECTIVE 3.3.20 TO ESTABLISH A BIKEWAY AND GREENWAY NETWORK THAT ENHANCES THE ENVIRONMENT THROUGH REDUCED AUTO EMISSIONS, BETTER STORMWATER MANAGEMENT, AND LAND CONSERVATION (E.G., ENCOURAGE TRAILS IN FLOODPLAINS AND CONSERVATION AREAS).
- OBJECTIVE 3.3.21 TO ENSURE PERPETUAL MAINTENANCE OF BIKEWAYS AND GREENWAYS AND RELATED FACILITIES.
- OBJECTIVE 3.3.22 TO ADEQUATELY FUND THE CREATION, MAINTENANCE, AND EXPANSION OF A NETWORK OF BIKEWAYS AND GREENWAYS IN JOHNSON CITY THROUGH ALL AVAILABLE PUBLIC AND PRIVATE SOURCES.

Policies

- Policy 3.3.1** **It is the policy of the city of Johnson City to retrofit designated existing streets to support safe, non-motorized transportation.**
- Policy 3.3.2** **It is the policy of the city of Johnson City to incorporate safe and convenient bikeways into the design of all new and reconstructed collector and arterial streets in the city.**
- Policy 3.3.3** **It is the policy of the city of Johnson City to ensure that its bikeway and greenway network connects high-use areas and destination points and is accessible to all areas of the city.**
- Policy 3.3.4** **It is the policy of the city of Johnson City to utilize abandoned railroad tracks in the development of bicycle/pedestrian multi-use trails.**

- Policy 3.3.5** **It is the policy of the city of Johnson City to eliminate barriers to non-motorized transportation and recreation.**
- Policy 3.3.6** **It is the policy of the city of Johnson City to connect the city’s bikeway and greenway network with routes throughout the region, both existing and future.**
- Policy 3.3.7** **It is the policy of the city of Johnson City to develop a bicycle loop for non-motorized transportation and recreation around the city.**
- Policy 3.3.8** **It is the policy of the city of Johnson City to incorporate bicycle facilities into the design and renovation of new and existing city parks.**
- Policy 3.3.9** **It is the policy of the city of Johnson City to promote the safe operation of bicycles and motorized vehicles through educational programs for motorists and for all school children, with special consideration given to the program developed by the League of American Bicyclists.**
- Policy 3.3.10** **It is the policy of the city of Johnson City to evaluate the economic impact of bikeway and greenway usage in the hopes that future funding sources can be identified and justified.**
- Policy 3.3.11** **It is the policy of the city of Johnson City to ensure that signage is properly placed and maintained along all designated bikeway/greenway routes.**
- Policy 3.3.12** **It is the policy of the city of Johnson City to enforce all rules and regulations governing the proper use of its streets, bikeways, and greenways by motorized and non-motorized users.**
- Policy 3.3.13** **It is the policy of the city of Johnson City to increase the use of Police Officers on bicycle patrol on existing streets and future bikeways and greenways.**
- Policy 3.3.14** **It is the policy of the city of Johnson City to seek legislation, where necessary, for the protection of individuals on bikeways and greenways.**
- Policy 3.3.15** **It is the policy of the city of Johnson City to improve the aesthetic appearance of greenways through enhanced landscaping.**

- Policy 3.3.16** **It is the policy of the city of Johnson City to enlist the aid of individuals, businesses, and civic clubs in the development, promotion, funding, and maintenance of bikeways and greenways.**
- Policy 3.3.17** **It is the policy of the city of Johnson City to promote awareness of its bikeway and greenway network for tourist attraction and use.**
- Policy 3.3.18** **It is the policy of the city of Johnson City to promote use of its bikeway and greenway network by all its residents.**
- Policy 3.3.19** **It is the policy of the city of Johnson City to amend all appropriate regulations, codes, and ordinances to require that provisions for bicyclists and pedestrians be provided, including, but not limited to, requirements for bicycle parking, sidewalks, and additional green space.**
- Policy 3.3.20** **It is the policy of the city of Johnson City to ensure adequate maintenance of all bikeways, greenways, and related facilities.**
- Policy 3.3.21** **It is the policy of the city of Johnson City to adequately fund the creation of a bikeway and greenway network through available federal, state, local, and private funding sources.**
- Policy 3.3.22** **It is the policy of the city of Johnson City to ensure that end-of-trip facilities are available at all destination points.**
- Policy 3.3.23** **It is the policy of the city of Johnson City to support bikeway and greenway funding in its annual capital improvements budget.**
- Policy 3.3.24** **It is the policy of the city of Johnson City to seek the assistance of the local community to donate land, easements, and time to help develop and sustain a network of bikeways and greenways.**
- Policy 3.3.25** **It is the policy of the city of Johnson City to promote bicycle and non-motorized use by supporting training courses, conferences, publications, and in-house training on a regular basis to educate planning and engineering professionals about the specifications for bikeway and greenway design.**

Policy 3.3.26 **It is the policy of the city of Johnson City to draw comparisons with other communities and to utilize organizations such as the League of American Bicyclists to evaluate the progress of bicycle development in Johnson City.**

Policy 3.3.27 **It is the policy of the city of Johnson City to develop public information programs to promote the awareness and use of its bikeway and greenway network.**

INTRODUCTION



The population of Johnson City will continue to grow and the impact on the city’s overall street system will correspondingly increase. Traffic counts, therefore, provide a valuable indicator of the intensity and direction of growth. For example, four of the top five growth street segments were located in the northern part of the city and this corresponds with the higher residential and commercial growth rates in this area. Boones Creek Road (located in this area) has the greatest recorded growth between 1985 and 2005, increasing

from 3,560 average trips per day to 15,917 trips; this is an increase of over 347 percent. For further illustration, segments of Carroll Creek Road experienced growth of 276 percent during this period; this former farm road is impacted by the new subdivisions that are developing along its corridor.

Interstate 26 - between Boones Creek Road and Suncrest Dr. (SR-75) - has also experienced tremendous growth (179 percent between 1985 and 2005) due, in part, to the residential growth in the northern part of the city and, further, due to the increase in interstate traffic created by the opening of I-26.

Map 6 illustrates the existing arterial and collector street system within the Johnson City Urban Growth Boundary. This map also contains the roadways that traverse the Johnson City UGB that are considered interstate highways and “limited access highways;” these are identified as “major roads” on the map.

PRIORITIES

The Johnson City Metropolitan Transportation Planning Organization (MTPO), as part of its long-range transportation planning process, contracted with Wilbur Smith Transportation Engineers to develop its traffic-modeling program (TransCad). TransCAD is a GIS based transportation modeling program that uses future land use projections, projected residential densities, and carrying capacities to project future traffic volumes. This allows the MTPO and the city to anticipate and plan for needed road projects before the service level of the roadway begins to fail.

Locally Funded Projects

Based on the results of this computing modeling, knowledge about current growth trends, and road projects identified as necessary for economic development, the city has identified the following list of priorities for locally-funded projects:

Phase I (2007- 2012)

- Locally Funded Priority 3.4.1.1 Tennessee Street Extension from Lamont Street to John Exum Parkway. Completing this .32 mile, 4-lane collector street will improve traffic throughout this area of the city by providing another north/south connection which will further develop the overall street network and help alleviate traffic congestion along State of Franklin Road. The 2007 estimated cost of construction is \$6 million (\$500,000 funded in FY 2007).
- Locally Funded Priority 3.4.1.2 Sunset Drive. Improve Sunset Drive from Knob Creek Road to North Roan Street to a 5-lane road with sidewalks. The 2007 estimated cost of construction is \$2 million (\$500,000 funded in FY 2007).
- Locally Funded Priority 3.4.1.3 Indian Ridge Road/State of Franklin Road Intersection. Reconstruct this intersection to better accommodate traffic flow. Without any improvements, this section of roadway is expected to operate at a Level of Service E by the year 2030. The 2007 estimated cost of construction is \$3 million.
- Locally Funded Priority 3.4.1.4 Knob Creek Road Overpass. Improve Knob Creek Road to five lanes from State of Franklin Road to Redstone Road. Construct a bridge over the railroad to better facilitate traffic flow. The 2007 estimated cost of construction is \$12 million (\$4.2 million funded through federal appropriations).
- Locally Funded Priority 3.4.1.5 Lone Oak Road Extension. Extend Lone Oak Road 1.7 miles from Greenwood Drive to West Market Street using Carter Sell Road. The estimated 2007 cost of construction is \$13 million.
- Locally Funded Priority 3.4.1.6 Swadley Road from Plymouth Road to the Milligan Highway. Improve the roadway to better accommodate existing traffic volumes. The 2007 estimated cost of construction is \$1 million.
- Locally Funded Priority 3.4.1.7 Hopper Road Extension. Extend Hopper Road from Indian Ridge Road to Claude Simmons in order to improve the street network and provide better access to the north. The 2007 estimated cost of construction is \$2 million.

Major Thoroughfare Plan -----

- Locally Funded Priority 3.4.1.8 East Oakland Avenue. Improve East Oakland Avenue from Princeton Road to Unaka Avenue to two or three lanes with sidewalks. The 2007 estimated cost of construction is \$3 million.
- Locally Funded Priority 3.4.1.9 East Main Street/Broadway Street Intersection. Reconstruct this intersection to better accommodate traffic flow. The 2007 estimated cost of construction is \$500,000.
- Locally Funded Priority 3.4.1.10 West Walnut Street/State of Franklin Road Intersection. Reconstruct this intersection to better accommodate traffic flow. The 2007 estimated cost of construction is \$1 million.
- Locally Funded Priority 3.4.1.11 Highland Church Road. Improve this roadway by realigning with Knob Creek Road and upgrading by widening and adding sidewalks to Haretown Road. The 2007 estimated cost of construction is \$4 million.
- Locally Funded Priority 3.4.1.12 Milligan Highway. Improve Milligan Highway from SR-67 to the city limits. The 2007 estimated cost of construction is \$2.5 million.

Phase II (2013-2020)

- Locally Funded Priority 3.4.2.1 Lone Oak Road from Cherokee Road to Greenwood Drive. Improve two lanes with sidewalks and turn lanes at intersections to facilitate traffic and improve safety. The 2007 estimated cost of construction is \$3 million.
- Locally Funded Priority 3.4.2.2 Indian Ridge Road from Baldrige Drive to State of Franklin Road. Improve two lanes to improve safety. The 2007 estimated cost of construction is \$2 million.
- Locally Funded Priority 3.4.2.3 Carroll Creek Road. Reconstruct Carroll Creek Road from Browns Mill Road four miles to the Bristol Highway to an improved 2-lane divided/undivided roadway with sidewalks. The 2007 estimated cost of construction is \$20 million.
- Locally Funded Priority 3.4.2.4 West Walnut Street. Upgrade roadway, primarily the intersections from State of Franklin Road to the city limits. The 2007 estimated cost of construction is \$1 million.
- Locally Funded Priority 3.4.2.5 Knob Creek Road. Improve the 1.65-mile section of roadway from the proposed railroad overpass near Redstone Road to Boones Creek Road. Improve this roadway to four lanes with a median, bike lanes, and a sidewalk. The 2007 estimated cost of construction is \$9 million.
- Locally Funded Priority 3.4.2.6 West Mountainview Road. Widen pavement and improve this existing 2-lane, 1.8- mile road from North Roan

Street to Knob Creek Road. The 2007 estimated cost of construction is \$5 million.

Economic Development Initiatives

The timing of these road projects are dependent upon the city's growth or the impact from major commercial or industrial developments, where the developer can be expected to fund some or all of the road improvements or the proposed development is expected to generate sufficient revenue through property and sales tax to justify the improvements.

Economic Initiative 3.4.1 **West Oakland Avenue.** Widen West Oakland Avenue from Hanover Road to Knob Creek Road to five lanes with sidewalks.

Economic Initiative 3.4.2 **Innovation Park Drive.** Construct a street from McKinley Road to West Market Street through the proposed Innovation Park. The estimated 2007 cost of construction is \$3 million.

Economic Initiative 3.4.3 **Mall Street Improvements and realignment.** The Mall, beginning the construction of a 300,000 square-foot expansion, is expected to experience an increase in traffic. The traffic circulation around The Mall will need to be improved to accommodate this increase (\$500,000 funded in FY 2007).

Economic Initiative 3.4.4 **Browns Mill Road Extension.** Extend Browns Mill Road .9 miles from Carroll Creek Road to Boones Creek Road. Construct a non-residential street with two lanes, a sidewalk, and multi-purpose trail.

Economic Initiative 3.4.5 **West Walnut Street from Buffalo Street to University Parkway.** This would include primarily streetscaping and sidewalks to help encourage redevelopment along this corridor.

Economic Initiative 3.4.6 **State of Franklin Frontage Roads.** Construct a pair of frontage roads. These roads would connect Med-Tech Parkway to Oakdell Court on the east and Market Place Boulevard and Sunset Drive on the west and provide access to several land-locked parcels.

Economic Initiative 3.4.7 **Maranatha Way Extension.** Extend Maranatha Way .9 miles from West Mountainview Road to Carroll Creek Road to provide another north/south connector street paralleling I-26.

Economic Initiative 3.4.8 **Chase Drive/Sam's Club from Chase Drive to West Mountainview Road.** Construct a non-residential street with two lanes, a sidewalk, and multi-purpose trail.

State Funded Priorities

- State Funded Priority 3.4.1 North Roan Street/Kingsport Highway from Boones Creek Road to Bobby Hicks Highway (SR 75). In order to accommodate the projected traffic growth, expand this 4.1-mile section of roadway to four lanes with a center turning lane.
- State Funded Priority 3.4.2 Bristol Highway from High Point Drive to SR 381. Widen to five lanes in order to have a continuous 5-lane roadway which would better facilitate traffic flow.
- State Funded Priority 3.4.3 Veterans Administration Access Road. Construct a new entrance into the VA from the intersection of West Market Street and Indian Ridge Road. The proposed road would be two lanes with sidewalks along both sides.
- State Funded Priority 3.4.4 SR-75. In order to accommodate the projected traffic growth, expand this 4.1-mile roadway to four lanes with a center turning lane from the Kingsport Highway SR-36 to the Tri-Cities Regional Airport.
- State Funded Priority 3.4.5 Triangle Intersection (N. Roan Street, Browns Mill Road, Princeton Road, Broyles Drive). Realign intersection to provide greater separation with the traffic signals and improve traffic flow.
- State Funded Priority 3.4.6 Watauga Road from Broadway Street east to the city limits. Improving this 3.65-mile section of roadway is necessary to accommodate existing and projected commercial and industrial traffic.
- State Funded Priority 3.4.7 Boones Creek Road (SR 354) from I-26 to Jonesborough’s city limits. Improve this 6.3-mile roadway to four lanes with a median, bike lanes, and a sidewalk.
- State Funded Priority 3.4.8 Okolona Road Realignment. In order to improve traffic flow and to help facilitate economic development realign the intersection of Okolona Road with the I-26 off ramp.

Federally Funded Priorities

- Federally funded Priority 3.4.1 Interstate 26 from University Parkway to the Sullivan County line. Widen to six lanes to better accommodate anticipated traffic growth.
- Federally Funded Priority 3.4.2 Boones Creek Road/I-26 Interchange Improvements. This rural interchange needs to be upgraded

Major Thoroughfare Plan -----

in order to handle the commercial traffic developing around the interchange.

Federally Funded Priority 3.4.3 Suncrest Drive/I-26 Interchange Improvements. This rural interchange needs to be upgraded in order to better handle the traffic developing around the interchange.

Federally Funded Priority 3.4.4 University Parkway/I-26 Interchange. Reconstruct the interchange to an urban diamond or free flow clover leaf intersection to accommodate existing and future traffic.

Federally Funded Priority 3.4.5 Downtown/State of Franklin Interchange. Relocate the current Main St/ Market St. interchange to align with State of Franklin Road. This will improve traffic flow through the downtown.

Federally Funded Priority 3.4.6 Ford Creek Road/I-26 Interchange. In order to help facilitate the development of industrial land along Ford Creek Road and to help alleviate traffic generated by such development construct a full interchange.

Other Long-Term Improvements

The following is a list of public road improvements necessary to correct hazardous conditions, alleviate existing and future traffic problems, improve the street network, and to meet long-term growth needs. The timing of these projects is dependent upon from the impacts of development along these roadways.

Long-Term Improvement 3.4.1 South Roan Street. Widen South Roan Street 2.4 miles from the railroad overpass to the city limits to three lanes with sidewalks.

Long-Term Improvement 3.4.2 Buffalo Road. Widen Buffalo Road from Lafe Cox Drive to South Roan Street to better accommodate existing traffic volumes.

Long-Term Improvement 3.4.3 I-26 Frontage Road. Construct a frontage road that parallels I-26 from Ford Creek Road to Ford Lane.

Long-Term Improvement 3.4.4 I-26 Frontage Road. Construct a frontage road that parallels I-26 from Suncrest Drive to Ford Old Stage Road. Construct a non-residential street with two lanes, a sidewalk, and multi-purpose trail.

Long-Term Improvement 3.4.5 Hopper Road Improvement. Reconstruct Hopper Road from West Market Street to Indian Ridge Road to an improved two-lane road with sidewalks.

Long-Term Improvement 3.4.6 McInturff Lane. Extend McInturff Lane to connect with the new Hopper Road extension.

Major Thoroughfare Plan -----

Long-Term Improvement 3.4.7 Timberlake Road. Reconstruct Timberlake Road from the Bristol Highway to Carroll Creek Road to improve hazardous conditions and to improve traffic flow.

Long-Term Improvement 3.4.8 Claude Simmons Road from Knob Creek Road to Market Street and Headtown Road from Claude Simmons Road to Market Street (Jackson Blvd.). Improve the existing two-lane road to address traffic and safety concerns.

Long-Term Improvement 3.4.9 College Heights/Seminole Drive. Widen the pavement and improve this existing two-lane roadway to include sidewalks on one side.

Long-Term Improvement 3.4.10 Pickens Bridge Road/Piney Flats Road. Improve Pickens Bridge Road from North Roan Street to the Bristol Highway. Improve Piney Flats Road from the Bristol Highway to Watauga Road.

Other Needed Improvements

Other Improvement 3.4.1 North State of Franklin Road (SR 381) from I-26 to Sunset Drive. Improve traffic management system by installing improved signalization and fiber optic upgrades.

Other Improvement 3.4.2 Knob Creek Road/Underpass. Improve Knob Creek Road from State of Franklin Road to Claude Simmons Road. Reconstruct railroad tunnel or build a bridge over railway to better facilitate traffic flow.

Other Improvement 3.4.3 West Market Street from John Exum Parkway west to the city limits. Improve traffic management system by installing improved signalization and fiber optic upgrades.

Other Improvement 3.4.4 State of Franklin Frontage Roads. Construct a pair of frontage roads. These roads would connect Med-Tech Parkway to Oakdell Court on the east and Market Place Boulevard and Sunset Drive on the west and provide access to several land-locked parcels.

Other Improvement 3.4.5 Downtown Loop. Install landscape medians and on-street parking along the Downtown Loop from State of Franklin Road .3 miles to North Roan Street.

Other Improvement 3.4.6 Fairridge Road Tunnel Replacement. Reconstruct railroad tunnel to better facilitate traffic flow in this developing area and to better accommodate fire safety vehicles.

Major Thoroughfare Plan -----

- Other Improvement 3.4.7 Carroll Creek Road Tunnel Replacement. Reconstruct railroad tunnel to better facilitate traffic flow in this developing area and to better accommodate fire safety vehicles.
- Other Improvement 3.4.8 Plymouth Road. Widen Plymouth Road from Rocky Top Road to Pilgrim Court to two or three lanes with sidewalks.
- Other Improvement 3.4.9 Old Gray Station Road. Widen pavement and improve hazardous intersection from Bobby Hicks Highway to North Roan Street.
- Other Improvement 3.4.10 Shadden Road. Widen pavement and improve hazardous intersection from Suncrest Drive to Highland Church Road.
- Other Improvement 3.4.11 Cherokee Road from Lone Oak Road southwest to the city limits. Improve roadway to better accommodate existing and projected traffic volumes.
- Other Improvement 3.4.12 Greenwood Drive from Jack Vest to Lone Oak Road. Improve to 2 lanes with turn lanes at intersections and major developments.
- Other Improvement 3.4.13 Main Street from State of Franklin Road to Iris Glen. Improve to 2 lanes with turn lanes at intersections and reconstruct the Broadway intersection to improve safety and traffic flow.

GOAL, POLICIES, AND ACTIONS

Goal:

“To promote safe and efficient traffic flow in and around Johnson City.”

- Policy 3.4.1** It is the policy of the city to classify streets according to their function so that streets are designed according to their intended use.
- Policy 3.4.2** It is the policy of the city to create a street network to better disperse traffic throughout the city. This network shall consist of freeways, arterials, collectors, and major local streets.
- Policy 3.4.3** It is the policy of the city to construct and maintain an arterial street system to improve major cross-town traffic flow and the flow into and out of the major commercial corridors.

Policy 3.4.4 It is the policy of the city to construct and maintain a collector street system to provide improved access within major residential areas and to the arterial street system.

Policy 3.4.5 It is the policy of the city to construct and maintain a highway network to improve traffic circulation in and through the city and region.

Policy 3.4.6 It is the policy of the city to construct and maintain a residential street system designed to promote safety and convenience for those living along these streets.

Policy 3.4.7 It is the policy of the city to require future arterial and collector streets to be designed with crosswalks and sidewalks for pedestrian use and safety.

Policy 3.4.8 It is the policy of the city to identify hazardous street segments or intersections, rank them in priority for improvement, and provide improvements within the limits of financial resources.

Policy 3.4.9 It is the policy of the city to establish criteria identifying the location and design of private drives and public streets as well as indicate which types of development each street type is considered the most appropriate.

Policy 3.4.10 It is the policy of the city to participate in a context sensitive solution process to involve the public in the design of new roads or the major road redesign or improvement of existing roads in order to ensure a high quality and safe roadway which meets the desires of the community.

Policy 3.4.11 It is the policy of the city to review site plans and subdivision plats to ensure logical street extensions through the provision of street stubs.

Policy 3.4.12 It is the policy of the city to protect the capacity of major roadways by controlling access.

This policy is to be implemented by the following actions:

Action 3.4.12.1 Regulate the number of curb cuts to properties along collector and arterial streets in order to protect the street's function and safety.

Action 3.4.12.2 Require the construction of deceleration lanes to enter commercial and industrial properties along collector and arterial streets.

Policy 3.4.13 **It is the policy of the city to construct sidewalks along new streets and when major improvements occur.**

This policy is to be implemented by the following actions:

Action 3.4.13.1 *Construct new sidewalks as part of any major street improvement.*

Action 3.4.13.2 *Require sidewalks as part of all new street construction projects.*

Policy 3.4.14 **It is the policy of the city to maintain continual coordination between the transportation element and other elements of the Comprehensive Plan to aid in proper planning, and coordinated capital improvements programming.**

Policy 3.4.15 **It is the policy of the city to monitor traffic volumes, levels of service, safety, and land platting on an on-going basis in order to anticipate needed improvements to the local transportation system.**

Policy 3.4.16 **It is the policy of the city to maintain close communication with county, regional, state, and neighboring local units of government in order to promote roadway system continuity and uniformity across and beyond its boundaries.**

Policy 3.4.17 **It is the policy of the city to work closely with the Johnson City Metropolitan Transportation Planning Organization to secure and coordinate the allocation of state and federal funding in the area.**

Policy 3.4.18 **It is the policy of the city to investigate the development and implementation of impact fees to help defray the cost of needed traffic improvements.**

ECONOMIC DEVELOPMENT ELEMENT -----

INTRODUCTION



The goals of economic development will help guide and provide direction for Johnson City decision-makers in the years to come. Economic development occurs when more goods and services and better quality products are produced per person because of new technologies, new companies, and better-trained workers. The keys to this greater productivity are innovation, creativity, and public and private investment. The private sector is the primary source of economic activity, but the public sector plays an important role particularly in the areas of education and the provision of the necessary infrastructure.

AGENCIES RELATED TO ECONOMIC DEVELOPMENT

While national forces play a part in business location decisions, state and local factors including tax structure and laws, incentives, regulations, and the presence of infrastructure typically play an even more significant role. The following, is an inventory of business resources/incentives at the local, state, and federal levels.

Local Level

1. Economic Development Board;
2. First Tennessee Development District;
3. Foreign-Trade Zone/ Tri-Cities Regional Airport;
4. Innovation Laboratory-East Tennessee State University;
5. Johnson City Development Authority;
6. Johnson City Power Board;
7. Johnson City/Jonesborough/Washington County Chamber of Commerce;
8. Med Tech Business Park;
9. Tennessee Small Business Development Center; and
10. Tri - Cities Economic Development Alliance.

Local programs

1. Business Incubator (ETSU);
2. Revolving Loan Funds;
3. Tax Increment Financing (TIF).

State Level Programs

1. Appalachian Regional Commission Program;
2. Community Development Block Grants-(CDBG);
3. Enterprise Demonstration Project (EDP);
4. Fast-Track Infrastructure Program;
5. Fast-Track Training Services Program; and
6. Small Business Energy Loan Program.

Federal Level Programs

1. Rural Business and Cooperative Development Loans;
2. Small and Minority Owned Telecommunications Business Assistance Program;
3. Small Business Administration (SBA) Loan Guaranty Programs;
4. Tennessee Valley Authority Economic Development Investment Funds;
5. U.S. Small Business Administration 504 Loan Program; and
6. U.S. Small Business Administration Micro-Loan Program.

REGIONAL APPROACH TO ECONOMIC DEVELOPMENT

The following goals and policies reflect a regional approach to the economy, given that the economies of the region and city are inherently linked.

Regional Goal 4.1 Diversify the economy and broaden the tax base

The importance of a diverse economy should not be overlooked. Similar to the philosophy of investment brokers, putting all your resources in one category puts your investment in jeopardy. The same principles apply in local markets; a well-diversified economy will better sustain economic shifts, and will be more suitable to provide for a healthy economic base. Therefore, having a well-diversified economy likewise diversifies the tax base, which will provide the local economy with a sense of stability. It is also relevant to mention the importance of determining focus areas of a market, and recognition of niche markets to target in business recruitment. This philosophy will help strengthen these “cluster” markets, and in return increase local economic return.

Regional Goal 4.2 Increase per capita income for Johnson City residents

As Johnson City achieves relatively low levels of unemployment in an era of fairly strong economic growth, Johnson City decision-makers need to think increasingly about the quality of jobs rather than quantity, more about becoming prosperous rather than simply getting bigger (e.g., more jobs and people). Most metro economies, even big ones, still see getting bigger as the main goal of economic development.

Regional Goal 4.3 Enhance employment opportunity for young adults that offer higher quality jobs, along with greater range and selection of careers.

Johnson City, much like many mid-sized American cities, loses a significant portion of the young workforce to larger metropolitan markets every year. Therefore, it is vital to retain young professionals in Johnson City, and ensure quality employment can be found in the regional market. Likewise, it is important to attract a young workforce. Research has proven young adults tend to foster a more creative, and enthusiastic business climate.

Regional Goal 4.4 Improve and protect the natural and built environment as assets that attract economic development opportunities and enhance Johnson City’s quality of life.

The importance of the city’s high quality of life as a contributor to a favorable business climate is likely to influence business decisions on where to locate. Good schools, good infrastructure and public services, high quality neighborhoods, an attractive community appearance, natural environment, a variety of recreational opportunities, clean air and water all assist in attracting both business and residents. These attributes serve as economic development tools and must be protected in order to continue to function as attractions to potential businesses and residents.

In achieving these broader goals, four primary target sectors will be the focus:

Target Sector 4.1 Healthcare/Medical/Technology/Education

Educational institutions such as East Tennessee State University’s medical college and pharmacy school can provide the region with the ability to train and re-train the workforce to meet current and future market demands. The healthcare market includes the Veterans Administration Hospital, Johnson City Medical Center, Mountain States Health Alliance and MedTech Park. With this foundation, it is pertinent to continue as an emerging market in the Medical/Healthcare industry. The healthcare industry is known for providing employees with good paying jobs, an industry that is environmentally friendly, and one that is virtually recession proof.

Target Sector 4.2 Downtown Revitalization

It is the goal to return Downtown Johnson City into a mixed-use vibrant community where people have the opportunity to live, work, and enjoy themselves. For the Downtown to succeed, the historic core of the city must be viewed within the context of the region, serving the needs of residents, businesses, and visitors by offering unique uses in the areas of culture, entertainment, housing, retail, and professional and governmental services.

Target Sector 4.3 Manufacturing

Now is the time when the city needs to look to the past in order to see into the future. The city must retain its heritage in manufacturing while staking its claim to the technologies of the future. By transitioning into a modern, technology-based manufacturing economy, the city will build, make, and export the products of tomorrow which will provide a legacy of jobs and opportunity for generations to come.

Target Sector 4.4 Tourism

It is apparent that East Tennessee and surrounding areas (Southwest Virginia and Western North Carolina) are home to many tourist-related destinations. Therefore, it is important to market tourism as a region and not as separate destinations of interest. The region has the ability to attract people with diverse interests and backgrounds, and in a collaborative effort throughout the Tri-cities the city should support efforts to market tourism as a regional endeavor.

Employment

In Johnson City, the largest employers include health care providers, educational institutions, and public agencies. Table 11 depicts the ten largest employers in Johnson City. These ten employers account for 75 percent of all jobs among Johnson City’s major employers.

Table 11: Ten Largest Employers, Johnson City, 2005

Employer	Number of Jobs
Mountain States Health Alliance	3,541
East Tennessee State University	1,990
CITI Commerce Solutions	1,700
James H. Quillen VA Medical Center	1,259
American Water Heater Company	1,194
Cingular Wireless	895
Johnson City School System	851
City of Johnson City	843
Superior Industries International	540
Frontier Health	500
Source: Johnson City Economic Development Board, 2005	
Note: As reported by individual company during 2005	

Industrial Land Constraints

High land costs, difficult topography, and limited land availability will constrain significant development of new industrial facilities in Johnson City. According to local sources, there is limited industrial land available for new development. Most industrial uses will seek inexpensive land (typically valued below \$30,000 per acre) and Johnson

City cannot deliver new land parcels at competitive prices. While the areas to the east and south may offer inexpensive land, steep slope issues will increase development costs prohibitively. Conversely, while milder slopes are available to the north and west, land prices in these areas generally exceed \$50,000 per acre.

Given the constraints on new industrial construction, industrial development will rely primarily on expansions to existing facilities and redevelopment of existing areas. According to local experts, some -- but not all -- of the existing companies have sufficient land to accommodate expansions. As internal growth continues, some of these businesses may eventually seek new locations where relatively flat, inexpensive land is available. Map 9 illustrates the industrial-zoned parcels' status in 2005.

GOALS, OBJECTIVES, POLICIES, AND ACTIONS

Goals:

“Diversify the economy and broaden the tax base.”

“Increase per capita income for Johnson City residents.”

“Enhance employment opportunities for young adults that offer higher quality jobs, along with greater range and selection of careers.”

“Improve and protect the natural and built environment as assets that attract economic development opportunities and enhance Johnson City’s quality of life.”

In addition, four primary market sectors were identified which are to be supported and emphasized:

Market Sector 4.1	Healthcare/Medical/Technology/Education.
Market Sector 4.2	Downtown Revitalization.
Market Sector 4.3	Manufacturing.
Market Sector 4.4	Tourism.

The Economic Development Element is a collection of adopted policies and actions designed to achieve the identified goals and promote the primary market segments. Policies and actions that are more general and that do not relate directly to a specific market segment are listed first (Policies 4.1.1 through 4.1.20 are reflective of Goals 1-4). Those policies and actions that relate to specific market segments are grouped together by market segment.

Economic Development Element -----

Policy 4.1.1 **It is the policy of Johnson City to support business investments that provide economic and employment opportunities for all residents (with reasonable time and resources provided).**

This policy is to be implemented by the following action:

Action 4.1.1.1 *Provide infrastructure and reliable city services to all businesses in the Urban Service Area (USA) that promote employment opportunities.*

Policy 4.1.2 **It is the policy of Johnson City to support efforts in business retention that will help retain companies and promote their expansion.**

This policy is to be implemented by the following action:

Action 4.1.2.1 *Support the Economic Development Board, the Johnson City Development Authority, Work Force Development focus group, and the Chamber of Commerce in conducting periodic surveys of local businesses to understand existing strengths and concerns, to take a proactive approach to providing assistance, and to offer solutions to their needs.*

Policy 4.1.3 **It is the policy of Johnson City to encourage entrepreneurship development.**

This policy is to be implemented by the following actions:

Action 4.1.3.1 *Support future efforts in incubator programs that provide start-up businesses a higher success rate.*

Action 4.1.3.2 *Ensure that zoning regulations continue to support home-based business in residential districts.*

Policy 4.1.4 **It is the policy of Johnson City to maintain a balanced tax system that is competitive for business and residential investment.**

This policy is to be implemented by the following actions:

Action 4.1.4.1 *Review the city tax structure annually to ensure it is competitive compared to the Tri-cities region, state, and federal tax structures.*

Action 4.1.4.2 *Consider taxed-based incentive programs to attract businesses.*

Policy 4.1.5 **It is the policy of Johnson City to support the Economic Summit and its focus groups.**

This policy is to be implemented by the following actions:

Action 4.1.5.1 *Support focus group efforts in creating successful websites that will provide citizens, businesses, and public officials' information.*

Economic Development Element -----

Action 4.1.5.2 Provide staff support, facility access, and financial assistance if deemed appropriate.

Policy 4.1.6 It is the policy of Johnson City to maintain cooperative working relationships with local, regional, statewide, and federal organizations that pursue economic development activities consistent with the goals and objectives of this Element.

This policy is to be implemented by the following actions:

Action 4.1.6.1 Continue to research and pursue federal and state grants that will benefit the city.

Action 4.1.6.2 Support organizations involved in regional economic development efforts such as the Economic Development Board, the Chamber of Commerce, the Industrial Development Alliance, and others associated with economic development activities.

Policy 4.1.7 It is the policy of Johnson City to ensure seamless, professional teamwork among local economic development related organizations.

This policy is to be implemented by the following action:

Action 4.1.7.1 Encourage representatives from organizations such as: the Economic Development Board, Johnson City Development Authority, Johnson City Chamber of Commerce, Johnson City Power Board, Tri-Cities Airport Commission, First Tennessee Development District, Med Tech Park, Tennessee Small Business Development Center, and Innovation Park to meet quarterly to ensure increased communication and coordination between organizations.

Policy 4.1.8 It is the policy of Johnson City to maintain its position as a regional retail center.

This policy is to be implemented by the following action:

Action 4.1.8.1 Identify locations that are ideal for retail development that will be implemented through the city's zoning regulations, and other necessary actions to provide needed infrastructure.

Policy 4.1.9 It is the policy of Johnson City to develop and nurture visionary leadership within the community.

This policy is to be implemented by the following actions:

Economic Development Element -----

Action 4.1.9.1 *Encourage citizens to participate in the local decision-making process, through appointments on a variety of committees and groups.*

Action 4.1.9.2 *Support actions such as, the Citizens Police Academy, Chamber Leadership 20/15, Economic Summit, and Johnson City 101.*

Policy 4.1.10 **It is the policy of Johnson City to encourage high-speed telecommunications access to both businesses and households.**
This policy is to be implemented by the following actions:

Action 4.1.10.1 *Partner with telecommunication providers to install fiber optic cable to promote connectivity.*

Action 4.1.10.2 *Ensure that wireless telecommunication receivers can be located in strategic places.*

Action 4.1.10.3 *Work with high-speed telecommunication companies to provide reasonably priced services to citizens.*

Policy 4.1.11 **It is the policy of Johnson City to support efforts by organizations that attract quality business and industry into the area.**
This policy is to be implemented by the following actions:

Action 4.1.11.1 *Support the Economic Development Board in recruiting business and industry that will assist in raising the city's per capita income.*

Action 4.1.11.2 *Encourage business recruitment that is based on Johnson City's future economic development goals and target market sectors.*

Action 4.1.11.3 *Encourage the recruitment of businesses that can grow under the market assets Johnson City can provide.*

Policy 4.1.12 **It is the policy of Johnson City to align education and workforce development to business needs to ensure that the educational system is providing the skills that are essential in the local, regional and global economy.**
This policy is to be implemented by the following actions:

Action 4.1.12.1 *Ensure, through the Johnson City school system, that students are educated in programs that are relevant to the local and regional workforce needs, and that the system will provide students with marketable skills.*

Action 4.1.12.2 *Examine the K-12 educational curriculum in the Johnson City School System to ensure students are educated in fields that are applicable to our local economy.*

Economic Development Element -----

Action 4.1.12.3 Encourage local colleges and universities to form partnerships with local businesses to ensure workforce development needs are being met with educated employees.

Action 4.1.12.4 Partner with state and local economic development organizations to assess workforce education needs and to create an action plan accordingly.

Policy 4.1.13 It is the policy of the city to support beautification projects that enhance arterial gateways into Johnson City.

This policy is to be implemented by the following actions:

Action 4.1.13.1 Concentrate beautification projects in the following areas:

- A. West Market Street (U.S. 11 E);*
- B. I-26 Perimeter green areas;*
- C. I-26 medians;*
- D. SR 67 (University Parkway);*
- E. SR 36 (Kingsport Highway);*
- F. Bristol Highway;*
- G. Boones Creek Road; and*
- H. SR 75 (Suncrest Drive/Bobby Hicks Highway).*

Action 4.1.13.2 Encourage the participation of local civic clubs, garden clubs, businesses, and individuals in gateway beautification projects.

Action 4.1.13.3 Provide continuing maintenance for beautification projects on city rights-of-way.

Policy 4.1.14 It is the policy of Johnson City to strengthen the city’s image and attractiveness by improving the appearance of the landscape and signage at entries to the city on major arterial roads.

This policy is to be implemented by the following action:

Action 4.1.14.1 Place gateway signage at the following gateways into Johnson City:

- A. Interstate 26;*
- B. West Market Street (US 11E);*
- C. Bristol Highway;*
- D. Kingsport Highway;*
- E. Milligan Highway; and*
- F. Boones Creek Road.*

Policy 4.1.15 It is the policy of Johnson City to support efforts in maintaining scenic open space that is attractive to both local residents and visitors.

This policy is to be implemented by the following actions:

Economic Development Element -----

Action 4.1.15.1 *Continue to support policy that encourages infill development, through the Urban Service Area or Urban Growth Boundary as identified in the Land Use Element.*

Action 4.1.15.2 *Allow only low-impact development along ridge tops as identified in the Land Use Element.*

Policy 4.1.16 **It is the policy of Johnson City to provide a well-maintained environment, which will enhance public property in Johnson City.**

This policy is to be implemented by the following action:

Action 4.1.16.1 *Retain a high level of maintenance of roads, sidewalks, city parks, municipal buildings, and other city properties. The continued maintenance and upkeep of city property should be outlined in the city's annual budget.*

Policy 4.1.17 **It is the policy of Johnson City to provide a well-maintained environment for all residents, which will enhance private property in Johnson City.**

This policy is to be implemented by the following actions:

Action 4.1.17.1 *Update codes and regulations that will prohibit nuisances on private property such as:*

- A. Ensure property owners maintain overgrown lots;*
- B. Prohibit trash on lots; and*
- C. Removal of junk cars.*

Action 4.1.17.2 *Encourage neighborhood groups to take an active role in partnering with the city to determine concerns of a neighborhood.*

Policy 4.1.18 **It is the policy of Johnson City to ensure that the Economic Development Element is reviewed regularly so it remains competitive and can respond to changes in the market.**

This policy is to be implemented by the following action:

Action 4.1.18.1 *The Johnson City Regional Planning Commission, with assistance from the Planning Department Staff should review the Economic Development Element of the Comprehensive Plan in conjunction with Economic Development Board goals and objectives on a periodic basis to ensure the Plan is current and relevant to existing conditions and events.*

Policy 4.1.19 **It is the policy of Johnson City to develop a market specific action plan for the forward progress of economic development in Johnson City.**

Economic Development Element -----

This policy is to be implemented by the following actions:

- Action 4.1.19.1* *Contract with a consultant to study the economic climate in Johnson City and the region to determine the future direction of the local and regional economy, the future of the Med Tech corridor, and the impact of I-26 on the city's economic future.*
- Action 4.1.19.2* *Formulate an incentive program to recruit prospective businesses (as outlined in the consultant's study) that have the potential to expand in the local economy.*
- Action 4.1.19.3* *Consider a FastTrack program to the permitting and review process of new development.*
- Action 4.1.19.4* *Recruit businesses on a regional, national and global scale that are conducive to the local economy.*

Policy 4.1.20 **It is the policy of Johnson City to promote the growth of retail sales within the city.**

This policy is to be implemented by the following actions:

- Action 4.1.20.1* *Identify suitable commercial sites that are adequate to meet anticipated demands.*
- Action 4.1.20.2* *Promote convenience oriented retail that is proximate to residential neighborhoods.*
- Action 4.1.20.3* *Design commercial developments to encourage pedestrian activity with provisions for sidewalks and streetscape amenities, and for pedestrian access to other nearby shopping facilities and residential areas.*

Healthcare/Medical/Technology/Education

Policy 4.2.1 **It is the policy of Johnson City to support efforts to expand the Medical/Healthcare Industry to become a stronger regional market.**

This policy is to be implemented by the following actions:

- Action 4.2.1.1* *Maintain the Med Tech corridor study to ensure it is consistent with local trends and objectives.*
- Action 4.2.1.2* *Support the continuing development initiatives directed at strengthening and enhancing the Med Tech corridor.*
- Action 4.2.1.3* *Identify sufficient land for the Medical- Healthcare industry (refer to the Land Use Element).*
- Action 4.2.1.4* *Support the implementation of the Innovation Park Master Plan.*
- Action 4.2.1.5* *Continue to support the Millennium Centre.*

Economic Development Element -----

Action 4.2.1.6 Continue to support the Med Tech Park.

Policy 4.2.2 It is the policy of Johnson City to support initiatives from the Tennessee Valley Corridor that will grow Bio-technical markets in the region.

This policy is to be implemented by the following actions:

Action 4.2.2.1 Support efforts that will promote the Healthcare / Medical / Technology cluster.

Action 4.2.2.2 Encourage regional support in the Healthcare / Medical / Technology sector as new enterprises are started, or when businesses re-locate or expand.

Policy 4.2.3 It is the policy of Johnson City to support continuing educational opportunities that enhance the Healthcare / Medical / Technology / Education market cluster.

This policy is to be implemented by the following actions:

Action 4.2.3.1 Provide continued support to the Pharmacy School at ETSU.

Action 4.2.3.2 Promote other workforce development and educational opportunities that may arise in the Healthcare / Medical / Technological / Education cluster.

Policy 4.2.4 It is the policy of Johnson City to encourage programs that integrate physical activities into citizen's daily routines and support policies that enhance bicycling and walking into community design.

This policy is to be implemented by the following actions:

Action 4.2.4.1 Support programs that promote daily physical activity in schools and the workplace.

Action 4.2.4.2 Continue to promote a more walk-able community through improved sidewalk facilities and develop a more comprehensive bikeway/greenway network.

Action 4.2.4.3 Encourage local employers to promote and/or include physical activity in employees' daily regimen and to encourage smoke-free work areas.

Downtown Revitalization

Policy 4.3.1 It is the policy of Johnson City to support incentive programs in downtown that will offer businesses a more competitive edge to stay and expand.

This policy is to be implemented by the following actions:

Economic Development Element -----

Action 4.3.1.1 Support future programs that will entice development throughout downtown.

Action 4.3.1.2 Support future enhancement opportunities to continue downtown improvements.

Action 4.3.1.3 Provide necessary infrastructure to downtown businesses.

Policy 4.3.2 It is the policy of Johnson City to support the Johnson City Development Authority (JCDA) in its efforts to revitalize downtown.

This policy is to be implemented by the following actions:

Action 4.3.2.1 Support the JCDA in establishing a Tax Increment Financing (TIF) Program in the downtown.

Action 4.3.2.2 Provide support to the Johnson City Development Authority in maintaining the designation of the Tennessee Main Street Program.

Action 4.3.2.3 Support the JCDA in its efforts in working with local colleges and universities to bring academic programs into the downtown where space is available.

Action 4.3.2.4 Support the JCDA to continue applying and implementing Transportation Enhancement Grants to improve and enhance the streetscape.

Action 4.3.2.5 Complete the downtown flood study and implementation programs to help existing businesses, and encourage future businesses to re-locate in a flood safe district.

Policy 4.3.3 It is the policy of Johnson City to support the creation of welcome signs identifying the downtown district.

This policy is to be implemented by the following action:

Action 4.3.3.1 Place signs at these entry and exit points.

Point 4.3.3.1.1 State of Franklin Road.

Point 4.3.3.1.2 West Main Street.

Point 4.3.3.1.3 North Roan Street.

Point 4.3.3.1.4 Buffalo Street.

Point 4.3.3.1.5 South Roan Street.

Point 4.3.3.1.6 Water Street.

Point 4.3.3.1.7 East Market Street.

Policy 4.3.4 **It is the policy of Johnson City to support the integration of a pedestrian friendly streetscape and enhance safety throughout the downtown.**

This policy is to be implemented by the following actions:

Action 4.3.4.1 *Encourage the following actions: pedestrian friendly crosswalks, increased green-space, planting of more trees, aesthetically pleasing sidewalks.*

Action 4.3.4.2 *Increase efforts to promote a safer downtown. Examples are, but not limited to: increased police presence and increase lighting in areas of poor visibility.*

Policy 4.3.5 **It is the policy of Johnson City to support infill development in areas where infrastructure is provided.**

This policy is to be implemented by the following actions:

Action 4.3.5.1 *Promote tax incentive programs (currently establishing a TIF).*

Action 4.3.5.2 *Encourage the use of Federal Tax Incentives for the restoration of historic buildings.*

Policy 4.3.6 **It is the policy of Johnson City to support and encourage local colleges and universities to incorporate university level programs as part of their presence in the downtown.**

This policy is to be implemented by the following action:

Action 4.3.6.1 *Support JCDA's efforts in working with local colleges and universities to bring specific academic programs and uses into the downtown where space is available. Advantages of locating downtown may offer benefits to specific programs or classes such as; geographic location, space available for classes, or displaying projects and a market to support student services.*

Policy 4.3.7 **It is the policy of Johnson City to support events that encourage visitors to the downtown.**

This policy is to be implemented by the following actions:

Action 4.3.7.1 *Continue to support existing events such as the Blue Plum Festival, First Fridays, UMOJA/Unity Festival, and new downtown events that may be created in the future.*

Action 4.3.7.2 *Continue to encourage county office use and activities in the downtown area.*

Manufacturing

Policy 4.4.1 **It is the policy of Johnson City to support the Economic Development Board in recruiting environmentally friendly industry and manufacturing into Johnson City.**

This policy is to be implemented by the following action:

Action 4.4.1.1 *Recruit industry on a national and global level.*

Policy 4.4.2 **It is the policy of Johnson City to ensure development & location of adequate sites for industrial use at designated locations that can be readily accessed, served with utilities, and free of major environmental constraints.**

This policy is to be implemented by the following actions:

Action 4.4.2.1 *Partner with the Economic Development Board to delineate sites suitable for “clean” industrial growth and attraction.*

Action 4.4.2.2 *Coordinate efforts to develop sites for industrial activities, such as industrial parks through land use policies and zoning regulations.*

Policy 4.4.3 **It is the policy of Johnson City to work with other levels of government and with the private sector to support and encourage the clean-up of contaminated soil and other environmental remediation associated with the re-use or expansion of industrial sites.**

This policy is to be implemented by the following actions:

Action 4.4.3.1 *Coordinate partnerships with local and state government and others to determine where contaminated sites may exist in Johnson City.*

Action 4.4.3.2 *Form partnerships to clean-up and remediate all contaminated sites.*

Policy 4.4.4 **It is the policy of Johnson City to work on a regional basis to address the problems of site assembly, infrastructure improvements, and traffic congestion, which may inhibit industrial expansion.**

This policy is to be implemented by the following actions:

Action 4.4.4.1 *Form partnerships with adjacent municipalities to solve problems with site development and its long-term effects.*

Action 4.4.4.2 *Support efforts in recruiting industry on a regional level.*

Policy 4.4.5 **It is the policy of Johnson City to continue collaboration with both regionally-focused and citywide organizations represent-**

ing industrial interests so that the needs and perspectives of this sector can be recognized and incorporated, as appropriate, into the city’s actions and decisions.

This policy is to be implemented by the following action:

Action 4.4.5.1 Continue to encourage organizations such as the Economic Development Board to work with local and regional organizations that represent industrial interests.

Policy 4.4.6 It is the policy of Johnson City to support business retention and expansion and work to retain existing industries in Johnson City.

This policy is to be implemented by the following actions:

Action 4.4.6.1 Support efforts in surveying local industries to identify services the city can provide that will benefit the business and the city.

Action 4.4.6.2 Maintain communication with “roundtables” so local government will have an overall understanding of business concerns.

Action 4.4.6.3 Take a more active role in open communication with large employers in Johnson City.

Action 4.4.6.4 Work with local and state governments on programs designed to assist local industry in expansion or modernization efforts.

Action 4.4.6.5 Investigate incentive programs to retain businesses and create growth opportunities.

Policy 4.4.7 It is the policy of Johnson City to encourage clean-up, re-use, and redevelopment of vacant or underutilized industrial sites. Where continued industrial use is no longer viable, re-designation to another land use should be evaluated.

This policy is to be implemented by the following actions:

Action 4.4.7.1 Work with state and federal agencies to identify brown field locations in Johnson City that may be contaminated for development purposes. Partnerships should be formed to ensure site remediation.

Action 4.4.7.2 Utilize federal resources for brown field remediation.

Action 4.4.7.3 Consider rezoning industrial property to a beneficial use if industrial use is no longer viable.

Policy 4.4.8 It is the policy of Johnson City to support the Economic Development Board in creating an all-inclusive list of buildings, that qualify in a grayfield economic development program.

This policy is to be implemented by the following action:

Economic Development Element -----

Action 4.4.8.1 Encourage infill development by taking inventory of vacant buildings in the city that have infrastructure such as: roads, water, sewer, rail service, etc.

Policy 4.4.9 It is the policy of Johnson City to determine locations for warehousing and distribution related sites that are in close proximity to the two major interstates (I-81 and I-26), and that can be readily accessed, served with utilities, and free of major environmental constraints.

This policy is to be implemented by the following action:

Action 4.4.9.1 Locate and zone potential distribution sites that are easily accessible and in close proximity to Interstate 81 and Interstate 26.

Tourism

Policy 4.5.1 It is the policy of Johnson City to support the Chamber of Commerce in a marketing program to encourage tourism in the region.

This policy is to be implemented by the following actions:

Action 4.5.1.1 Continue to provide funding to the Johnson City Chamber of Commerce with such funds earmarked for the promotion of tourism in the area.

Action 4.5.1.2 The Johnson City Chamber of Commerce should explore creating extended stay packages that bring guests to Johnson City. The packages should promote the many attributes of tourist related activities in the region and attract tourists to stay and dine in Johnson City.

Policy 4.5.2 It is the policy of Johnson City to support ETSU in its efforts to locate a museum and education center at the Gray Fossil site.

This policy is to be implemented by the following actions:

Action 4.5.2.1 Provide the necessary infrastructure for the development of the fossil site.

Action 4.5.2.2 Explore the feasibility of locating a visitor center at the Gray Commons facility that would enhance and take advantage of tourism at the Gray Fossil site and other locations in the city and surrounding area.

Policy 4.5.3 It is the policy of Johnson City to become a visitor destination by preserving and enhancing the unique qualities of both rural and urban areas.

This policy is to be implemented by the following actions:

Economic Development Element -----

Action 4.5.3.1 Promote historical and cultural areas such as Tipton-Haynes and Rocky Mount. Property adjacent to these historic sites should be protected to enhance their aesthetics and historical attributes.

Action 4.5.3.2 Discourage development that takes place along ridgelines, to assist in preserving the natural beauty of the area.

Action 4.5.3.3 Promote outdoor activities that are important to our area such as whitewater rafting, fishing, hiking, camping, etc.

Action 4.5.3.4 Promote tourist destinations such as the Storytelling Festival, NASCAR racing, Apple festival, Blue Plum festival, UMOJA/Unity Festival, etc.

Policy 4.5.4 It is the policy of Johnson City to promote the city as a regional youth sports destination.

This policy is to be implemented by the following actions:

Action 4.5.4.1 Continue to fund and support efforts that promote tournaments and athletic events in Johnson City.

Action 4.5.4.2 Strive to become a regional/national attractor of youth sports by building and promoting facilities that will host major tournaments and events.

Action 4.5.4.3 Support ETSU's efforts to host large sporting events in Johnson City.

HOUSING ELEMENT -----

INTRODUCTION

As Johnson City's population continues to grow and expand, the demand for different housing types and styles will also increase. The variety of housing needs must be identified to assist the city in meeting the diversified needs of its growing population.



The range in diversity of the existing housing stock varies from a studio apartment above a store in downtown to apartment complexes, attached condominiums, modest single-family houses, and upscale single-family houses that are predominant on the urban fringe. Each housing style is tailored to the different wants and needs of individuals and families living in them.

The following assumptions identify conditions in the formulation of the Housing Element's recommendations:

1. There exists a need for a variety of housing types within the city;
2. It is the city's responsibility to assist and facilitate housing for those with special needs in a safe and affordable environment;
3. It is the city's responsibility to assist and facilitate housing for all income levels provided in a safe and affordable environment; and
4. The city cannot impose regulations and requirements on developers and builders to construct housing for residents with special needs, but can offer incentives to help assure all these housing needs are met.

HOUSING INVENTORY, CONDITIONS, AND TRENDS

The housing stock in Johnson City has increased from 8,579 dwelling units in 1960 to 25,730 dwelling units in 2000, an overall increase of almost 200 percent (199.9 percent) in 40 years. In comparison, the city population grew at only 85.6 percent from 29,892 in 1960 to 55,469 in 2000. The demand for housing is increasing at a significantly faster rate than the population. The variety of dwelling units include the single-family detached residence, the attached dwelling unit (duplex, condominium, or apartment), and the mobile home. The majority of housing type is the single-family dwelling in Johnson City

comprising 61 percent of the housing inventory (see Table 3). Small multi-family projects (two to four units) make up 11 percent of the housing stock while larger multi-family developments (five or more units) make up 23 percent. Mobile homes comprise the smallest portion of the housing inventory at five percent.

Home Ownership and Vacancy Rates

A majority of the city’s housing stock is owner-occupied; representing 57.9 percent of all occupied units in 2000. This percentage is up slightly from 56.8 percent in 1990, and it reflects a slow downward trend of owner-occupied units from 1960 when the rate was 61.1 percent.

Household Size

Since 1960, the number of persons per household has shown a steady decline from 3.29 persons in 1960 to 2.20 persons in 2000.

Housing Value and Rental Costs

The median rent payment in the city is \$438.00, which is lower than the state average of \$505 and the national average of \$602.00.

Housing Conditions

New dwellings rarely have health and safety concerns since they are designed to meet building code standards and are inspected during construction; however, there are concerns for dwellings constructed prior to building code standards or those that have fallen into disrepair. The first building code standards were adopted in the early 1950s in Johnson City. The number of sub-standard housing units in Johnson City is minimal with residences being renovated through housing redevelopment programs or demolished through public and private actions. The three characteristics that are most commonly used to measure sub-standard housing are: availability of complete plumbing facilities; housing overcrowding; and age of the structure.

Construction Activity

Residential building permits are used as a primary indicator of population growth and development patterns. Between 1994 and 2004, the city annually averaged 225 single-family and 215 multi-family building permits. The average number of residential building permits decreased slightly for multi-family units in the last five years, with an annual average of 225 single-family and 191 multi-family building permits. During 2004, the number of residential building permits was the highest in the period studied with 290 single-family and 254 multi-family building permits for a total of 544.

Subsidized/Assisted Housing Developments

There are families in Johnson City that need assistance in obtaining safe, clean, and affordable housing. The city is fortunate to have several organizations to aid those that need assistance with finding housing. Federal, state, and local funds are used to construct dwelling units for those in need and provide financial assistance. Several organizations with the belief that all citizens deserve safe and decent housing and that are involved in housing assistance programs include: the Johnson City Housing Authority (JCHA), the Johnson City Department of Community and Economic Development, Eastern Eight Community Development Corporation, Habitat for Humanity, Appalachian Service Project, and Fairview Housing.

There are currently 756 dwelling units within the eight housing complexes owned by the JCHA. Dwelling units in the housing complexes range in size from efficiency units to one through five bedroom units. In addition to the housing complexes, the JCHA also has 468 Section 8 vouchers used by both families and individuals.

The Johnson City Department of Community and Economic Development provides assistance to low and moderate-income families to purchase a home using Community Development Block Grant funds (CDBG). The Johnson City Housing Authority and the city’s Community Development Office work together to assist tenants to obtain home ownership with assistance for CDBG down payments and closing costs.

Group Quarters/Special Needs

The largest sector of the population in group quarters is college students living in the dormitories at East Tennessee State University. The Quillen Veterans Administration includes a nursing facility, hospital, and hospices. Frontier Health operates several facilities in the city for those with special needs regarding mental health and those dealing with alcohol and drug dependence. Magnolia Ridge is designed for short-term care for the treatment of drug and alcohol dependence. The Unaka Group Home has recently been changed from a long-term care facility for the mentally challenged to a temporary facility for persons that have completed the program at Magnolia Ridge and also as a shelter for homeless individuals. In addition, Turning Point is being reopened after closing a few years ago as a facility for persons that have completed the program at Magnolia Ridge. The Dawn of Hope assists people with special needs regarding physical and mental challenges. Individuals with special needs receive training and when possible the chance to live on their own, or with minimal supervision. Limited housing (22 units) is currently available to serve the special needs of these individuals and families. The housing is scattered throughout the city and not concentrated in one area. The Eastern Eight Community Development Corporation has been involved with the remodeling of existing housing units and the construction of several houses to assist this special group of the population.

Senior Housing/Nursing Care Facilities

Northeast Tennessee and Johnson City have become attractive areas to locate for the maturing and retirement population. It has been stated that retirees move here due to the availability of medical care, including the VA, the ambiance of the mountains, and the climate. Housing for the mature population includes a variety of types, including independent living facilities, assisted living facilities, nursing homes, and single-family residences.

FUTURE HOUSING DEMANDS

Land Requirements

During the period from 1990 to 2002, the average new subdivision’s lot size was 18,960 square feet. If this trend continues, by 2020 the city will need an additional 1,700 acres of residentially zoned land to accommodate the projected 3,895 single-family units. In addition, it is important to factor in an additional 15 percent for new street construction. This brings the total to 1,950 acres of residential land. The average density of multi-family development over the same time period was approximately 7.1 units per acre. At this density, the city would require an additional 414 acres of multi-family zoned land by 2020 to accommodate the projected growth of 2,940 multi-family units. In summary, the city will need approximately 2,364 acres by 2020 to meet the expected demand for these types of housing.

Retirement/Nursing Care Facilities

Retirement and nursing care facilities are for the mature and aged population and include independent living, assisted living, and nursing homes facilities. Unfortunately, these facilities are being designed and marketed for the middle to higher-income individuals and couples.

Emergency Shelters/Transitional Housing

The Appalachian Regional Coalition on Homeless (ARCH) conducts “Point-in-Time” counts to determine the number of homeless in the region. There is a partnership between ARCH, the state Creating Homes Initiative, and the local Public Housing Authority to increase the available housing for the homeless in Johnson City by 100 beds in 10 years (2002-2013) in both transitional facilities and permanent/permanent supporting housing.

Transitional housing needs for those with drug and alcohol dependency will be met with the conversion of Turning Point and the Unaka Group Home to housing for individuals that have completed treatment at Magnolia Ridge, an alcohol and drug dependence treatment center. Funding at the federal, state, and local levels and private donations are necessary for these facilities to remain open. There are no transitional housing facilities

currently for individuals recently released from prison. With the availability of transitional housing, these individuals will not move directly back into their old neighborhoods. Transitional housing would allow them time and provide direct support to adjust to life outside prison.

Special Needs

The Johnson City Department of Community and Economic Development works with the Dawn of Hope in providing housing for the mentally and physically challenged. Housing for individuals with special needs can be achieved either with new units constructed specifically for residents or by existing housing units which have been renovated.

Boarding and Rooming Houses

The Zoning Ordinance currently permits boarding and rooming housing in the R-3, Medium Density Residential, through the R-6, High Density Residential districts. A boarding and rooming house is defined as having separate bedrooms and bathrooms, but shared common kitchen and living room areas. In Johnson City, a boarding and rooming house can have up to five (5) guest rooms.

Accessory Apartments

Multi-family dwelling units are currently permitted in the medium and high density residential districts including, R-3, R-4, R-5, R-6, RO-1, RO-2, and RP districts. In these medium and high density districts accessory apartments could be permitted as an accessory use and only have to meet the setback requirements of an accessory structure, which requires only a 7.5-foot setback rather than a 30-foot rear setback for a principle structure. The option to allow accessory units above garages should also be considered.

Student Housing

The location of East Tennessee State University, the Quillen Medical School, and the Pharmacy School within Johnson City creates a need for student housing. The R-6, High Density Residential, district was created specifically for housing for college students. Off-campus housing recently constructed along Seminole Drive is designed to rent four-bedroom units to four students that share a kitchen and living room area. This type of student housing is a growing trend in college communities.

Affordable/Value-Oriented Housing

There is no single method that will provide all the affordable housing needed in the city, but a combination of options will assist in increasing opportunities. These include:

1. The creation of the MX-1, Mixed Use Neighborhood district; this district requires that 20 percent of the dwelling units be value-oriented housing.

2. Older existing neighborhoods in the central part of the city should continue to encourage reinvestment in order to remain as viable places where families want to live.
3. Non-profit development organizations such as Eastern Eight Community Development Corporation (CDC), Fairview Housing, Inc., Horizon CDC, Habitat for Humanity, New Homes, Inc., and Appalachian Service Project help to construct and repair housing for those with low incomes.
4. The Johnson City Department of Community and Economic Development uses a portion of its Community Development Block Grant funds to assist low and moderate-income families to acquire better housing.
5. The Building for Johnson City Task Force proposed the following:
 - A. To reduce the cost of water and sewer tap fees on a pro-rated figure for dwellings constructed for low-income families; and
 - B. To reduce building fees for developments constructed for low-income families (dwellings below a set valuation of \$135,000).
6. One way to assist in the creation of affordable housing is to increase the density in residential districts. For example, narrower lots would allow a higher density within a subdivision and can either be clustered within a subdivision or scattered throughout the development.
7. The Federal Government provides tax credits for the construction of affordable rental units within specified blighted census tracts.
8. Another option is to increase the opportunities for mixed-use development through zoning. One example is to allow the location of residential uses on the upper floors of commercial buildings in the B-1, B-4 and B-5 districts.
9. The use of modular housing should be considered by builders when providing housing for low to moderate-income individuals and families.

Improving Existing Substandard Housing

One way to assist in providing affordable housing is to reinvest in the older neighborhoods and renovate existing structures. The older neighborhoods are developed with higher densities and are usually more compact than the newer subdivisions. The existing residential dwellings in the city's older neighborhoods must be maintained in order to provide additional opportunities and options to the expensive up-scale developments on the city's fringe areas.

Map Illustration, Housing Assistance Facilities

Map 7 illustrates the facilities associated with housing assistance located in the city of Johnson City in 2005.

GOAL, OBJECTIVES, AND POLICIES

Goal:

“To promote an adequate and varied supply of decent, safe, sanitary, and affordable housing opportunities to meet the existing and future needs of all residents regardless of age, race, sex, special needs, and economic status.”

OBJECTIVE 5.1 TO FACILITATE THE PRIVATE CONSTRUCTION OF THE HOUSING SUPPLY, INCLUDING ADEQUATE SITES FOR VERY-LOW, LOW, AND MODERATE-INCOME HOUSING, WHICH WILL MEET FUTURE NEEDS AND ADDRESS EXISTING DEFICIENCIES.

Policy 5.1.1 **It is the policy of Johnson City to insure that there are adequate sites available that are zoned to allow a wide range of housing types to accommodate very-low, low, and moderate-income housing needs.**

This policy is to be implemented by the following action:

Action 5.1.1.1 Adhere to the policies of the Land Use Element regarding property designated for residential use.

Policy 5.1.2 **It is the policy of Johnson City to amend the city’s Zoning Ordinance to provide greater housing choices and offer greater incentives for developers to provide affordable housing (such as: MX-1, Mixed Use Neighborhood).**

This policy is to be implemented by the following actions:

Action 5.1.2.1 Amend the Zoning Ordinance to allow a greater range of housing types and residential uses within the same zoning district.

Action 5.1.2.2 Combine similar residential zoning districts and reduce confusion and eliminate redundancy, while encouraging variety in density and housing types.

Policy 5.1.3 **It is the policy of Johnson City to take maximum advantage of federal and state incentive and funding programs in order to create maximum housing opportunities for very low, low and moderate-income households, and other households of special needs.**

This policy is to be implemented by the following action:

Action 5.1.3.1 Provide greater incentives to developers who provide very low, low, and moderate-income housing.

Policy 5.1.4 **It is the policy of Johnson City to ensure that there are adequate sites in residential areas for group homes for the mentally or physically handicapped residents provided they are licensed/certified by the appropriate overseeing state agency.**

This policy is to be implemented by the following action:

Action 5.1.4.1 *Assist organizations that provide housing to special needs individuals and families (Dawn of Hope and Frontier Health) and that the Zoning Ordinance allows for the location of these facilities.*

Policy 5.1.5 **It is the policy of Johnson City to support development of transitional and or assisted housing facilities and associated services for those in need to avoid displacement and homelessness.**

This policy is to be implemented by the following actions:

Action 5.1.5.1 *Assist organizations that provide emergency shelter, transitional housing, and permanent housing to those individuals and families and that the Zoning Ordinance allows for the location of these facilities.*

Action 5.1.5.2 *Provide governmental assistance to organizations that provide the needs of the homeless.*

Policy 5.1.6 **It is the policy of Johnson City to recognize the housing needs for an aging population.**

This policy is to be implemented by the following actions:

Action 5.1.6.1 *Assure that the Zoning Ordinance allows for the location of independent living, assisted living, and nursing home facilities within the city.*

Action 5.1.6.2 *Assist in obtaining financial assistance and incentives for the construction of independent living and assisted living facilities for the very low, low, and moderate-income individuals and families.*

Action 5.1.6.3 *Create a positive environment for the promotion of housing for the aging population for all income levels.*

Policy 5.1.7 **It is the policy of Johnson City to consider amendments to the Zoning Ordinance to encourage affordable housing and mixed-use developments (similar to the MX-1 - Mixed Use Neighborhood district).**

This policy is to be implemented by the following action:

Housing Element -----

Action 5.1.7.1 Allow more efficiency and increase the number of affordable lots, through amending the restrictions on lot size, lot width, and building setbacks as follows:
A. Review lot area, lot width, and setback requirements in the RP districts.
B. Review front and rear yard setbacks in other residential districts.

Policy 5.1.8 **It is the policy of Johnson City to evaluate the city’s fee structures to encourage affordable housing.**
This policy is to be implemented by the following action:

Action 5.1.8.1 Evaluate and adjust the cost of water and sewer tap fees on a pro-rated basis for dwellings constructed for low-income families.
A. Review the building fees for developments for low-income families to encourage development.
B. Review the demolition permit fee for infill construction to facilitate development.

OBJECTIVE 5.2 **TO ENSURE AND PROMOTE THE MAINTENANCE AND IMPROVEMENT OF EXISTING RESIDENTIAL NEIGHBORHOODS AS DESIRABLE PLACES TO LIVE.**

Policy 5.2.1 **It is the policy of Johnson City to develop neighborhood plans that include input from the residents to form a strategy to stabilize and improve each neighborhood. Maintaining existing neighborhoods and making them attractive places to live are critically important to livable neighborhoods.**
This policy is to be implemented by the following action:

Action 5.2.1.1 Develop and implement neighborhood plans in cooperation with neighborhood organizations.

Policy 5.2.2 **It is the policy of Johnson City to promote the rehabilitation of deteriorating or substandard residential properties.**
This policy is to be implemented by the following actions:

Action 5.2.2.1 Increase the variety of incentives for housing rehabilitation through the Department of Community and Economic Development.

Action 5.2.2.2 Assure that all housing found to be substandard, but economically feasible to repair be rehabilitated to increase the availability of standard housing and to ensure that all housing in the city is safe and adequate shelter for its occupants.

Housing Element -----

Action 5.2.2.3 *Assure that when a dwelling unit is demolished that a new dwelling is reconstructed on the lot.*

OBJECTIVE 5.3 **TO INITIATE A CITYWIDE PROGRAM THAT IS DESIGNED TO PROMOTE AWARENESS OF THE PROBLEMS OF HOUSING DETERIORATION, TO IDENTIFY THE PROBLEM AREAS, AND CLOSELY MONITOR THESE AREAS IN ORDER TO ELIMINATE FURTHER DETERIORATION.**

Policy 5.3.1 **It is the policy of Johnson City to identify areas of deteriorating housing and target code enforcement and home rehabilitation/reconstruction programs in those areas.**
This policy is to be implemented by the following action:

Action 5.3.1.1 *Encourage neighborhood organizations to assist the Building Division in the enforcement of city codes and the Zoning Ordinance.*

Policy 5.3.2 **It is the policy of Johnson City to promote the maintenance, protection, and the revitalization of city neighborhoods and residential areas, to encourage the highest quality housing and living environment possible.**
This policy is to be implemented by the following actions:

Action 5.3.2.1 *Recognize, accept, and encourage neighborhood organizations.*

Action 5.3.2.2 *Develop Neighborhood Plans including, but not limited to, such features as infrastructure improvements, health and safety issues, and housing conditions.*

Policy 5.3.3 **It is the policy of Johnson City to ensure safe, sanitary housing through proactive housing code enforcement.**
This policy is to be implemented by the following action:

Action 5.3.3.1 *Aggressively enforce the city’s codes and Zoning Ordinance (i.e. building, yard maintenance, noise, and traffic control).*

OBJECTIVE 5.4 **TO PRESERVE, PROTECT, AND ENHANCE THE EXISTING HOUSING STOCK, INCLUDING HISTORIC STRUCTURES AND SITES.**

Policy 5.4.1 **It is the policy of Johnson City to preserve Johnson City’s historic structures and sites as a way of protecting the past.**
This policy is to be implemented by the following actions:

Action 5.4.1.1 *Protect residential areas from uses and buildings which are out of character and scale with the surrounding neighborhood.*

Housing Element -----

Action 5.4.1.2 *Coordinate with neighborhood organizations to ensure that historic resources in the neighborhood areas are identified, maintained, restored, or renovated.*

Action 5.4.1.3 *Encourage the expansion of existing neighborhood historic conservation districts and review and update the design guidelines for neighborhood districts.*

Action 5.4.1.4 *Determine which historic resources should be protected by local historic or conservation zoning and assist the property owners in achieving local designation.*

Policy 5.4.2 **It is the policy of Johnson City to protect the character of existing neighborhoods through zoning regulations and historic design guidelines enforcement.**

This policy is to be implemented by the following action:

Action 5.4.2.1 *Adhere to the policies of the Historic Preservation Element and the Land Use Element.*

OBJECTIVE 5.5 **TO PROMOTE OPPORTUNITIES FOR FIRST-TIME HOME-BUYERS.**

Policy 5.5.1 **It is the policy of Johnson City to promote the use of existing federal and state housing programs aggressively in assisting very low, low, and moderate-income renters with their first time home purchase.**

This policy is to be implemented by the following action:

Action 5.5.1.1 *Encourage the use of federal and state housing programs by non-profit and for-profit housing developers.*

Policy 5.5.2 **It is the policy of Johnson City to promote continued and expanded homeownership in neighborhoods in support of neighborhood revitalization efforts.**

This policy is to be implemented by the following actions:

Action 5.5.2.1 *Provide financial incentives from public, semi-public, and private institutions for existing home acquisition/rehabilitation to encourage homeownership opportunities in existing neighborhoods.*

Action 5.5.2.2 *Provide financial incentives from public, semi-public, and private institutions regarding land acquisition and development and infrastructure improvements, where required.*

Policy 5.5.3 **It is the policy of Johnson City to promote semi-annual informational seminars to educate first-time homebuyers on**

home buying programs, lending options, real estate options, and insurance.

This policy is to be implemented by the following action:

Action 5.5.3.1 *Coordinate with Eastern Eight Community Development Corporation in providing assistance to conduct educational seminars for potential first-time homebuyers.*

Policy 5.5.4 **It is the policy of Johnson City to coordinate and streamline the permitting process to assist in minimizing costs and delays for affordable housing.**

This policy is to be implemented by the following action:

Action 5.5.4.1 *Review and amend (if necessary) the building review fees for housing units targeted to the very low, low, and moderate-income.*

OBJECTIVE 5.6 **TO PROMOTE THE STOCK OF RENTAL HOUSING TO ENSURE A SUFFICIENT QUANTITY AND QUALITY TO MEET THE NEEDS OF THE ENTIRE RENTAL MARKET.**

Policy 5.6.1 **It is the policy of Johnson City to promote the Federal Section 8 Program to assist very low and low-income renters locate affordable housing.**

This policy is to be implemented by the following action:

Action 5.6.1.1 *Coordinate action with the Johnson City Housing Authority's annual plan.*

Policy 5.6.2 **It is the policy of Johnson City to assure that there is adequate land available to meet the needs of the rental market.**

This policy is to be implemented by the following action:

Action 5.6.2.1 *Adhere to the policies of the Land Use Element.*

Policy 5.6.3 **It is the policy of Johnson City to assure that there is adequate land available in the vicinity of East Tennessee State University for student housing.**

This policy is to be implemented by the following action:

Action 5.6.3.1 *Coordinate with East Tennessee State University regarding plans to provide adequate student housing for undergraduate, graduate, and medical/pharmacy students.*

INTRODUCTION



The quality of the city’s school system is a major factor in the city’s growth and quality of life. A high-quality education contributes to a more skilled, knowledgeable, and diversified labor force; provides a source of community pride; and fosters new investment.

This new growth and investment promotes additional prosperity that, in turn, supports further educational progress.

In any school plan, certain assumptions are necessary. The following assumptions were formulated in this study:

1. The city of Johnson City and Washington County school systems will not consolidate during the 2004-2014 planning period;
2. Population growth will continue at a moderate rate (about 1.3 percent per year) during the planning period; and
3. The city will continue a moderate annexation policy at approximately the same rate as in the recent past.

SCHOOL SYSTEM OVERVIEW

The Johnson City school system operates 10 facilities in grades K-12, including eight elementary schools serving grades K-5, one middle school serving grades 6 and 7, and one comprehensive high school (with 2 campuses) serving grades 8-12 (the school facilities located in Johnson City are identified on Table 12 and Map 8).

Other major facilities include the Central Administration Office in the former Columbus-Powell Elementary School, the Johnson City Vocational-Technical School on the Liberty Bell-Science Hill complex, the Alternative Education School in the former Henry Johnson Elementary School, and the Maintenance Building in the former Langston School. Johnson City’s schools are accredited by the Southern Association of Colleges and Schools (SACS).

Table 12: Johnson City School Facilities (2005)

	School Facility	2005 Enrollment	2005 Capacity	2005 % Capacity
1.	Cherokee Elementary	450	495	90.10%
2.	Fairmont Elementary	390	410	95.12%
3.	Lake Ridge Elementary	527	540	97.60%
4.	Mountain View Elementary	494	560	88.20%
5.	North Side Elementary	274	365	75.10%
6.	South Side Elementary	342	410	83.40%
7.	Towne Acres Elementary	400	455	87.90%
8.	Woodland Elementary	454	540	84.10%
9.	Indian Trail Middle (grades 6 & 7)	1,009	1,020	98.90%
10.	Liberty Bell (grades 8 & 9)	1,086	1,358	79.90%
11.	Science Hill High (grades 10 - 12)	1,375	2,765	49.70%

(Note: Liberty Bell and Science Hill are considered a single facility but are separated for this chart)

Administration

The Johnson City school system is governed locally by a seven-member Board of Education elected to four-year overlapping terms. The Board formulates policies for the operation of the school system and is charged with the responsibility for its effective and efficient operation. An appointed Director serves the Board as administrator of the school system. The Director is responsible for recommending policy, personnel action, budget, curriculum, teaching, building maintenance, etc. The Director also implements board action and, under board policy, delegates responsibility for the overall operation of the school system.

ENROLLMENT PROJECTIONS

Total enrollment in the Johnson City School System is expected to increase steadily for the next 10 years, increasing by nearly 280 students between 2004-05 and 2014-15 (Table 13).

Table 13: Enrollment Projections (current system)

Grade	5-Year Projections						10-Year Projections				
	2005	2005-2006	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013	2013-2014	2014-2015
K to 5	3,331	3,358	3,306	3,353	3,398	3,437	3,425	3,464	3,468	3,448	3,448
6 to 7	1,009	1,026	1,072	1,035	1,001	1,037	1,067	1,046	1,032	1,088	1,091
8 to 9	1,086	1,101	1,035	1,052	1,098	1,025	1,057	1,063	1,093	1,075	1,057
10 to 12	1,375	1,382	1,460	1,463	1,466	1,479	1,451	1,444	1,423	1,449	1,484
Total	6,801	6,868	6,873	6,902	6,963	6,977	7,000	7,017	7,016	7,059	7,081
* Actua Average Daily Membership (ADM) for 1st month of the 2004-05 school year											

The Board of Education’s recently adopted Long-Range Growth Plan contains a recommendation for moving to a *three-tier grade system* (K-5, 6-8, 9-12). Table 14 outlines enrollment projections for this (three-tier) scenario.

Table 14: Enrollment Projections (three-tier grade system)

5-Year Projections							10-Year Projections				
Grade	(2005 actual)	2005-2006	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013	2013-2014	2014-2015
K to 5	3,331	3,358	3,306	3,353	3,398	3,419	3,437	3,425	3,464	3,468	3,448
6 to 8	1,583	1,536	1,581	1,562	1,556	1,523	1,555	1,590	1,570	1,585	1,593
9 to 12	1,887	1,974	1,986	1,988	2,009	2,005	1,986	1,985	1,984	1,963	2,019
Total	6,801	6,868	6,873	6,902	6,963	6,947	6,977	7,000	7,017	7,016	7,059
* Actual Average Daily Membership (ADM) for 1st month of the 2004-05 school year											

PLAN ALTERNATIVES

Elementary Schools

Based on system-wide projected enrollment increases and the current overcrowding at the Lake Ridge Elementary School, some facility improvements are likely to be necessary. There are several alternatives or combination of alternatives available to address these enrollment issues. These include:

1. Redistricting;
2. Construct new elementary school;
3. Expand existing facilities;
4. Add portable classrooms;
5. Reopen existing facilities (Henry Johnson School); and
6. Eliminate or reduce the number of tuition students.

Middle School

Although Indian Trail Middle School was constructed in 1998 and expanded in 2001, current student enrollment is at the facility’s design capacity.

Based on current enrollment and projected enrollment increases some action will be necessary. Several alternatives or combination of different alternatives are available to address this need, including:

1. Construct a second school;
2. Eliminate or reduce the number of tuition students; and

- 3. Revise the grade configuration system-wide to re-establish the school as grades 6-8 and use Liberty Bell as a second middle school.

High School

Science Hill High School was constructed in 1961 and expanded in 1971, 1988, 1997, and 2001. The 2004-05 enrolment for grades 10-12 was 1,375 students. Enrollment is projected to increase to 1,449 students by the 2014-15 calendar years, well below the building’s design capacity of 2,765 students.

The major issues facing the school are its age and the lack of adequate space for school-wide events. Currently, the school rents Freedom Hall for special school-wide (8-12) events because the school auditorium has a maximum capacity of only 670 students and the gymnasium can only accommodate a maximum of 1,600 students.

Two alternatives were identified to address the high school deficiencies and forecasted enrollment. The city can either construct a new school or renovate the existing one.

GOAL, OBJECTIVES, POLICIES, AND RECOMMENDATIONS

Goal:

“To provide high-quality educational facilities in Johnson City which are sufficient to meet enrollment and program needs in an efficient, economical, and equitable manner.”

OBJECTIVES

More specific objectives related to this overall goal are:

- OBJECTIVE 6.1.1 TO PROVIDE HIGH-QUALITY SCHOOL FACILITIES THAT MEET OR EXCEED STATE EDUCATION STANDARDS.
- OBJECTIVE 6.1.2 TO ENSURE THAT EVERY STUDENT GRADUATES FROM HIGH SCHOOL.
- OBJECTIVE 6.1.3 TO ENHANCE PARENT AND COMMUNITY INVOLVEMENT.
- OBJECTIVE 6.1.4 TO PROVIDE A SAFE AND SECURE SCHOOL ENVIRONMENT.
- OBJECTIVE 6.1.5 TO PROVIDE SCHOOL FACILITIES AND SERVICES THAT WILL MEET THE NEEDS OF THE CITY’S PRESENT AND FUTURE RESIDENTS.

OBJECTIVE 6.1.6 TO PROVIDE FOR PROPERLY LOCATED, HIGH QUALITY SCHOOLS THAT SERVE AS COMMUNITY CENTERS AND SUPPORT THE DESIRED LAND USE PATTERN IN THE CITY OF JOHNSON CITY.

OBJECTIVE 6.1.7 TO ACHIEVE THE MAXIMUM USE AND BENEFIT FROM EXISTING AND FUTURE FACILITIES THROUGH COOPERATIVE RELATIONSHIPS BETWEEN PUBLIC, PRIVATE, AND COMMUNITY ORGANIZATIONS.

The recommended School Plan is a combination of actions and policies that will produce high quality school buildings for high-quality educational programs. The recommended policies are listed first, followed by construction and program actions in chronological phases. These actions and policies should be reviewed periodically to ensure that they are in accordance with emerging trends and changing conditions.

POLICIES

Policy 6.1.1 It is the policy of Johnson City to provide adequate school capacity for present and future enrollments.

Policy 6.1.2 It is the policy of Johnson City to provide sufficient space at every elementary school for music, art, speech therapy, computer laboratories, resource services, and guidance.

Policy 6.1.3 It is the policy of Johnson City to provide school facilities, sites, and programs that meet or exceed the minimum standards of the Tennessee Department of Education.

Policy 6.1.4 It is the policy of Johnson City to ensure safety, economy, and efficiency in providing school facilities and programs.

Policy 6.1.5 It is the policy of Johnson City to ensure equality and fairness in its educational facilities, services, and programs.

Policy 6.1.6 It is the policy of Johnson City to locate new schools that promote infill development and discourage urban sprawl.

Policy 6.1.7 It is the policy of Johnson City to provide new, properly located, high-quality educational facilities that serve as community centers and support the desired land use pattern in Johnson City.

Policy 6.1.8 **It is the policy of Johnson City that the optimum size of an elementary school for operational, curricular, and financial efficiency shall be 500 students.**

Policy 6.1.9 **It is the policy of Johnson City to develop programs for joint acquisition, development, and use of facilities consistent with the Parks and Recreation Master Plan.**

RECOMMENDATIONS

1. RECOMMENDATIONS FIRST PHASE (2004-05)

Recommendation 6.1.1.1 Initiate basic improvements to the Science Hill High School 8-9 campus (Liberty Bell) and consider construction of a new cafeteria and gymnasium. If it is the intention of the Board of Education to move to a three-tier system, then these renovations should take into account the different, if any, physical needs of a 6-8 program.

Recommendation 6.1.1.2 Expand one or more elementary schools to accommodate expected enrollment.

Recommendation 6.1.1.3 Redistrict as appropriate to alleviate overcrowding in certain schools and allow for growth in districts with developable land.

Recommendation 6.1.1.4 Identify and acquire a site for a future elementary school within the Urban Service Area.

Recommendation 6.1.1.5 Implement the three-tier system (K-5, 6-8, 9-12).

2. RECOMMENDATIONS SECOND PHASE (2006-09)

Recommendation 6.1.2.1 Evaluate the existing Science Hill High School for needed renovations to accommodate grades 9-12.

Recommendation 6.1.2.2 Update enrollment forecasts at all grade levels and amend the School Plan accordingly.

3. RECOMMENDATIONS THIRD PHASE (2010-14)

Recommendation 6.1.3.1 Construct a new elementary school if warranted by enrollment growth. Redistrict as necessary. Evaluate existing elementary schools for adequacy.

School Plan -----

Recommendation 6.1.3.2 Renovate both middle schools (grades 6-8), as needed based on growth, program needs, or wear.

Recommendation 6.1.3.3 Review the adequacy of Science Hill High School to determine whether it should be maintained (with possible renovations) or replaced with a new facility.

Recommendation 6.1.3.4 Update enrollment forecasts at all grade levels and amend the School Plan accordingly.

PARKS AND RECREATION PLAN -----

INTRODUCTION



Statistics indicate that the city’s population will continue to grow moderately, placing an additional burden on the existing park system. Meeting the citizen’s increased and changing demand for recreation facilities and programs is an ever-increasing challenge for the Parks and Recreation Department.

This is coupled with the fact that many of the existing facilities in the recreation system have outlived their design intent and will need to be replaced, significantly renovated, modified, and/or expanded.



Facility Classification System

The Parks and Recreation Plan preparation process involved reviewing National Recreation and Parks Association (NRPA) facility classifications and guidelines and proposing modifications to meet the specific needs of Johnson City. These needs include the adequate provision of parkland, trails, greenways, and other various and sundry park facilities on a community-wide basis. This is done in an effort to satisfy the park needs of all residents; residents who vary greatly in age, ability, and interest. Table 15 provides a summary of the various NRPA classifications for parks, recreation areas, open spaces,

Parks and Recreation Plan -----

and pathways with recommended acreage guidelines, where applicable, for facilities that provide the basis for the system’s development.

Table 15: NRPA Classifications and Guidelines

Classification	General Description	Location Criteria	Size Criteria	Acres per 1,000
Sub-Neighborhood Park	Used to address limited, isolated, or unique recreation needs.	Less than a ¼ mile distance in a residential setting.	Not Applicable	Not Applicable
Neighborhood Park	The neighborhood park is the basic unit of the park system and serves as the recreation and social focus of the neighborhood. Focus is on informal active and passive recreation with children as the primary users	¼ to ½ mile distance and uninterrupted by non-residential uses and other physical barriers.	One acre is considered a minimum size; Five to 15 acres are considered desirable.	2.5
School-Park	Depending on circumstances, combining parks with school sites can fulfill the space requirements for other classes of parks, such as neighborhood, community, sports complex/field, and special uses.	Determined by location of school property. Usually serves residential areas served by the school.	Variable-depends on function and land availability.	Not Applicable
Community Park	Serves a broader purpose than neighborhood park. Focus is on meeting community-based recreation needs, as well as preserving unique landscapes and open spaces.	Determined by the quality and suitability of the site. Usually serves two or more neighborhoods and ½ to 2-mile radius.	As needed to accommodate desired uses. A minimum of 30 to 50 acres is desirable.	2.5
District Park	District parks serve a broader purpose than community parks. Focus is on meeting citywide recreation needs, as well as preserving unique landscapes and open spaces.	Determined by the quality and suitability of the site. Usually serves the entire city.	A minimum of 50 acres, with 100 or more acres considered desirable.	5
Natural Resource Areas	Lands set aside for the preservation of significant natural resources and open spaces.	Resource availability and opportunity.	Variable.	Not Applicable
Greenways	Effectively connects park system components together to form a continuous park environment.	Resource availability and opportunity.	Variable.	Not Applicable
Sports Complex/Field	Consolidates heavily programmed athletic fields and associated facilities to larger and fewer sites strategically located throughout the city.	Strategically located citywide facilities.	A minimum of 10 acres, with 40 to 80 acres considered optimal.	Not Applicable
Special Use/Green Space Park	Covers a broad range of parks and recreation facilities oriented toward single-purpose use i.e., golf courses.	Variable-dependent on specific use.	Variable.	Depends on type of use.
Trails	Multipurpose trails that emphasize safe travel for pedestrians to and from parks and around the community.	Resource availability and opportunity.	Not Applicable	Not Applicable
Bikeways	Facilities serve as a means to safely separate bicyclists from vehicular traffic.	Designated portions of roadway or off-road designations	Not Applicable	Not Applicable

PARKS AND RECREATION DEPARTMENT FACILITIES

The inventory of existing recreation resources available to Johnson City residents provides a basis for determining the adequacy of the city’s recreation system. The information provides an inventory and assessment of recreation facilities provided by the Johnson City Parks and Recreation Department (JCPRD) and other agencies and organizations serving the community including the Johnson City Board of Education (JCBE), the Johnson City Housing Authority (JCHA), state and federal agencies (ETSU, VA, and U.S. Forest Service), and key private and quasi-public organizations. The JCPRD operates and maintains 25 facilities including parks, fields, recreation centers, etc. consisting of approximately 1,085 acres. In addition, JCPRD utilizes and maintains various school facilities (ball fields, tennis courts, etc.) that provide an array of park-related services to school-age children and other residents of the city. Table 16 identifies the classification of the existing park facilities while Table 17 identifies those facilities not specifically operated by the JCPRD but nonetheless are considered areas within which recognized public recreational activities take place.

Table 16: Existing Parks and Recreation Department Facilities

	Facility Name	Park Type	Size
1.	Buffalo Mountain Park - JCPRD	natural resource area	725 acres
2.	Buffalo Valley Soccer Complex - JCPRD	sports field	uncalculated
3.	Carnegie Park - JCPRD	neighborhood park	5 acres
4.	Carver Park - JCPRD	neighborhood park	6 acres
5.	Civitan Park - JCPRD	community park	33 acres
6.	Earth Day Park - JCPRD	special-use park	1/4 acre
7.	Friendship Gardens - JCPRD	special-use park	3 acres
8.	Howard Johnson Field - JCPRD	sports field	5 acres
9.	Joy-Rutherford Little League Field - JCPRD	sports field	1.5 acres
10.	Keystone Baseball Field - JCPRD	sports field	2.8 acres
11.	Kiwanis Park - JCPRD	neighborhood park	9 acres
12.	Lions Park - JCPRD	neighborhood park	8 acres
13.	Memorial Park - JCPRD	special-use park	1/2 acre
14.	Memorial Stadium - JCPRD	sports field	6 acres
15.	Metropolitan Kiwanis Park - JCPRD	community park	15 acres
16.	Neighborhood Park - JCPRD	neighborhood park	2 acres
17.	Optimist Park - JCPRD	community park	30 acres
18.	Paul Christman Park - JCPRD	sub-neighborhood park	1/2 acre
19.	Powell Square Park - JCPRD	sub-neighborhood park	1.4 acres
20.	Rotary Park - JCPRD	special-use park	10.4 acres
21.	Spring Street Park - JCPRD	green space facility	1/2 acre
22.	Stadium Field - JCPRD	sports field	1.5 acres
23.	Veterans Park - JCPRD	special-use park	1/4 acre
24.	Willow Springs Park - JCPRD	community park	36 acres
25.	Winged Deer Park - JCPRD	district park	200 acres

Table 17: Other Johnson City Recreational Facilities

Other Existing Recreational Facilities Available to Johnson City Residents			
	School Facilities		Key Private and Quasi-Public Facilities
1.	Henry Johnson	1.	Johnson City Country Club
2.	Cherokee Elementary	2.	Ridges Golf Course
3.	Fairmont Elementary	3.	The Boys and Girls Club of Johnson City
4.	Indian Trail	4.	Girls, Inc.
5.	Lake Ridge Elementary	5.	Johnson City Area Arts Council
6.	Mountain View Elementary	6.	Coalition for Kids
7.	North Side Elementary		Housing Authority Facilities
8.	Science Hill Campus	1.	Carver Apartments
9.	South Side Elementary	2.	Dunbar Apartments
10.	Town Acres Elementary	3.	Fairview Apartments
11.	Woodland Elementary	4.	Keystone Apartments
12.	Milligan College	5.	Lake Terrace Apartments
13.	Boones Creek Middle School	6.	Memorial Park Apartments
	Other Key City Facilities	7.	Parkway Apartments
1.	Beeson Hall	8.	Pinecrest Apartments
2.	Buffalo Valley Golf Course	9.	Keystone Recreation Center
3.	Freedom Hall Civic Center		State and Federal Facilities
4.	Keystone Community Center	1.	East Tennessee State University
5.	Pine Oaks Golf Course	2.	Veterans Administration
6.	Seniors' Center	3.	U.S. Forest Service

EVALUATION OF PARKLAND NEEDS

Evaluation Method -- Citywide Surveys

A series of public opinion surveys were conducted during the 1997-1999 period by the Planning Department. The surveys were designed to assess the needs and attitudes of residents and to gain a citywide perspective of their values regarding recreation as an essential part of their daily life. Several groups were surveyed including: (1) a randomly selected survey of 5,700 households in the city and the Master Plan's planning area (response rate of 13.1 percent or 750 households); (2) a survey of 350 middle school and high school students coordinated through the Board of Education; (3) a survey of 200 senior citizens conducted through the city's Senior Citizens Center; and (4) a survey of 225 park users utilizing an on site survey. The survey results provided an important tool that was used in the formulation of goals, objectives, policies, and implementation strategies concerning the provision of recreation opportunities.

Parks and Recreation Plan -----

Identification of the Study Zones

Translating city park needs to locations within the planning area requires a review by study zone of existing facilities, expected rate of growth/annexation, and population density. This review provides a preliminary framework within which to formulate specific park proposals throughout the planning area. Table 18 identifies the existing park facilities within each study zone and provides a generalized summation of the park needs based on anticipated growth and population changes within each zone; Map 9 shows the location of existing park facilities in the city of Johnson City.

Table 18: Identification of Existing Conditions and Park Needs in Johnson City

Study Zone	Identification of Existing Conditions and Generalized Park Needs
1.	Location of Paul Christman Park, Carver Park, and North Side Elementary School. Urban area with mixture of land uses. Minimal, if any, population growth is expected. Low/moderate income area, with a substantial percentage of senior citizens. Recommendation: No additional parks are anticipated.
2.	Served by Kiwanis Park, Optimist Park, Metro-Kiwanis Park, and Science Hill campus. Urban area with mixture of land uses. Low/moderate income area that experienced a 9 percent population loss between 1980-1990. No significant population change is expected. Recommendation: No additional parks are anticipated.
3.	Location of ETSU and the VA. Served by Kiwanis Park and Optimist Park. Minimal population growth is expected. Recommendation: No additional parks are anticipated.
4.	Served by Powell Square Park, Veterans Park, and South Side Elementary School. Densely developed neighborhood consisting of mixed income families and ETSU students. Minimal population growth is expected. Recommendation: No additional parks are anticipated.
5.	Served by Civitan, Carnegie, Lions, and Rotary parks and Fairmont Elementary School. Moderate to high income residential neighborhood with a declining school-age population and a significant number of senior citizens. Recommendation: No additional parks are anticipated.
6.	Area is served by Civitan, Carnegie, Lions, and Rotary parks. Population decline of the 1980's has stabilized. Low to moderate income neighborhood with an increasing percentage of senior citizens. Recommendation: No additional parks are anticipated.
7.	Served by Metro-Kiwanis Park and Towne Acres School. Moderate to high income, low density residential area with several large commercial developments. Limited growth expected in the future due to decreasing land availability. Recommendation: A need exists for additional park facilities.
8.	No existing park facilities. Woodland Elementary School provides limited recreation space in the area. A low density, moderate income, residential area expected to experience moderate population growth in the future. Recommendation: Expand facilities, at Woodland Elementary School.
9.	Willow Springs Park serves the area with neighborhood and community park facilities. The area has, and will continue, to experience a moderate increase in population. Recommendation: No additional parks are anticipated.
10.	Served by Willow Springs Park and Cherokee Elementary School. Low density residential development characterized by tracts of agricultural land. The recent extension of sewer service will encourage future development. Recommendation: Acquire neighborhood parkland commensurate with future development and annexation.
11.	Buffalo Mountain Park is located in the area providing self-directed, nature-oriented facilities. This is a large study area characterized by steep mountain slopes, densely developed residential areas, and commercial and industrial uses. Recommendation: Neighborhood park facilities are needed to serve the area.
12.	No existing park facilities. Moderate growth, primarily dependent on future annexation is a possibility. Recommendation: A neighborhood park is needed to serve the area as future development/annexation occurs.

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13.	Served by the Legion Street Recreation Center complex, Keystone Community Center, and Mountain View Elementary School. With the exception of the Keystone Area, a low/moderate income residential area, residential development is scattered. Several commercial and industrial uses are located throughout the area. Future population growth is projected to be minimal. Recommendation: A neighborhood park is needed to serve the Keystone Area.
14.	No existing park facilities. Area is characterized by low density development resulting from steep topography. Minimal development is expected during the next 20 years. Recommendation: A potential for park/greenway development exists along the Watauga River.
15.	No existing park facilities. Limited population growth potential. Recommendation: Provide facilities as dictated by demand.
16.	Facilities include Winged Deer Park, Lake Ridge Elementary School, and Indian Trail School. Rapidly developing moderate to high income residential area. Recommendation: The need exists for neighborhood park facilities.
17.	No existing park facilities. Washington County's Boones Creek Elementary School is located in the area. Low density, high income residential area with intensive commercial development. Limited residential growth potential. Recommendation: Future park facilities are contingent upon population growth and annexation.
18.	No existing park facilities. The area has recently experienced high income low density residential development. During the next 20 years the area is expected to experience continued residential development of a similar character. Recommendation: Future park facilities are contingent upon population growth and annexation.
19.	No existing park facilities. The Ridges Golf Community provides recreation facilities on a membership basis. The recent extension of sewer service will encourage future development. Recommendation: A district park with a community park component should be developed in Study Area 19 or 20 as future development and annexation occurs.
20.	No existing park facilities. Area is characterized by low density residential and agricultural development. Low to moderate residential development is projected. Recommendation: A district park with a community park component should be developed in Study Area 19 or 20 as future development and annexation occurs.
21.	No existing park facilities. Existing development is a mixture of residential, commercial, and industrial uses. Moderate residential development is expected north of Boones Creek Road. Recommendation: A community park with a neighborhood park component should be developed as residential growth and annexation occurs.
22.	No existing park facilities. Washington County's Boones Creek Middle School is located in this area. Existing development is low density residential interspersed with agricultural uses. Recommendation: Continued residential growth is expected along with annexation creating the need for future neighborhood park facilities.
23.	Served by a park on Weaver Branch Road and facilities at Mary Hughes Elementary School. The recent extension of sewer service will encourage future development. Existing development is low density residential and agriculture. Low to moderate rate of growth and annexation is expected. Recommendation: Future park facilities contingent upon population growth and annexation.
24.	No existing park facilities. Existing development is low density residential and agriculture. Low to moderate rate of growth and annexation is expected. Recommendation: No park facilities are anticipated during the planning period.
25.	No existing park facilities. Scattered low density residential development pattern. Low to moderate rate of growth is expected. Recommendation: No park facilities are anticipated during the planning period.
26.	No existing park facilities. Washington County's Gray Elementary School and the Appalachian Fairgrounds are located in the area. Existing development consists of commercial, industrial, low density residential, and agriculture. Area has experienced moderate residential development activity, which is expected to continue. Recommendation: No park facilities are anticipated during the planning period.
27.	No existing park facilities. Scattered low density residential development pattern. Low to moderate rate of growth is expected. Recommendation: No park facilities are anticipated during the planning period.

Recommended Requirements

The recommended parkland requirements, in acres, for the city of Johnson City are described below. The acreage requirement is based upon the population ratio method (acres of parkland per 1,000 population) established for each park classification.

The types and acreages of parks that will be required by the end of the planning period (2020) are based upon the acreage recommendations contained in Table 19. They include the major park classifications that are provided by the Johnson City Parks and Recreation Department. The recommended total acreage for parks by the year 2020 is approximately 725 acres. Presently, the city’s parkland inventory consists of approximately 1,085 acres; however, the distribution, development, and classification of parkland create serious facility deficiencies in several areas of the city. The Parks and Recreation Plan recommends a ratio of 10 acres of parkland per 1,000 residents summarized by park classification as follows:

Table 19: Johnson City Parkland Requirements 2000-2020

Park Classification	Total Acres Recommended By:			
	Existing	2000	2010	2020
Sub-Neighborhood Park	1.9	(no standard- provide facilities as opportunities permit)		
Neighborhood Park	38	140	160	181
Community Park	84	140	160	181
District Park	200	280	320	363
Total	323.9	560	640	725

Source: Johnson City Planning Department

A review of the existing inventory of parkland results in the following determination of need by facility type. When acreage included in Buffalo Mountain Park, ball fields, and special use facilities is subtracted from the total inventory a substantial deficiency in the major park classifications is obvious. The acreage devoted to the major park classifications totals approximately 324 acres (6 acres per 1,000 population) resulting in a 2000 deficiency of an estimated 236 acres. Based on this review, the Master Plan recommendations are based on the following finding of need:

Projected Park Land Needs for 2020

- Parkland Need 6.2.1 Sub-Neighborhood Parkland - provide proper facilities as needed.
- Parkland Need 6.2.2 Neighborhood Parkland - need approximately 143 additional acres.
- Parkland Need 6.2.3 Community Parkland - need approximately 97 additional acres.
- Parkland Need 6.2.4 District Parkland - need approximately 163 additional acres.

The recommendations identify specific needs for facility development and renovation of existing parklands to meet park classification guidelines. The recommendations propose a planned approach to provide the additional land and facilities identified above for the year 2020. This additional recommended acreage requires the development of: one district park; two to three community parks; and an undetermined number of neighborhood parks during the next 20 years, provided the projected population is achieved and population density would support park development. A periodic review of the plan's recommendations is proposed to ensure that park and recreation needs are consistent with population change and development trends and patterns.

DEFICIENCIES AND FINDINGS

Several areas of need were identified that generally transcend the full-range of the Johnson City park system programs and activities. Several of these needs deserve special comment in an effort to improve overall management of the programs. These findings include the following:

- Park System Need 6.2.1 There is a need for children's services to allow adult participation in program activities.

- Park System Need 6.2.2 There is a need for attendance/participation reports for all programs and activities. An accurate record of participation would help justify additional maintenance needs, equipment, staff, and facility needs, as well as monitor trends and anticipate future usage.

- Park System Need 6.2.3 A system of record-keeping should be implemented including accountability of cash receipts, maintenance performance records, frequency of equipment rental, issuance of work orders, etc.

- Park System Need 6.2.4 Forty percent of citizen survey respondents indicated that they were unaware of recreation programs and/or the location of recreation facilities provided by JCPRD. An information brochure is needed to identify and describe programs and activities the department offers throughout the year. The brochure should be attractive and updated on a quarterly basis.

- Park System Need 6.2.5 Athletic programs offered by JCPRD require an adequate amount of facilities to ensure the scheduling of events and practices.

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- Park System Need 6.2.6 The addition of a qualified person(s) should be considered to identify and develop programs and activities for families, teens, and senior citizens.
- Park System Need 6.2.7 There is a need for a user/participation fee for certain programs/activities offered by JCPRD. This is particularly true for nonresident participants.
- Park System Need 6.2.8 A program evaluation process is needed to ensure that programs are managed properly and meet the needs and expectations of program participants.
- Park System Need 6.2.9 Several recreation centers are outdated and inadequate in terms of distribution within the city, space for program development/use, facilities offered, and structural condition.

GOALS, OBJECTIVES, POLICIES, AND RECOMMENDATIONS

Goals:

“To acquire and develop parks and recreation facilities to meet the established levels of service determined by the city’s present and future populations, and incorporating design considerations related to accessibility, elements of quality, design, operation and maintenance, and cost effectiveness.”

“To develop and provide responsive recreation programs designed to serve the needs of all segments of the city’s population.”

OBJECTIVE 6.2.1 TO MAINTAIN THE PLAN AS AN EFFECTIVE POLICY IN THE PROVISION OF PARKS AND RECREATION SERVICES, PROGRAMS, AND FACILITIES.

Policy 6.2.1.1 It is the policy of Johnson City to develop a five-year process for periodic review of the plan involving changing demographics, growth patterns, and user needs.

Policy 6.2.1.2 It is the policy of Johnson City to involve the following organizations in maintaining the plan: Board of Commissioners; Parks and Recreation Advisory Board; Planning Commission; Department of Education; and community organizations and individual user groups.

Policy 6.2.1.3 It is the policy of Johnson City for the plan to be consistent with other elements of the city’s comprehensive plan.

Policy 6.2.1.4 It is the policy of Johnson City for all facilities and programs to be provided in the most cost effective manner.

OBJECTIVE 6.2.2 TO PROVIDE RECREATION FACILITIES THAT WILL MEET THE NEEDS OF THE CITY’S RESIDENTS.

Policy 6.2.2.1 It is the policy of Johnson City to strive to achieve accreditation by the National Recreation and Park Association.

Policy 6.2.2.2 It is the policy of Johnson City to establish a level of service of 10 acres per 1,000 residents to guide the city in the provision of adequate parkland for recreational use.

Policy 6.2.2.3 It is the policy of Johnson City to provide recreation areas to serve neighborhood, community, and citywide needs.

Policy 6.2.2.4 It is the policy of Johnson City - in the acquisition and development of new facilities and the expansion and/or renovation of existing facilities - to actively solicit citizen comment on user needs and expectations.

Policy 6.2.2.5 It is the policy of Johnson City to design facilities to serve the specific recognized needs of the intended service area.

Policy 6.2.2.6 It is the policy of Johnson City to provide a system of recreation facilities that is available to city residents through the use of an interconnected system of walkways, bikeways, greenways, and safe streets.

Policy 6.2.2.7 It is the policy of Johnson City to encourage continual citizen involvement and innovation in the provision of high quality parks and recreation services.

Policy 6.2.2.8 It is the policy of Johnson City to provide parks and recreation opportunities for all residents regardless of socio-economic background, age, location of residence, or disabilities.

OBJECTIVE 6.2.3 TO IMPROVE THE CITY’S PARKS AND RECREATION SYSTEM THROUGH THE CONSTRUCTION OR ACQUISITION OF NEW FACILITIES AT APPROPRIATE LOCATIONS.

Policy 6.2.3.1 **It is the policy of Johnson City to give priority to areas experiencing rapid growth in the acquisition of land for future park development.**

Policy 6.2.3.2 **It is the policy of Johnson City to, in developed areas, consider neighborhood parks appropriate where service areas contain a minimum population density of 2,500 persons per square mile.**

Policy 6.2.3.3 **It is the policy of Johnson City to preserve the area’s natural and historic resources through integration of these resources into the overall framework of parks and recreation facility development.**

Policy 6.2.3.4 **It is the policy of Johnson City to recognize the following when selecting sites for future park facilities:**

- 1. Neighborhood Park
 - A. Site acreage shall be based on a minimum level of service of 2.5 acres per 1,000 population served with a minimum park size of one acre and 5 to 15 acres desirable.
 - B. Neighborhood parks shall be located on local streets or low volume collector streets.
 - C. Parks shall be centrally located and within walking distance of the intended service area. A location adjacent to an elementary school shall be encouraged where land is available.
 - D. The user population shall consist of pre-school and school-age children; however, activities and amenities for adults shall be included.
- 2. Community Park
 - A. Site acreage shall be based on a minimum level of service of 2.5 acres per 1,000 population served with a minimum park size of 30 to 50 acres.
 - B. Community parks shall be located on collector streets or in certain instances arterial streets in order to provide ease of access to community residents.
 - C. Parks shall be designed primarily as drive-to-facilities and shall be located central to the intended service area.
 - D. The user population shall consist of all age groups with a balance of active and passive facilities.

3. District Park

- A. Site acreage should be based on a minimum level of service of 5.0 acres per 1,000 population served with a minimum park size of 50 acres.
- B. District parks shall be located on arterial streets in order to provide access to the entire city and to minimize the impact on residential areas.
- C. Facility development shall maximize the use of natural features and amenities and provide for a balance between active and passive recreation.

4. Natural Resource Areas

Shall conserve and effectively utilize the area's natural resources with attention to:

- A. Creation of an extensive public open space system of local and regional significance that includes greenways, parks, natural preserves, and other related areas.
- B. Assuring the long-term protection and enhancement of natural resource areas through proper planning and the designation of compatible adjacent land uses.

5. Special Use Parks

Shall protect and adaptively reuse areas of historic significance, underutilized urban spaces, and other such areas deserving of special interest and focus.

6. Sports Complex/Field

The city shall promote the development of sports complexes/fields involving the consolidation of athletic facilities in community and district parks throughout the city with particular attention to residential compatibility, existing and future needs, and user group.

7. Linear Parks

The city shall develop a system of bikeways & greenways in accordance with the Johnson City Bikeways/Greenways Plan.

OBJECTIVE 6.2.4 TO IDENTIFY NEEDS FOR ROUTINE MAINTENANCE, REHABILITATION, AND RENOVATION OF EXISTING RECREATION FACILITIES.

Policy 6.2.4.1 It is the policy of Johnson City to provide adequate maintenance to existing facilities through the annual operating budget of the Parks and Recreation Department and through a capital replacement program.

Policy 6.2.4.2 It is the policy of Johnson City to provide a continuing program of structural and infrastructure improvements to all parks and recreation facilities.

Policy 6.2.4.3 It is the policy of Johnson City to adopt an appropriate variation of the park maintenance standards of the National Recreation and Park Association as a guide in its maintenance program of facilities.

Policy 6.2.4.4 It is the policy of Johnson City to design recommended improvements in a fashion that will bring existing facilities into compliance with city codes and other requirements regulating safety and construction.

Policy 6.2.4.5 It is the policy of Johnson City to incorporate a standard of design and quality through increased emphasis on architectural and site design, maintenance, landscaping, and park amenities (benches, lighting, water fountains, trash receptacles, playground equipment, picnic facilities, etc.) for renovation of existing facilities to assure long-term low maintenance facilities.

OBJECTIVE 6.2.5 TO DEVELOP AND PROVIDE RECREATION PROGRAMS WHICH WILL MEET THE NEEDS OF THE ENTIRE COMMUNITY.

Policy 6.2.5.1 It is the policy of Johnson City to institute a program evaluation process to ensure that programs are properly managed and meet the needs and expectations of program participants.

Policy 6.2.5.2 It is the policy of Johnson City to encourage user fees where possible to offset program costs.

Policy 6.2.5.3 It is the policy of Johnson City to coordinate with other providers and make available a variety of programs to ensure all segments of the population are provided with opportunities for participation including the elderly and handicapped.

Policy 6.2.5.4 It is the policy of Johnson City to continually evaluate program facilities to ensure program requirements can be met.

Policy 6.2.5.5 It is the policy of Johnson City to ensure that program offerings are family-oriented to the extent possible.

Policy 6.2.5.6 It is the policy of Johnson City to maintain an organized Parks and Recreation Department structure that is efficient and responsive to the provision of programs and facilities for all segments of the city’s population.

OBJECTIVE 6.2.6 TO PROVIDE A SAFER PARK ENVIRONMENT FOR EVERY PARK USER.

Policy 6.2.6.1 It is the policy of Johnson City to strive to eliminate opportunities for violence, vandalism, and other unsafe conditions or unlawful behavior through a structured program of security and citizen awareness and involvement.

Policy 6.2.6.2 It is the policy of Johnson City to ensure that the design of facilities (i.e. increased/improved lighting) are directed to reduce unsafe conditions, unlawful actions, and vandalism.

OBJECTIVE 6.2.7 TO PROVIDE A SYSTEM OF PARKS AND RECREATION FACILITIES THAT ADDRESSES THE CHANGING POPULATION CHARACTERISTICS AND LIFESTYLES OF JOHNSON CITY AND ITS NEIGHBORHOODS.

Policy 6.2.7.1 It is the policy of Johnson City to develop a system of monitoring and evaluating the needs of city neighborhoods as they pertain to recreation demand and needs.

Policy 6.2.7.2 It is the policy of Johnson City to recognize that changing population characteristics, lifestyles, and user demands are essential components of the ongoing recreation planning process.

Policy 6.2.7.3 It is the policy of Johnson City to acknowledge that the acquisition and disposal of property for the purpose of providing park and recreational facilities is strictly at the sole discretion of the Johnson City Board of Commissioners. However, the Park and Recreation Advisory Board and the city staff shall provide a recommendation to the Board of Commissioners prior to a final decision by the Board of Commissioners. The proceeds from any sale of existing park property shall be reinvested in the acquisition and/or development of park and recreation facilities in accordance with the adopted recreation element of the city’s comprehensive plan.

OBJECTIVE 6.2.8 TO PROMOTE A COOPERATIVE RELATIONSHIP BETWEEN PUBLIC, PRIVATE, AND COMMERCIAL RECREATION PROVIDERS.

Policy 6.2.8.1 It is the policy of Johnson City for the Parks and Recreation Department and the Department of Education to develop programs for joint acquisition, development, and use of facilities.

Policy 6.2.8.2 It is the policy of Johnson City to actively pursue the utilization of partnerships with civic clubs and organizations, the private sector, quasi-public organizations, and government entities in the development of recreation facilities and programs.

Individual Program Recommendations

1. Aquatics

Recommendation 6.2.1.1 Investigate the development of a family aquatic center at Winged Deer Park that includes water slides, zero depth entry, spray pools, etc. in lieu of traditional facilities.

Recommendation 6.2.1.2 Add a Certified Pool Operator (CPO) to ensure each pool facility is properly staffed.

Recommendation 6.2.1.3 Construct one 50-meter indoor swimming/lap pool to meet the needs of various user groups and enhance the ability to host regional swim meets.

Recommendation 6.2.1.4 Renovate or replace Legion Street Pool and concurrently expand the hours of operation and develop an efficient schedule for all user groups.

Recommendation 6.2.1.5 Renovate the entrance, lighting, office space, storage, and drainage of the pool deck and bathrooms at Freedom Hall Pool.

Recommendation 6.2.1.6 Expand swim lessons through partnerships and/or contractual agreement when time and space become available.

Recommendation 6.2.1.7 Investigate implementing additional programs such as water basketball, volleyball, polo, underwater hockey,

aqua kickboxing, etc. when pool time, space, or facilities become available.

2. Adult/Youth Basketball

Recommendation 6.2.2.1 Develop a policy regarding disrespect and abuse toward referees.

Recommendation 6.2.2.2 Promote 3-on-3 tournaments for adults and youth when time and space become available.

Recommendation 6.2.2.3 Establish a non-resident fee for participation.

Recommendation 6.2.2.4 Provide facilities for existing programs and future program growth.

3. Adult Softball

Recommendation 6.2.3.1 Provide facilities capable of accommodating league play, practice, tournaments, and future growth of the program.

Recommendation 6.2.3.2 Investigate offering leagues during the day for 3rd shift workers.

Recommendation 6.2.3.3 Establish a non-resident fee for participation.

4. Girls Senior/Youth Softball

Recommendation 6.2.4.1 Provide facilities capable of accommodating league play, practice, tournaments, and future growth of the program.

Recommendation 6.2.4.2 Establish a non-resident fee for participation.

5. Youth Baseball

Recommendation 6.2.5.1 Develop facilities for instructional league baseball fields such as restrooms, dugouts, bleachers, concessions, etc.

Recommendation 6.2.5.2 Provide facilities capable of accommodating league play, practice, tournaments, and future growth of the program.

Recommendation 6.2.5.3 Establish a non-resident fee for participation.

6. Youth Soccer

Recommendation 6.2.6.1 Renovation of Civitan Park (completed).

Recommendation 6.2.6.2 Develop additional facilities commensurate with program growth.

Recommendation 6.2.6.3 Establish a non-resident fee for participation.

Recommendation 6.2.6.4 Develop a policy and equitable facility use agreement regarding the use of Buffalo Valley Soccer Complex with the East Tennessee Soccer Federation.

7. Girls Tee-Ball

Recommendation 6.2.7.1 Provide facilities capable of accommodating league play, practice, tournaments, and future growth of the program.

Recommendation 6.2.7.2 Establish a non-resident fee for participation.

8. Adult and Youth Tennis Lessons

Recommendation 6.2.8.1 Develop tennis courts, as new parks are developed to meet program growth.

Recommendation 6.2.8.2 Resurface existing tennis courts as needed.

Recommendation 6.2.8.3 Promote qualified instruction through competitive instructor compensation.

Recommendation 6.2.8.4 Increase participation fees to a comparable level with other agencies.

Recommendation 6.2.8.5 Improve lighting at Science Hill Tennis Center (SHTC) and investigate the feasibility of lighting at Metro-Kiwanis Park.

Recommendation 6.2.8.6 Renovate tennis center facilities at Science Hill including the improvement of spectator seating and the resurfacing of existing tennis courts, as needed.

9. Summer Playgrounds

- Recommendation 6.2.9.1* *Investigate partnerships with schools in order to provide appropriate shelter and facilities enabling the program to expand its locations, hours, and activities.*
- Recommendation 6.2.9.2* *Establish a non-resident fee for participation comparable with other agencies.*
- Recommendation 6.2.9.3* *Expand the hours of the program to provide pre-and post-program services and establish a fee for the service.*
- Recommendation 6.2.9.4* *Implement pre-registration and camp capacities for different camps such as sports camp, high adventure camp, aquatic camp, arts camp, etc.*
- Recommendation 6.2.9.5* *Lengthen the duration of the program from 7 weeks to 10 weeks.*
- Recommendation 6.2.9.6* *Institute a counselor in training program or a mentoring program for children ages 13-16 to provide youth the opportunity to learn valuable job skills.*
- Recommendation 6.2.9.7* *Increase staff commensurate with program development and growth.*

10. Pavilion Rentals

- Recommendation 6.2.10.1* *Renovate and maintain all pavilions and amenities.*
- Recommendation 6.2.10.2* *Update policies regarding rental fees, times, maintenance, scheduling, deposits, etc.*
- Recommendation 6.2.10.3* *Increase handicap accessibility.*
- Recommendation 6.2.10.4* *Standardize equipment such as picnic tables, grills, trash receptacles, water fountains, etc. as items need replacement.*

11. Outdoor Nature Recreation Programs

- Recommendation 6.2.11.1* *Implement alternative programs such as family camping, single-parent camping, backpacking, mou-*

ntain biking, environmental camps, high adventure camps, etc.

Recommendation 6.2.11.2 Continue to seek co-ventured events and programs to help provide instructors, training, resource materials, etc.

Recommendation 6.2.11.3 Increase personnel commensurate with program development and growth.

12. Special Events

Recommendation 6.2.12.1 Increase funding for promotional capability.

Recommendation 6.2.12.2 Acquire part-time staff to facilitate events/festivals, etc.

Recommendation 6.2.12.3 Establish requirements for groups wanting to co-sponsor events with the department.

Park Financing

Plans for the addition of new facilities during the 20-year planning period should be accompanied by an analysis of operating and maintenance costs. The method of financing these additional expenses should be identified prior to new facility development. The city must use a combination of revenue sources to accomplish the recommendations of the Master Plan including:

Park Financing Option 6.2.1 Federal and State Assistance.

Park Financing Option 6.2.2 General Obligation Bonds.

Park Financing Option 6.2.3 Revenue Bonds.

Park Financing Option 6.2.4 General Fund Revenues.

Park Financing Option 6.2.5 Fee Simple Purchase.

Park Financing Option 6.2.6 Installment Purchase.

Park Financing Option 6.2.7 Life Estate.

Park Financing Option 6.2.8 Long-Term Option.

Park Financing Option 6.2.9 First Right of Purchase.

Park Financing Option 6.2.10 Local Gifts.

Park Financing Option 6.2.11 Regulation of Land Use and Development.

Park Financing Option 6.2.12 Easements Acquisition.

PUBLIC FACILITIES AND SERVICES PLAN -----

INTRODUCTION

The term “public facilities” includes buildings, land, interests in land (e.g., easements), and equipment of government services on behalf of the public. They may include facilities that are operated by public agencies as well as those that are owned and operated by private (for-profit or non-profit) enterprises for the benefit of the community.



Map 11 illustrates the location of all major Johnson City (including state and federal) public facilities not otherwise mapped within the Comprehensive Plan.

EXISTING CONDITIONS

Existing Water System

The city of Johnson City’s water system is operated as an Enterprise Fund with its operating costs and capital improvements funded by annual revenues received from its customers. Water service is provided to residential and nonresidential uses by a system of mains, distribution lines, pump stations, and storage tanks. The city’s Water and Sewer Department’s system includes two water treatment plants and in 2005, approximately 855 miles of lines of varying sizes.

Treated water is stored in 11 elevated storage tanks located on the various ridges within the Urban Growth Boundary (UGB). There is also one elevated storage tank just outside the UGB, serving portions of the UGB. There is also an abandoned water tank located off North Roan Street that has not been removed. Elevated storage tanks that serve the UGB have a combined capacity of 12,800,000 gallons. Elevated storage tanks are also located at the Veterans Administration (400,000 gallons) and East Tennessee State University (500,000 gallons).

Existing Sewer System

Individual household and business waste is collected throughout the area by a system consisting of sewer lines, mains, and pump stations. The city’s Water and Sewer Department’s total system includes three wastewater treatment plants and approximately 480 miles of lines. The majority of Johnson City’s wastewater system consists of gravity lines. Gravity sewers utilize the force of gravity to ensure a steady flow of sewage through the collection system. Pump stations then pump the collected wastes across drainage basins into mains that lead to one of three wastewater treatment plants.

Stormwater Management

In an effort to reduce stormwater runoff and the damage that is inevitably caused, the city in 2000 revised its stormwater regulations to require a developer to detain the runoff for a 25-year storm event; previously, the requirement was to detain only for a 10-year event. In the fall of 2003, the city revised its regulations again to require the detention for a 100-year event to further reduce stormwater runoff.

In December of 2000, the U.S. Environmental Protection Agency (EPA) established a program that requires certain small municipalities to participate in the National Pollutant Discharge Elimination System Permit Program (NPDES) and obtain a stormwater permit. Additionally, the NPDES Phase II Program requires cities with populations over 10,000 to submit a five-year Stormwater Management Plan; this plan is to be renewed on a five-year cycle program. The Tennessee Department of Environment and Conservation (TDEC) is the NPDES permitting authority for the State. In 2006, a stormwater utility was created in Johnson City to help offset the costs associated with the NPDES stormwater mandates and the costs relative to the upkeep of existing stormwater basins, facilities, and systems. All property owners who receive water service from the city are considered participants of the stormwater utility and are charged a monthly fee based on their property’s land use (e.g., residential, commercial, industrial, etc.) and square footage of impervious surface area (e.g., the total amount of concrete, asphalt, and area of building footprint). The fees are calculated and sent for payment on the monthly water bills received by all city water customers.

Solid Waste Management

The Solid Waste Division is a regional solid waste service providing solid waste collection services to a 320 square-mile area, including Johnson City and to any customer in Washington County wishing to subscribe to the service regardless of location in the county. As of 2006, the Division is regularly operating 26 routes that cover over 558,000 linear miles per year. In addition, the Division provides two recycling convenience centers in Johnson City. In July 2001, the city switched to a one-man automated residential collection vehicle which greatly improved efficiency. Under the previous manual collection system, the city could collect approximately 325 households per man

on a daily basis. Under the new automated system, the city can collect approximately 900 households per man on a daily basis.

Iris Glen Environmental Center (landfill)

The Iris Glen Environmental Center is a 50-acre, state of the art, Subtitle “D” landfill. A Subtitle “D” is a landfill that meets or exceeds the latest federal guidelines that were established in 1994. Iris Glen was the first Subtitle “D” facility in the region. This facility is located at 1705 East Main Street in Johnson City on the site of a former shale quarry; the Iris Glen Environmental Center has been operating for approximately 12 years. Currently, it collects 330,000 tons of refuse per year. This facility is approximately 50 percent full and is estimated to reach its capacity in 14 years. The city entered into a contract with (ESG) to develop an innovative landfill methane recovery plant at the Iris Glen Environmental Center. The project provides a new source of revenue for the city, provides an alternative energy supply for several Johnson City businesses, and also reduces air emissions in the area. Under a 25-year agreement, Energy Systems Group (ESG) agreed to purchase methane gas from the Iris Glen landfill, providing an estimated \$500,000 in revenue per year to the city.

Johnson City Police Department

The headquarters for the Johnson City Police Department (JCPD) are located within the Municipal and Safety Building at 601 East Main Street. The JCPD operates satellite substations at Tyler Apartments, Westgate Apartments, Carver, Keystone, Fairview, and Clarks Manor. The Department also has a mobile substation available to use in neighborhoods to help deter criminal activities.

The Police Department’s expenses are personnel intensive and include few major capital improvements. With over 150 pursuit vehicles, vehicle replacement represents the most significant capital improvement for the Department; it is recommended that pursuit vehicles be replaced every eight years. In order to maintain the eight-year replacement cycle, the Department would have to replace 19 vehicles (12.5 percent) each year. The Police Department has a contract with the State of Tennessee to house approximately 100 women prisoners at the city’s detention facility. The State pays a rate of \$36.75 per prisoner per day; this generates approximately \$1,300,000 per year. The estimated overhead to feed and house these prisoners is approximately \$500,000 annually.

Freedom Hall Civic Center

Freedom Hall Civic Center is a multi-purpose facility constructed in 1974, located on the Science Hill Campus providing services to the Johnson City School System and the community-at-large. During the school year, 85 percent of Freedom Hall’s use is related to public school activity such as the physical education department, cafeteria services, sports, cultural events, and school assemblies. Freedom Hall has a maximum fixed

Public Facilities and Services Plan -----

seating capacity of 5,600 and a maximum reserved seating capacity of 8,500 and an average yearly attendance estimated between 150,000 and 175,000.

Millennium Centre

The Millennium Centre opened in 1999. Over the past several years, the Centre has evolved from a continuing education center to a high tech conferencing and meeting facility. The Millennium Centre is located in the Centre at Millennium Park, the southern anchor of the Med Tech Corridor. The impact of the Millennium Centre on the community is significant. ETSU recently completed an economic impact study of the Millennium Centre that concluded that the Centre contributes a net amount of \$3.3 million to the Johnson City economy. Key to this impact is the 50,000 (or more) customers that annually use the Centre. Of that, the 7,850 out of town customers generated an estimated \$1.6 million of revenue to the local economy.

Juvenile Court

The Johnson City Juvenile Court is located at 102 East Myrtle Avenue. Issues addressed by juvenile court include: child abuse/neglect, unruly children, juvenile delinquency, counseling with probation officers, child support enforcement, parentage (paternity/legitimizing) and certain cases involving adults. The 4,900 square-foot court facility was constructed in 1969 and no longer meets the needs of the court. Renovations are needed in the courtroom and additional storage areas are needed for the increase in case files.

Johnson City Public Library

The Johnson City Public Library (JCPL) is located at 100 West Millard Street. The city constructed the 42,635 square-foot facility in 1999 to provide the library additional room and the opportunity to house up-to-date computer technologies. The JCPL is governed by an independent Board of Directors appointed to three-year terms by the City Commission. This seven-member board is responsible for overseeing the establishment, management, and maintenance of the JCPL. The Board also appoints the Director, who administers and coordinates the operation of the library within the basic goals, objectives, policies, and principles approved by the Library Board.

The JCPL offers a wide-range of services. It provides meeting rooms for local community meetings and public forums that can be combined to allow a seating capacity of 150 people. The Library also has a computer training lab that offers an ideal facility to provide hands-on computer training and individualized attention. The lab includes seven training workstations. The Library also offers a wide-range of youth activities including; summer reading programs, summer movies, crafts, and fitness programs. The program serves children from preschool age through high school. The JCPL has a book/resource loaning arrangement with the other libraries of the Northeast Tennessee Library Network (East Tennessee State University, Northeast State Technical Element VI, Section VI.IV ----- 4

Community College, Kingsport, Bristol, Washington, Unicoi, Sullivan, and Johnson counties). The entire collection of the Network is available for searching online.

Municipal and Safety Building (City Hall)

The Municipal and Safety Building located at 601 East Main Street houses several key city offices including; City Administration, Finance, Public Works (Administration, Engineering, and Code Enforcement), Planning, Information Technology, Risk Management, Community Relations, Human Resources, Legal, Water and Sewer Department (Director’s office), and the Police Department. Also included in the facility is the municipal court room and City Commission chambers which can be combined for large meetings. The city originally constructed the Municipal Building in 1971 and constructed a 14,200 square-foot addition in 2000.

Keystone Community Center

The Keystone Community Center building served as an elementary school from the mid-1930s until 1995 when the students were moved into the newly constructed Mountain View Elementary School. Since then, this 19,350 square-foot facility has been renovated and is currently being leased to a number of non-profit tenants. These include:

- A. Adult Day Care (4,712 sq. ft.)
- B. ETSU-Families First (5,621 sq. ft.)
- C. Safe Passage (2,119 sq. ft.)
- D. Johnson City Community Development (2,071 sq. ft.)
- E. Dental Care (800 sq. ft.)
- F. KARE (Johnson City Schools) (2,683 sq. ft.)
- G. Vacant (1,344 sq. ft.)

Senior Citizens Center

Recognized as Tennessee’s first national accredited Senior Center, the Johnson City Senior Citizens Center provides activities and services to adults ages 55 and over. The Senior Center located at 607 East Myrtle Avenue provides programs of interest which allow for personal growth while enriching the quality of life and offering support to the needs of others. Mature adults are able to enhance their independence while broadening their community involvement. Programs include: arts and crafts, health and education, sports, and social programs. The city is planning the construction of a new Senior Citizens Center with construction anticipated to commence in 2008.

Washington County / Johnson City Animal Control Center

The Washington County/Johnson City Animal Control Center is located adjacent to Optimist Park at 525 Sells Avenue. The Shelter was created as a joint venture between

Johnson City and Washington County to enforce the animal control laws of both the city and state.

Goal, Objectives, Policies, and Actions

Goal:

“To provide the most effective and efficient facilities and services to the citizens of Johnson City and the region and to strive to provide first-rate services that maintain the public health, safety, and welfare of the community.”

To achieve this goal the city will pursue the following objectives:

OBJECTIVES

- OBJECTIVE 6.4.1 TO ENSURE THE PROVISION AND MAINTENANCE OF FACILITIES AND SERVICES NECESSARY TO MEET THE NEEDS AND INTERESTS OF THE COMMUNITY.
- OBJECTIVE 6.4.2 TO PLAN AND PROVIDE PUBLIC FACILITIES AND SERVICES IN A COORDINATED AND COST EFFECTIVE MANNER THAT IS CONSISTENT WITH THE NATURE OF DEVELOPMENT AND POSSIBLE PENDING PROBLEMS WITHIN THE COMMUNITY.
- OBJECTIVE 6.4.3 TO MINIMIZE COSTS AND UNDUE FURTHER INVESTMENT FOR PUBLIC FACILITIES AND SERVICES BY ENCOURAGING REGIONAL COOPERATION AND FULL UTILIZATION OF EXISTING AND AVAILABLE SERVICE SYSTEM ELEMENTS.
- OBJECTIVE 6.4.4 TO ENSURE THE PROVISION OF PUBLIC UTILITIES THAT SAFEGUARD THE NATURAL ENVIRONMENT.
- OBJECTIVE 6.4.5 TO PROVIDE HIGH QUALITY WATER SUPPLY AND WASTEWATER TREATMENT WHICH IS CONSISTENT WITH THE CITY’S LAND USE PLAN AND WHICH RESULTS IN AN EFFICIENT AND TIMELY PROVISION OF SERVICES.
- OBJECTIVE 6.4.6 TO MAINTAIN AND REPLACE WATER AND SEWER LINES AS A BASIC REQUIREMENT OF A HEALTHY, LIVABLE COMMUNITY.

Public Facilities and Services Plan -----

OBJECTIVE 6.4.7 TO ENSURE ADEQUATE DISTRIBUTION AND PROVIDE FOR SAFE, EASY ACCESS TO ALL FACILITIES AND SERVICES WITHIN THE COMMUNITY.

OBJECTIVE 6.4.8 TO PROVIDE FULLY ACCESSIBLE PUBLIC FACILITIES TO ALL RESIDENTS AND VISITORS.

GENERAL POLICIES

Policy 6.4.1 It is the policy of Johnson City to ensure that public facilities and services shall be located and centralized so as to offer ease of access and minimal travel time.

Policy 6.4.2 It is the policy of Johnson City to ensure that all public facilities shall be developed, improved, and maintained according to the highest adopted standards of design and performance measures.

Policy 6.4.3 It is the policy of Johnson City to support efforts to make the city a regional center for social, cultural, and quality entertainment programs.

This policy is to be implemented by the following actions:

Action 6.4.3.1 Employ a consultant to investigate the marketability of Freedom Hall or a regional facility to serve as an entertainment venue in the region and what actions are necessary to remain competitive with other areas.

Action 6.4.3.2 Continue to support the Millennium Centre as a first-class, high-tech conference and training center.

Action 6.4.3.3 Foster cooperative arrangements with ETSU to host and promote artistic and cultural programs and events.

Action 6.4.3.4 Explore the opportunity to partner with ETSU to construct a joint multi-use performing arts facility.

Action 6.4.3.5 Identify creative funding sources and assist in the determination of the most appropriate location for, and plan the construction of, a first-rate performing arts center, ideally in or close to the downtown, if a feasibility study shows that a performing arts center is needed.

Solid Waste

Policy 6.4.4 It is the policy of Johnson City to establish and maintain an innovative, sustainable solid waste collection, recycling, and

disposal delivery system for present and future generations.

This policy is to be implemented by the following actions:

- Action 6.4.4.1* *Continue to seek new, cost effective methods of solid waste collection and disposal.*
- Action 6.4.4.2* *Continue to promote the curbside recycling program to divert residential refuse from the landfills.*
- Action 6.4.4.3* *Continue to monitor air, ground, and water quality around the Iris Glen Environmental Center to ensure all environmental quality standards are met.*
- Action 6.4.4.4* *Begin investigating new sites or alternative locations to meet the city's solid waste needs once the current facility is closed.*

Water and Sewer Facilities

Policy 6.4.5 **It is the policy of Johnson City to provide high quality water supply and wastewater treatment which is consistent with the city's Land Use Plan and which results in an efficient and timely provision of services.**

This policy is to be implemented by the following actions:

- Action 6.4.5.1* *Coordinate the extension and improvements to the water and sewer systems in a manner that is consistent with the Land Use Plan and policies of the Urban Service Area.*
- Action 6.4.5.2* *Review and revise the current rate structure for water and sewer services in order to adequately fund needed improvements and to provide more cost effective systems.*
- Action 6.4.5.3* *Encourage cooperative water and sewer arrangements with neighboring governmental units in order to promote economic development and to protect the health of residents.*
- Action 6.4.5.4* *Develop and maintain capacity for the treatment and distribution of water sufficient to support present and future water demand.*
- Action 6.4.5.5* *Continue to construct new and rehabilitate existing water mains to meet distribution needs through programming projects for inclusion in the Community Investment Program.*
- Action 6.4.5.6* *Continue to rehabilitate the wastewater collection system by repairing, cleaning and replacing mains, and monitoring problem areas.*
- Action 6.4.5.7* *Continue to encourage the connection of on-site systems (well and septic) to the public utility systems.*

Public Facilities and Services Plan -----

Policy 6.4.6 **It is the policy of the city to establish priorities for the extension/ improvement of water and sewer services considering the following criteria:**

- Criteria 6.4.6.1* *Will the project improve public health and safety?*
- Criteria 6.4.6.2* *Will it encourage greater residential densities along major thoroughfares and accommodate land use objectives?*
- Criteria 6.4.6.3* *Will it contribute to redirected growth patterns that are consistent with city objectives?*

Policy 6.4.7 **It is the policy of the city to coordinate the installation and/or upgrading of utility lines with street improvements.**

Policy 6.4.8 **It is the policy of the city to give priority to new developments that can be served by public utilities already in place.**

Policy 6.4.9 **It is the policy of the city to give primary consideration to the availability of utilities in the zoning and public review process.**

Policy 6.4.10 **It is the policy of the city to provide an adequate system of water service delivery to increase the level of service necessary for fire protection.**

Policy 6.4.11 **It is the policy of the city to develop and maintain an accurate and comprehensive mapping program of city water and sewer utilities.**

Stormwater Management

Policy 6.4.12 **It is the policy of Johnson City to protect the health, safety, and welfare of the public from the impacts of flooding.**
This policy is to be implemented by the following actions:

- Action 6.4.12.1* *Promote sound floodplain and stormwater management practices.*
- Action 6.4.12.2* *Develop and maintain a cost effective and efficient citywide drainage system in an environmentally sound manner.*
- Action 6.4.12.3* *Meet new state stormwater standards (NPDES Phase II Program).*
- Action 6.4.12.4* *Identify the city's drainage system management needs and improvements.*
- Action 6.4.12.5* *Improve inadequate or undersized drainage facilities to solve both small neighborhood and large regional drainage and flood control problems.*

Action 6.4.12.6 Where possible, prevent development in floodplain and flood prone areas.

Action 6.4.12.7 Use floodplain areas for open space, trails, and recreational facilities provided the natural drainage properties of the basin are retained.

Action 6.4.12.8 Consider a variety of drainage solutions for different portions of the community, such as mixed-use areas, higher intensity areas, and areas of different topography.

Action 6.4.12.9 Flood-protect buildings and limit walls in areas subject to sheet flow.

Action 6.4.12.10 Support and comply with all regional and national laws, regulations, and programs, (such as the National Flood Insurance Program, National Weather Service, and National Pollutant Discharge Elimination System) designed to protect the public from potential natural and man-made hazards and disasters.

Police Department

Policy 6.4.13 It is the policy of Johnson City to provide a safe environment for all citizens, visitors, and private interests by alleviating physical risks that may be encountered in the normal operation and development of the community.

This policy is to be implemented by the following actions:

Action 6.4.13.1 Replace pursuit vehicles on an eight-year cycle.

Action 6.4.13.2 Identify and properly manage hazardous materials to minimize their potential harm to people and the environment.

Action 6.4.13.3 Provide the best possible police service to all parts of the city.

Action 6.4.13.4 Encourage the use of crime prevention strategies in the design and redevelopment of all areas of the city.

Policy 6.4.14 It is the policy of Johnson City to maintain adequate staffing levels in the Police Department.

Policy 6.4.15 It is the policy of Johnson City to continue enhanced police service through the use of new technology that will make the Police Department more efficient.

Policy 6.4.16 It is the policy of Johnson City to establish and maintain standards that represent current professional law enforcement practices.

Policy 6.4.17 **It is the policy of Johnson City to increase effectiveness and efficiency in the delivery of law enforcement services.**

Policy 6.4.18 **It is the policy of Johnson City to establish standards that address and reduce liability for the agency and its members.**

Policy 6.4.19 **It is the policy of Johnson City to establish standards that make an agency and its personnel accountable to the people they serve.**

Policy 6.4.20 **It is the policy of Johnson City to establish standards that do not conflict with the Communications Assistance for Law Enforcement Act (CALEA).**

Public Library

Policy 6.4.21 **It is the policy if Johnson City to maintain the Johnson City Public Library as one of the premier libraries in the region.**
This policy is to be implemented by the following actions:

Action 6.4.21.1 Utilize the space and functional potential of the entire library building to its fullest capacity.

Action 6.4.21.2 Incorporate and make full use of new technologies in library services, including Internet access, computerized circulation and acquisition functions, and additional applications as they evolve.

Action 6.4.21.3 Explore development of branch libraries in the northern area of the city or cooperating with Washington County to operate a shared facility.

Action 6.4.21.4 Adapt to the changing needs of the community with advanced service methods (i.e., on-line renewal or checkout), information retrieval, etc.

Action 6.4.21.5 Focus on youth as future users of library services through special recreational and educational programs.

Action 6.4.21.6 Continue to network the city's library services with other libraries and sources of information outside of the city.

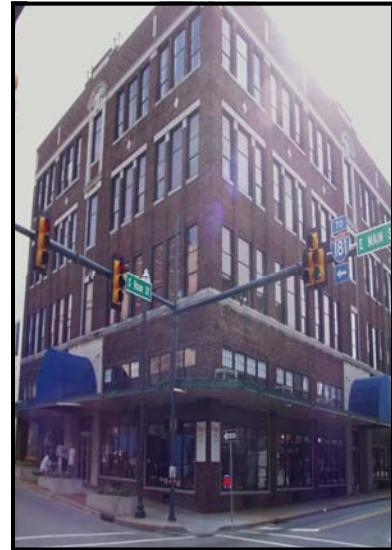
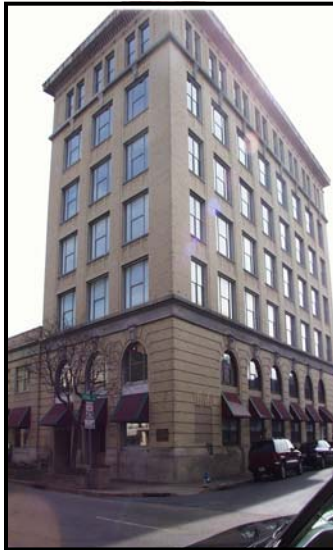
Action 6.4.21.7 Use libraries as community resources for education and public meetings.

DOWNTOWN REVITALIZATION ELEMENT -----

INTRODUCTION



Since December 1, 1869, when officially chartered by the State of Tennessee, the city has undergone many changes as population increased and residential and commercial uses moved away from the downtown core. Johnson City has subsequently grown from a city with a strong historic central business district to one of urban sprawl. Businesses once located in one central location, the historic downtown, have relocated to other areas of the city, resulting in the decline and neglect of the downtown.



Over the years, Johnson City has increasingly worked to maintain its history and heritage while also maximizing opportunities for enhancing the quality of life for its citizens. As the city continues to expand with retail, industry, and health care facilities providing the catalyst, the importance of maintaining the small town character of the downtown becomes more evident.

DEFINING THE DOWNTOWN

The boundaries of the downtown core area were determined by consensus of the Johnson City Development Authority’s Physical Plan Task Force and adopted by the National Trust for Historic Preservation and the Tennessee Main Street Program as Johnson City’s Main Street District. These boundaries are identified as the “Downtown Core” and are depicted on Map 12. This boundary is used for the Downtown Revitalization Element

Downtown Revitalization Element -----

since it includes key properties that have potential for redevelopment and that maintains a close, community environment for the downtown.

The overall general boundaries are an approximate area formed by a five minute walk in any direction from the intersection of Market Street and Buffalo Street. The area formed by this distance is approximately a 1/4-mile radius or 1/2-mile diameter circle adjusted for natural barriers and existing overlapping neighborhoods. Where neighborhoods overlap, the lines between them are more difficult to delineate and define.

The total area formed by the 1/2-mile diameter circle covers approximately 125 acres of land. Of this, 48.2 acres (38.5 percent of total) are associated with overlapping neighborhoods and existing physical barriers (e.g., State of Franklin Road and I-26), leaving 76.82 acres of land in the core area. This remaining land defines the amount of land as the Downtown Core or “downtown neighborhood.”

INTEREST GROUPS AND REVITALIZATION INCENTIVES

Johnson City Development Authority (JCDA)

The Johnson City Development Authority was created in the late 1980s to lead economic redevelopment efforts throughout the city, especially in Downtown. Currently, the JCDA Board consists of 17 members appointed to three-year terms by the Johnson City Board of Commissioners. Daily administration occurs through an executive director, overseeing an executive secretary and facilitating numerous committee volunteers and supporters from within the community. A concerted effort is made by the JCDA to strengthen business, eliminate economic deterioration, enhance a sense of community, and protect the architectural representation of Johnson City’s heritage.

In 2005, the JCDA began following the National Main Street model, a four-point approach to downtown revitalization, and received a national accreditation by the National Trust for Historic Preservation, and a state certification in the Tennessee Main Street program. The Main Street Four-Point Approach™ is a comprehensive strategy tailored to meet local needs and opportunities. It encompasses work in four distinct areas - Design, Economic Restructuring, Promotion, and Organization – that are combined to address all of the commercial district’s needs. The accreditation and certification is a direct result of the efforts underway through the JCDA to improve the downtown district. Johnson City is currently one of 15 Tennessee Main Street Communities, and the JCDA serves as the administering organization of the program for Johnson City.

Federal Historic Preservation Tax Incentives

The Rehabilitation Investment Tax Credit is a major preservation tool. Certain costs that are incurred due to the rehabilitation of an old structure are eligible for a tax credit. There are two credit rates available: 20 percent for an historical structure and 10 percent for a non-historic structure.

Building and Fire Codes

Renovating older buildings is often difficult or inordinately expensive when they must be brought up to full compliance with modern building and fire codes. Section 3401.5 of the Standard Building Code (used by the Johnson City Building Department) provides that the technical codes shall not be mandatory for "... existing buildings or structures identified and classified by the state or local jurisdiction as historical buildings ... when judged by the building official to be safe and in the public interest."

Building Placement & Height

The building placement requirements in the B-2, Central Business District, provide that all buildings may be set back no further than five (5) feet from the front lot line for at least ninety (90) percent of the front facade. A minimum of twenty-five (25) percent of the street level façade of civic buildings and sixty-five (65) percent of all other buildings must consist of windows, doors, display areas, or similar architectural features. There are no set height limits for buildings within the B-2 zoning district.

GOAL, OBJECTIVES, AND POLICIES

Goal:

"To improve the economic and social vitality that enhances the quality of life in Johnson City by strengthening the downtown as a focal point for the entire community."

OBJECTIVE 7.1 TO ENCOURAGE MIXED-USE DEVELOPMENTS.

Policy 7.1.1 It is the policy of Johnson City to provide a mix of urban residential types and densities within the Downtown Core area.

Policy 7.1.2 It is the policy of Johnson City to locate unique shopping facilities, restaurants and office developments in the Downtown Core area.

Policy 7.1.3 It is the policy of Johnson City to rezone the entire Downtown Core area to the B-2 (Central Business) district.

Policy 7.1.4 It is the policy of Johnson City to update the Zoning Ordinance to include the following items:

Item 7.1.4.1 The B-2 District regulations should specify that no new or enlarged building shall appear to be less than two stories and not greater than seven stories.

Downtown Revitalization Element -----

Item 7.1.4.2 The B-2 District regulations should require that the fronts of commercial buildings be aligned with the sidewalk or a permitted outdoor use, such as an outdoor dining area.

Item 7.1.4.3 Civic buildings within the Downtown Core area and institutional buildings in other locations may be sited with public open space or lawn in the front. As with commercial buildings, automobile parking should not be permitted between the front of the building and the street.

Item 7.1.4.4 Prohibit auto-oriented uses such as auto repair and drive-through sales and services.

Item 7.1.4.5 Prohibit uses which do not serve and are not accessible to pedestrians, including truck terminals, and industrial uses or manufacturing.

Item 7.1.4.6 Prohibit residential uses on the first floor of all buildings.

Item 7.1.4.7 Revise the provisions regarding alcohol sales for consistency with those in other commercial zones.

Item 7.1.4.8 Prohibit the use of chain link fences.

Item 7.1.4.9 Require screening of private dumpsters and mechanical equipment.

Policy 7.1.5 It is the policy of Johnson City to encourage restaurants to provide space for outdoor dining, including the privilege of using a portion of adjacent sidewalks or walkways for outdoor seating, if adequate space for pedestrian travel can be assured.

Policy 7.1.6 It is the policy of Johnson City that when new parking garages are built or existing structures renovated, street level spaces should be used for retailing, display windows, or other uses which contribute visual interest and activity to the street.

OBJECTIVE 7.2 TO CREATE A PHYSICAL SETTING THAT IS COMFORTABLE, CONVENIENT, VISUALLY INTERESTING, AND SECURE.

Streetscape

Policy 7.2.1 It is the policy of Johnson City to attach street signs to existing poles to decrease clutter of the streetscape.

This policy is to be implemented by the following actions:

Action 7.2.1.1 Attach street name signs on existing traffic and pedestrian signal poles or the mast arms that extend over roadways.

Downtown Revitalization Element -----

Action 7.2.1.2 Attach street name signs on street light poles where neither traffic signal poles nor mast arms are available.

Action 7.2.1.3 Attach street name signs on decorative street sign poles where neither traffic signal poles with mast arms nor street light poles are available.

Policy 7.2.2 It is the policy of Johnson City to improve the street name signage throughout the Downtown Core area.

This policy is to be implemented by the following actions:

Action 7.2.2.1 Evaluate the use of brown as the background color for street name signs in the Downtown Core area.

Action 7.2.2.2 Evaluate the use of a “railroad theme” on street signs to emphasize the history of Johnson City.

Policy 7.2.3 It is the policy of Johnson City to support the creation of welcome signage and wayfinding signage identifying the Downtown Core.

This policy is to be implemented by the following actions:

Action 7.2.3.1 Identify the Downtown Core with “aesthetically pleasing” signage at the five major corridors that enter and exit downtown. A list has been created to add priority as to where gateway signs should be located as motorists or pedestrians enter and exit the Downtown Core area. Gateway signs should be placed at these areas:

Area 7.2.3.1.1 State of Franklin Road at Buffalo Street.

Area 7.2.3.1.2 South Roan Street at State of Franklin Road.

Area 7.2.3.1.3 North Roan Street at Fairview Avenue.

Area 7.2.3.1.4 East Market at the Interstate 26 (I-26) exit ramp.

Area 7.2.3.1.5 West Main Street at South Boone Street.

Action 7.2.3.2 Enhance gateways with improved landscaping, reduced overhead wiring, improved lighting, cleanliness, and building maintenance.

Action 7.2.3.3 Assist visitors to the Downtown Core with the development of wayfinding signage. Wayfinding signs located inside the Downtown Core area should be placed at the following locations:

Location 7.2.3.3.1 East Market Street in front of Rose Hill Wedding Chapel.

Location 7.2.3.3.2 Intersection of East Market and South Roan streets.

Location 7.2.3.3.3 Intersection of East Main and South Roan streets.

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- Location 7.2.3.3.4* *Intersection of South Roan Street and State of Franklin Road.*
- Location 7.2.3.3.5* *Intersection of Buffalo and Roan streets.*
- Location 7.2.3.3.6* *Intersection of North Roan and Millard streets.*
- Location 7.2.3.3.7* *Intersection of Buffalo and Market streets.*
- Location 7.2.3.3.8* *Intersection of Buffalo and Main streets.*
- Location 7.2.3.3.9* *Intersection of Buffalo Street and State of Franklin Road.*
- Location 7.2.3.3.10* *Intersection of State of Franklin Road and Spring Street.*
- Location 7.2.3.3.11* *Intersection of West Market and Commerce streets.*
- Location 7.2.3.3.12* *Intersection of West Main and Commerce streets.*
- Location 7.2.3.3.13* *Intersection of Boone and West Main streets.*
- Location 7.2.3.3.14* *Adjacent to Courthouse on Buffalo Street.*
- Action 7.2.3.4* *Assist visitors to Johnson City with the development of wayfinding signage throughout the city assisting with directional information. Wayfinding signage located outside the Downtown Core area that is directive to the Downtown Core area should be placed at the following locations:*
- Location 7.2.3.4.1* *I-26 at Market and Main street exits.*
- Location 7.2.3.4.2* *Intersection of State of Franklin Road and West Market Street.*
- Location 7.2.3.4.3* *North Roan Street and I-26.*
- Location 7.2.3.4.4* *Highway 11-E.*
- Location 7.2.3.4.5* *Intersection of North Roan Street and John Exum Parkway.*
- Location 7.2.3.4.6* *Intersection of South Roan Street and University Parkway.*
- Location 7.2.3.4.7* *East Unaka Avenue and I-26.*
- Location 7.2.3.4.8* *State of Franklin Road and I-26.*
- Location 7.2.3.4.9* *Route 321 at Washington/Carter county line.*
- Location 7.2.3.4.10* *Bristol Highway at Allison Road.*
- Location 7.2.3.4.11* *Intersection of North Roan Street and Unaka Avenue.*
- Location 7.2.3.4.12* *Intersection of West Market Street and John Exum Parkway.*
- Action 7.2.3.5* *Information kiosks should continue a similar design and style, and future kiosks should be placed at the following locations:*
- Location 7.2.3.5.1* *In the green space near the courthouse at the intersection of Buffalo Street and East Market Street.*
- Location 7.2.3.5.2* *South of West Main Street on Buffalo Street at Flag Plaza.*

Downtown Revitalization Element -----

Policy 7.2.4 **It is the policy of Johnson City to erect screening and buffering adjacent to areas that are not aesthetically pleasing, such as dumpsters, transformers, and mechanical units located on city-owned property.**

This policy is to be implemented by the following action:

Action 7.2.4.1 *Erect screening around dumpsters that is easily accessible to downtown users in the:*

Area 7.2.4.1.1 *Downtown Square parking lot.*

Area 7.2.4.1.2 *West Market Street/Commerce Street parking lot.*

Area 7.2.4.1.3 *West Main Street/Commerce Street parking lot.*

Area 7.2.4.1.4 *Two Cherry Street parking lots.*

Policy 7.2.5 **It is the policy of Johnson City to maintain the existing scale of the Downtown Core area.**

This policy is to be implemented by the following actions:

Action 7.2.5.1 *Adopt the Main Street Design Guidelines for the Downtown Core area by the Historic Zoning Commission.*

Action 7.2.5.2 *Adopt the Main Street Historic District boundaries for the Downtown Core area by the City Commission.*

Policy 7.2.6 **It is the policy of Johnson City to install traffic and pedestrian signal poles that are consistent throughout the Downtown Core area.**

This policy is to be implemented by the following action:

Action 7.2.6.1 *Paint traffic and pedestrian signal poles black throughout the Downtown Core area.*

Policy 7.2.7 **It is the policy of Johnson City to continue replacing the cobra and box style lights with pedestrian scale period style lights throughout the Downtown Core area. The existing period style light of 20 feet should be shortened to 12-15 foot maximum height street lights.**

This policy is to be implemented by the following action:

Action 7.2.7.1 *Install pedestrian scale period style street lights on the following streets:*

Area 7.2.7.1.1 *Buffalo Street.*

Area 7.2.7.1.2 *South Roan Street between Buffalo and East Market streets.*

Area 7.2.7.1.3 *East Market Street between I-26 and Colonial Way.*

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- Area 7.2.7.1.4* *South Roan Street between State of Franklin and East Main Street.*
- Area 7.2.7.1.5* *East Main Street between I-26 and Colonial Way.*
- Area 7.2.7.1.6* *McClure Street.*
- Area 7.2.7.1.7* *North Commerce Street between West Market and North Roan streets.*
- Area 7.2.7.1.8* *West King Street between North Boone and North Roan streets.*

Policy 7.2.8 **It is the policy of Johnson City to provide appropriate style street furniture in the Downtown Core area:**

This policy is to be implemented by the following actions:

Action 7.2.8.1 *Remove the existing pebble façade trash receptacles and install appropriate black trash receptacles in the Downtown Core area. They should be added at the following locations:*

Location 7.2.8.1.1 *Buffalo Street.*

Location 7.2.8.1.2 *Fountain Square.*

Location 7.2.8.1.3 *Other Downtown Core areas as future needs dictate.*

Action 7.2.8.2 *Install appropriate black park benches in the Downtown Core area. Additionally, a fund should be established to include commemorative plaques on benches throughout the Downtown Core area, which could be administered through the JCDA office. Below is a list of locations where benches should be placed:*

Area 7.2.8.2.1 *Along West Market and West Main streets.*

Area 7.2.8.2.2 *Intersection of Buffalo and North Roan streets.*

Area 7.2.8.2.3 *Intersection of Commerce and North Roan streets.*

Area 7.2.8.2.4 *Intersection of King and North Roan streets.*

Area 7.2.8.2.5 *Intersection of Fairview Avenue and North Roan Street.*

Area 7.2.8.2.6 *Intersection of Buffalo and Main streets.*

Area 7.2.8.2.7 *Intersection of Buffalo and Market streets.*

Area 7.2.8.2.8 *Intersection of Millard and North Roan Street.*

Area 7.2.8.2.9 *Spring Street Park.*

Area 7.2.8.2.10 *Earth Day Park.*

Historic Markers

Policy 7.2.9 **It is the policy of Johnson City acting through the Historic Zoning Commission to design and approve the location of historic markers in the Downtown Core area.**

Parks and Open Space

Policy 7.2.10 **It is the policy of Johnson City to maintain, with a regular schedule, the city parks and open spaces within the Downtown Core area.**

Policy 7.2.11 **It is the policy of Johnson City to create a maintenance schedule for upkeep of planters, pruning trees, cleaning out culverts, maintaining sidewalks, and other streetscape items.**

Policy 7.2.12 **It is the policy of Johnson City to actively pursue a program to plant and maintain street trees within the Downtown Core using the following recommended varieties:**

Variety 7.2.12.1 Red Maple (*Acer rubrum* ‘Armstrong’, ‘Bowhall’, and ‘Scarsen’).

Variety 7.2.12.2 Princeton Sentry Ginkgo (*Ginkgo biloba* ‘Princeton Sentry’).

Variety 7.2.12.3 Skyline Honeylocust (*Gleditsia triacanthos* var. *inermis* ‘Skyline’).

Variety 7.2.12.4 Fruitless Sweetgum (*Liquidambar styraciflua* ‘Rotundiloba’).

Variety 7.2.12.5 Hightower Willow Oak (*Quercus phellos* ‘Hightower’).

Variety 7.2.12.6 Greenspire Little Leaf Linden (*Tilia cordata* ‘Greenspire’).

Variety 7.2.12.7 Lacebark Elm (*Ulmus parvifolia* ‘Emer II’ or ‘UPMTF’).

Variety 7.2.12.8 Green Vase Japanese Zelkova (*Zelkova serrata* ‘Green Vase’).

Action 7.2.12.1 *Adopt the use of the recommended eight varieties of street trees to be used throughout the Downtown Core. These trees should be situated in the following locations where applicable:*

Location 7.2.12.1.1 *In the grass strip between the sidewalk and curb.*

Location 7.2.12.1.2 *In a tree grate surrounded by the sidewalk.*

Location 7.2.12.1.3 *Behind the sidewalk.*

Location 7.2.12.1.4 *In a public open space.*

Action 7.2.12.2 *Require additional street trees be planted on the following streets:*

Location 7.2.12.2.1 *East Market Street between I-26 and South Roan Street.*

Location 7.2.12.2.2 *East Main Street between Colonial Way and I-26.*

Location 7.2.12.2.3 *West Market Street between Buffalo and Montgomery streets.*

Location 7.2.12.2.4 *West Main Street between Buffalo and Dodge streets.*

Location 7.2.12.2.5 *Buffalo Street between State of Franklin Road and Freewill Baptist Church.*

Location 7.2.12.2.6 *Roan Street between East Market Street and Fairview Avenue.*

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Location 7.2.12.2.7 Other remaining streets in the Downtown Core area as development takes place.

Policy 7.2.13 It is the policy of Johnson City to encourage private open areas, especially private parking lots to landscape with street trees from the approved list described in Policy 7.2.12.

Utilities

Policy 7.2.14 It is the policy of Johnson City to require that all existing overhead utility lines be relocated underground as funding is available.

This policy is to be implemented by the following actions:

Action 7.2.14.1 Coordinate with the necessary private companies to have existing overhead wiring relocated underground. Below are streets that have been identified with overhead wiring that should transition to underground wiring:

Location 7.2.14.1.1 South Roan Street between Buffalo and East Market streets.

Location 7.2.14.1.2 East Market Street between I-26 and Colonial Way.

Location 7.2.14.1.3 West Market Street between Boone and Dodge streets.

Location 7.2.14.1.4 West Main Street between Dodge and Boone streets.

Location 7.2.14.1.5 McClure Street.

Location 7.2.14.1.6 North Commerce Street between West Market and North Roan streets.

Location 7.2.14.1.7 West King Street between Boone and North Roan streets.

Location 7.2.14.1.8 Other areas within the study area as needed.

Safety

Policy 7.2.15 It is the policy of Johnson City to support the integration of a pedestrian friendly streetscape and enhance safety throughout the Downtown Core area.

This policy is to be implemented by the following actions:

Action 7.2.15.1 Encourage the following actions, but not limited to: pedestrian friendly crosswalks, increased green-space, planting of more trees, and aesthetically pleasing sidewalks.

Action 7.2.15.2 Increase efforts to promote a safer downtown. Examples are, but not limited to: increased police protection and increased lighting in areas of poor visibility.

Downtown Revitalization Element -----

Action 7.2.15.3 Encourage safety improvements to the Downtown Parking Garage such as: lighting, security cameras, and security personnel.

Policy 7.2.16 It is the policy of Johnson City to enforce existing regulations that prohibit loitering in the Downtown Core area.

OBJECTIVE 7.3 TO ENCOURAGE SHARED-PARKING DESIGN, COMMON ACCESS, AND CIRCULATION FEATURES BETWEEN ADJOINING PROPERTIES TO MAXIMIZE PARKING ARRANGEMENTS AND A GREATER UTILIZATION OF EXISTING PARKING AREAS AND EXPAND ACCESS TO SAFE PEDESTRIAN NETWORKS.

Policy 7.3.1 It is the policy of Johnson City to provide public parking facilities located in the B-2 (Central Business District).

This policy is to be implemented by the following actions:

Action 7.3.1.1 Implement the following Short-Term Recommendation efforts for Parking:

Effort 7.3.1.1.1 Delineate time restricted on-street parking spaces.

Effort 7.3.1.1.2 Review public parking signage.

Effort 7.3.1.1.3 Increase enforcement of parking regulations.

Action 7.3.1.2 Implement the following Long-Term Recommendation efforts for Parking: There are several measures that are recommended for consideration over the next three to ten years. These recommendations may require special action by the city, increased funding, or simply may not be needed until demand increases.

Effort 7.3.1.2.1 Improve existing off-street parking lots.

Effort 7.3.1.2.2 Consider additional angle parking as demand for on-street parking increases.

Effort 7.3.2.2.3 Share available parking in private parking lots.

Effort 7.3.2.2.4 Provide overhead pedestrian connections on busy streets.

Policy 7.3.2 It is the policy of Johnson City to investigate the feasibility of converting one-way streets into two-way streets.

This policy is to be implemented by the following action:

Action 7.3.2.1 Partner with downtown businesses, the JCDA, neighborhood groups/organizations and other citizens to determine whether or not Main Street and Market Street should be converted to two-way streets.

Policy 7.3.3 **It is the policy of Johnson City to identify prominent locations for pedestrian crossings at key intersections and at mid-block areas where significant pedestrian traffic is expected.**

This policy is to be implemented by the following actions:

Action 7.3.3.1 *Choose a common style, color, and material for all new crosswalks within the Downtown Core area. (Pattern currently used downtown: Ashler Stone – Random Interlocking Pattern – L.M. Scofield Company).*

Action 7.3.3.2 *Apply a consistent stamping pattern to create an identifiable pedestrian crosswalk when existing streets are repaired.*

Action 7.3.3.3 *Install patterned and colored crosswalks (of concrete, brick, or stone) at appropriate locations when existing streets are rebuilt or new streets are constructed.*

Action 7.3.3.4 *Stamp the following list of sidewalks, to be completed and prioritized in the following order:*

- 1. Buffalo Street.*
- 2. East Main Street.*
- 3. East Market Street.*
- 4. West Market Street.*
- 5. West Main Street.*
- 6. Once the above sidewalks have been completed, others should be replaced with stamped patterns in areas that are feasible in the Downtown Core area.*

Action 7.3.3.5 *Stamp the following prioritized list of crosswalks in the Downtown Core area:*

- 1. Buffalo Street (at the intersections with East Main and East Market streets).*
- 2. Intersection of Buffalo Street and State of Franklin Road.*
- 3. State of Franklin Road (entering into Downtown Square parking lot).*
- 4. Intersection of Roan Street and State of Franklin Road.*
- 5. Intersection of East Main and Roan streets.*
- 6. Intersection of East Market and Roan streets.*
- 7. Intersection of Buffalo and Roan streets.*
- 8. Intersection of Commerce Street and West Market Street.*
- 9. Intersection of Commerce and West Main streets.*
- 10. Intersection of Boone and West Main streets.*
- 11. Intersection of Boone and West Market streets.*

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- 12. *Intersection of King and Roan streets.*
- 13. *Intersection of Fairview Avenue and Roan Street.*
- 14. *Intersection of Millard and Roan streets.*

Policy 7.3.4 **It is the policy of Johnson City to identify locations and provide bike racks within the Downtown Core area. Additional racks should be placed at the following locations:**

- 1. *Majestic Park.*
- 2. *Fountain Square.*

OBJECTIVE 7.4 **TO ENCOURAGE THE RENOVATION AND REHABILITATION OF EXISTING BUILDINGS AND STOREFRONTS.**

Policy 7.4.1 **It is the policy of Johnson City to retain the older, historically valuable buildings listed in the historic district and that are on the National Register in and around the Downtown Core area, and encourage adaptive re-use of older buildings by promoting rehabilitation and reuse of existing structures that contribute to the overall design character of downtown.**

Policy 7.4.2 **It is the policy of the city acting through the Historic Zoning Commission to coordinate with the Johnson City Development Authority the preservation and promotion of the Downtown Core area.**

This policy is to be implemented by the following actions:

Action 7.4.2.1 *Develop incentives in addition to Federal Tax Credits, to encourage businesses and dwelling units to locate in the Downtown Core area.*

Action 7.4.2.2 *Coordinate preservation efforts with the Johnson City Development Authority of historic resources in the Downtown Core area and surrounding area are maintained. The design guidelines for the Downtown Historic district should be reviewed for periodic updates and revisions.*

Action 7.4.2.3 *Enlarge the downtown historic zoning district. Nominate the former CSX Train Depot located at the intersection of Buffalo Street and South State of Franklin Road to the National Register of Historic Places.*

Policy 7.4.3 **It is the policy of Johnson City to support the Johnson City Development Authority (JCDA) in its efforts to revitalize downtown.**

This policy is to be implemented by the following actions:

Downtown Revitalization Element -----

Action 7.4.3.1 Support the JCDA in the promotion and marketing of the Downtown Tax Increment Financing District.

Action 7.4.3.2 Provide support to the Johnson City Development Authority in maintaining the designation of the Tennessee Main Street Program.

Action 7.4.3.3 Support the JCDA in its efforts in working with local colleges and universities to bring academic programs into the downtown where space is available.

Action 7.4.3.4 Support the JCDA to continue applying and implementing Transportation Enhancement Grants to improve and enhance the streetscape.

OBJECTIVE 7.5 TO IMPROVE STORMWATER MANAGEMENT AND PREVENT FUTURE FLOODING DOWNTOWN.

Policy 7.5.1 It is the policy of Johnson City to implement a stormwater utility fee to help fund projects that improve stormwater management and eliminate flooding in the Downtown Core area.

Policy 7.5.2 It is the policy of Johnson City to encourage all development within the flood-prone areas of the Downtown Core area to be designed in a way that minimizes flood-related damage and avoids increasing flood impacts elsewhere.

OBJECTIVE 7.6 TO BUILD PUBLIC/PRIVATE PARTNERSHIPS THAT RESULT IN THE REDEVELOPMENT OF UNDERUTILIZED PROPERTY AND PROJECTS THAT ACHIEVE MAXIMUM BENEFIT FROM SUCH PARTNERSHIPS.

Policy 7.6.1 It is the policy of the city of Johnson City to review the Downtown Core first when locating city-funded operations using city tax funds.

Policy 7.6.2 It is the policy of Johnson City to encourage federal, state, county, and other governmental services to remain or locate in the Downtown Core area.

Policy 7.6.3 It is the policy of Johnson City to pursue grant opportunities in the Downtown Core area.

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Policy 7.6.4 **It is the policy of Johnson City to support incentive programs in the downtown that will offer businesses a more competitive edge to remain and expand.**

This policy is to be implemented by the following actions:

Action 7.6.4.1 *Support future programs that will entice development throughout downtown.*

Action 7.6.4.2 *Support future enhancement opportunities to continue downtown improvements.*

Action 7.6.4.3 *Provide and update necessary infrastructure to downtown businesses.*

Policy 7.6.5 **It is the policy of Johnson City to support infill development in areas where infrastructure is currently provided.**

This policy is to be implemented by the following actions:

Action 7.6.5.1 *Promote tax incentive programs.*

Action 7.6.5.2 *Encourage the use of Federal Tax Incentives for the restoration of historic buildings.*

Policy 7.6.6 **It is the policy of Johnson City to support and encourage local colleges and universities to incorporate university level programs as part of their presence in the downtown.**

This policy is to be implemented by the following action:

Action 7.6.6.1 *Support JCDA’s efforts to encourage local colleges and universities to locate specific academic programs and uses into the downtown where space is available. Advantages of locating downtown may offer benefits to specific programs or classes such as; geographic location, space availability for classes, or displaying projects and a market to support student services.*

Policy 7.6.7 **It is the policy of Johnson City to support events that encourage visitors to the downtown.**

This policy is to be implemented by the following action:

Action 7.6.7.1 *Continue to support existing events such as the Blue Plum Festival, First Fridays, UMOJA/Unity Festival, and new downtown events that may be created in the future.*

Policy 7.6.8 **It is the policy of Johnson City to notify in advance affected property owners and the public of projects in the Downtown Core.**

HISTORIC PRESERVATION ELEMENT -----

INTRODUCTION



Multiple criteria are used to determine what is classified as an historic resource. The first basic criterion is its age, with 50 years old or older as a benchmark. The age of a structure by itself, however, does not justify historic significance of the structure; other criteria should also be considered. The criteria outlined in the Johnson City Zoning Ordinance for a Historic/Conservation Overlay district includes the following:

- A. The property is associated with an event which has made a significant contribution to local, state, or national history; or
- B. The property includes structures associated with the lives of persons significant in local, state, or national history; or
- C. The property contains structures or groups of structures which embody the distinctive characteristics of a type, period, or method of construction, or that represents the work of a master, or someone that possesses high artistic values, or that represents a significant and distinguishable entity whose components may lack individual distinction; or
- D. The property yielded or may likely yield archaeological information important in history or prehistory; or
- E. The property is listed in the National Register of Historic Places.

FEDERAL, STATE, AND LOCAL PROTECTION

Tennessee State Historic Preservation Office

The Tennessee State Historic Preservation Office (TSHPO), part of the Tennessee State Department of Environment and Conservation, is charged with all aspects of historic

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preservation within the state of Tennessee. The Tennessee Historic Commission, a part of the TSHPO, operates the state historic sites, the state historic marker program, and administers the Federal Historic Preservation Grant Program. A second subcommittee of the TSHPO, the State Review Board, reviews all nominations to the National Register of Historic Places prior to their submission to the National Park Service. Historic sites located within Johnson City that are owned and maintained by TSHPO include the Tipton-Haynes Historic Site and the Rocky Mount Museum.

The Tennessee State Historic Preservation Office has established a state historic marker program that allows recognition of historic sites and events. Since state funds are limited to the cost of the marker and the installation, private donations are used. The following lists the state markers currently within the corporate limits of Johnson City.

Table 21: Tennessee State Markers Located in Johnson City

TITLE	LOCATION
Boone's Creek Church	U.S. 23, north of junction of TN 34
Brush Creek Campground	Jackson Street & West Watauga Avenue
Buffalo Ridge Church	U.S. 23, 3.15 miles north of jct. With State 34
Carter's Raid	U.S. 11E near railroad bridge over the Watauga River
Daniel Boone	U.S. 23 in Boones Creek
Dr. Hezakiah Hankal	West Main Street & Whitney Street
Dungan's - St. John Mill	Watauga Road
East Tennessee State University	State of Franklin Road
Fiddlin' Charlie Bowman	Roscoe Fitz Road & TN 75
History on Knob Creek	North Roan Street & Old Gray Station Road
Isaac Hammer	East Mountainview Road
Jesse Duncan	U. S. 23, north of TN 34
Johnson City	John Exum Parkway and North Roan Street
Knob Creek Church of the Brethren	Knob Creek Road and Fairridge Road
Lanston High School	East Myrtle Avenue and Elm Street
Robin's Roost	South Roan Street
Rocky Mount	U.S. 11 E in Sullivan County
Samuel Cole Williams	100 block of South Roan Street
Science Hill Male & Female Institute	South Roan Street & Water Street
State Flag	U.S. 11 E
Tipton-Haynes Historic Site	South Roan Street
Tree Streets Historic District	Southwest Avenue (Southside School)
West Main Street Church	West Main Street and Whitney Street
William Bean's Cabin	U.S. 23 & TN 34
William Nelson Home	Knob Creek Road

Local Historic and Conservation Districts

Individual properties located within a designated local historic or conservation district are important and must be included in the identification of historic structures. The following, lists the historic resources located within either historic or conservation districts. Structures that may not be eligible individually for nomination to the National Register can be included in a local district. Once the building(s) are restored according to the district's design guidelines, additional structures may become eligible for the National Register. This was the case for the Johnson City Commercial Historic District. The existing historic and conservation districts include the following:

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1. Downtown Historic District;
2. Cox/Adams Landmark Conservation District;
3. Kitzmiller/Blowers Landmark Conservation District; and
4. Tree Streets Conservation DistrictNational Register of Historic Places

The National Register of Historic Places (National Register) is an official list of historic districts, sites, buildings, structures, and objects significant to American history, architecture, archaeology, engineering, and culture. The National Park Service, within the United States Department of the Interior, administers the list. Individuals, local governments, or state agencies can make application to the list through the Tennessee State Historic Preservation Office. Properties listed on the National Register can be of historic significance at the federal, state, or local level.

Historic resources within Johnson City that are included on the National Register of Historic Places are identified on Table 22 and Map 13. This listing will increase as individuals and organizations nominate properties and districts. It should be noted, that the Tree Streets National Register District is the largest residential district in Tennessee.

Table 22: Current National Register Properties in Johnson City.

#	NAME	ADDRESS	DATE	DATE LISTED
1.	Tipton-Haynes House	2620 South Roan Street	c. 1783-1840	26-Feb-70
	Tennessee State Historic Site.			
2.	Rocky Mount Museum	200 Hyder Hill Road	1790-1792	26-Feb-70
	Tennessee State Historic Site.			
3.	Dungan’s Mill & Stone House	3191 & 3222 Watauga Road	c. 1778	2-Jul-73
	(St. John’s Mill) Oldest continuing family run mill in the state.			
4.	Robin’s Roost	1309 South Roan Street	c. 1880	20-Jan-76
	Home of the Taylor Brother’s of the War of the Roses – Governor Race.			
5.	Isaac Hammer House	708 East Mountainview Road	c. 1793	19-Mar-76
	Log cabin residence (restored).			
6.	Kitzmiller House	4867 North Roan Street	c. 1801	25-Jul-77
	Stone residence.			
7.	Valentine DeVault House	243 DeGrasse Drive	c. 1821-1842	28-Jul-77
	Stone residence – cannon ball in wall.			
8.	Montrose Court Apartments	701 West Locust Street (Boyd Street)	c. 1922	21-Apr-80
	Converted to condominiums. Part of the Tree Streets District.			

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9.	Basher Mill			
	Part of Knob Creek District.	Denny Mill Road	c. 1830	8-Jul-80
10.	Peter Range Stone House			
	Restored and used for commercial.	307 Twin Falls Drive / 2833 East Oakland Avenue	c. 1804	15-Dec-83
11.	Knob Creek Historic District			
	Partly altered by development. Includes Bashor Mill, 3 cemeteries, Knob Creek Church of the Brethren, and 4 houses.	Knob Creek Road / Denny Mill Road / Fairridge Road	c. 1830	10-Jul-86
12.	Aquone			
	Home of Judge Samuel Williams.	110 Barberry Road	1923	4-Nov-93
13.	Shelbridge			
	Home of ETSU President.	101 East Eleventh Avenue / North Roan Street	1921	14-Dec-95
14.	Tree Streets Historic District			
	Includes Montrose Court, First United Methodist Church, Southside Elementary School, and numerous residences. Largest residential historic district in Tennessee.	Boyd Street / Buffalo Street / Cedar Place / West Chestnut Street / Earnest Street / Franklin Street / Laurel Street / West Locust Street / West Maple Street / West Pine Street / West Poplar street / Powell Street / Sevier Street / Southwest Avenue / Spring Street	c. 1900 – 1950's	12-Mar-96
15.	Bower-Kirkpatrick Farmstead			
	Saved by efforts of TDOT when designing improvements to Boones Creek Road.	3033 Boones Creek Road	c. 1803	12-Mar-98
16.	St. Paul's AME Zion Methodist Church			
	African-American Church (nominated by the Langston Heritage Group).	201 Welborne Street	1920	12-Apr-01
17.	Thankful Baptist Church / Princeton Freewill Baptist Church			
	African-American Church (nominated by the Langston Heritage Group).	104 Water Street	1912	8-Aug-01
18.	Johnson City Commercial Historic District			
	Includes 79 commercial structures including the John Sevier Hotel.	Buffalo Street / Colonial Way / East Main Street / East Market Street / South Roan Street / Spring Street / Tipton Street	1887-1953	17-Jul-03

19.	Johnson City Warehouse and Commerce Historic District	North Boone Street / Commerce Street / West Market Street / McClure Street / Montgomery Street	1900-1953	17-Jul-03
	Includes 26 commercial and warehouse buildings.			

PROTECTION THROUGH ZONING

Historic Zoning

Created by local ordinance, historic zoning is an overlay involving a separate layer of regulations in addition to conventional land use regulations. The purpose of historic zoning is to protect the historic and visual character of a district or a specific landmark. The Tennessee Code Annotated is the enabling authority that dictates the legal aspects of historic zoning. The local Historic Zoning Commission, with the use of specific design guidelines, reviews and approves exterior alterations and changes, new construction, relocation, and demolition. The guidelines are developed specifically for each district, with the character of the district forming the basis for the guidelines. The Board of Commissioners must approve the boundaries of each historic district. The Downtown Historic District is currently Johnson City’s only historic district.

Conservation Zoning

Conservation zoning provides protection through an overlay zone, but it is less restrictive than historic zoning. The Tennessee Code Annotated outlines the policies as part of the legislation for historic zoning. Design review is administered through the local Historic Zoning Commission and design guidelines are developed and approved for the specific district. The Board of Commissioners must approve the boundaries of each conservation district. Currently, the Tree Streets District is the only conservation district in Johnson City; the property owners in the neighborhood determined that this level of protection was appropriate for them.

Overlay Zoning

Overlay zoning is an additional layer of zoning protection applied over one or more properties. This type of zoning has limited ability to control design aspects, but is useful for regulating the size and location of signage; dumpster locations; landscaping; parking location; and building setbacks.

Landmark Zoning

Landmark zoning is a special type of overlay zoning, using either conservation or historic zoning, for recognizing a specific site. This zoning is used when one property (or a portion of one property) is involved. State law allows landmark zoning within the historic and conservation zoning guidelines of the Tennessee Code Annotated. Two examples of landmark conservation areas within Johnson City include: the Cox-Adams

site on South Roan Street and University Parkway, and the Kitzmiller-Blowers residence on North Roan Street.

GOAL, OBJECTIVES, POLICIES, AND ACTIONS

Goal:

“To identify and protect the historical, architectural, archeological, cultural, and scenic heritage in the area in order to enhance the quality of life in Johnson City.”

The objectives of this element include the following:

- OBJECTIVE 8.1 TO PRESERVE THE CITY’S UNIQUE CHARACTER AND BEAUTY.
- OBJECTIVE 8.2 TO FOSTER COMMUNITY PRIDE.
- OBJECTIVE 8.3 TO PRESERVE THE CHARACTER AND ARCHITECTURE OF ITS NEIGHBORHOODS, COMMERCIAL DISTRICTS, AND RURAL AREAS.
- OBJECTIVE 8.4 TO ENABLE CITIZENS AND VISITORS TO ENJOY AND LEARN ABOUT LOCAL HISTORY.
- OBJECTIVE 8.5 TO PROMOTE ECONOMIC VIABILITY.
- OBJECTIVE 8.6 TO PROVIDE A FRAMEWORK FOR MAKING APPROPRIATE PHYSICAL CHANGES.

In order to achieve the goal and objectives of the Historic Preservation Element, policies must be formulated to guide their implementation. The Historic Preservation Element has identified specific policies which give direction to the Historic Zoning Commission.

Policy 8.1 It is the policy of Johnson City, acting through the Historic Zoning Commission, to compile an inventory of historic resources within the Johnson City Urban Growth Boundary and to create a database concerning the region’s historic resources.

This policy is to be implemented by the following actions:

Action 8.1.1 Survey historic resources within the corporate limits of Johnson City and the Urban Growth Boundary (architecture, cemeteries, vistas, agricultural features, transportation elements, and other historically significant elements).

Historic Preservation Element -----

- Action 8.1.2* *Photograph all historic resources and create an index system for the pictures with any available historic information.*
- Action 8.1.3* *Create a database of the historic resources enabling access by interested parties.*
- Action 8.1.4* *Coordinate with the GIS (Geographic Information System) completion of the mapping of historic resources.*
- Action 8.1.5* *Make available at the Johnson City Public Library and other libraries in the region a copy of the historic resources database.*
- Action 8.1.6* *Make information available on the city's web site concerning the historic resource database.*

Policy 8.2 **It is the policy of Johnson City, acting through the Historic Zoning Commission, to create a methodology to analyze historic resources in order to determine a level of recognition and protection.**

This policy is to be implemented by the following actions:

- Action 8.2.1* *Maintain the Property Designation Handbook developed by the Historic Zoning Commission to analyze the historic resources and to determine their level of significance and importance.*
- Action 8.2.2* *Assist in the determination of eligible historic resources for the National Register of Historic Places and to assist in the nomination of these resources.*
- Action 8.2.3* *Individual properties and neighborhoods that should be considered for listing to the National Register of Historic Places, in priority order, over the next ten years include:*
 - Area 8.2.3.1* *The enlargement of the Commercial Downtown and Commerce and Warehouse Districts and the former Clinchfield/CSX Train Depot.*
 - Area 8.2.3.2* *The former East Tennessee and Western North Carolina Train Depot.*
 - Area 8.2.3.3* *The Flourville area.*
 - Area 8.2.3.4* *The Cox/Adams Residence (The Center for Integrated Medicine).*
 - Area 8.2.3.5* *Orchard Place.*
 - Area 8.2.3.6* *Herrin House (Lone Oak Road).*
 - Area 8.2.3.7* *Hillcrest neighborhood.*
 - Area 8.2.3.8* *Carnegie Addition.*
 - Area 8.2.3.9* *East Tennessee State University.*
 - Area 8.2.3.10* *The Quillen Veterans Administration.*

Policy 8.3 **It is the policy of Johnson City, acting through the Historic Zoning Commission, to increase the level of awareness, understanding, and appreciation of the historic resources in Johnson City.**

This policy is to be implemented by the following actions:

Action 8.3.1 *Support the development of informational brochures and tours concerning historic resources. Design and produce brochures that explain the positive aspects of the different protection options and the variety of methods of financial incentives available. The distribution of the brochures should be widespread including the city's web site. Tours of historic resources and neighborhoods should be developed to assist in the promotion of historic preservation.*

Action 8.3.2 *Promote historic resources in the area through the Northeast Tourist Council.*

Action 8.3.3 *Assist in the distribution of educational material to the schools in the region. Workshops to assist in the education of the public regarding the advantages of historic preservation should be included. Elected officials at all levels of government should be kept informed on historic preservation issues so that legislation will be adopted that will promote and assist historic preservation.*

Action 8.3.4 *Develop a system for the designation and installation of local historic markers for individual structures, neighborhoods, or areas. Areas that should be considered for either a state or local historic marker include the following, in priority order, over the next ten years:*

Area 8.3.4.1 *Buffalo Street (historic site of African-American school and cemetery).*

Area 8.3.4.2 *Carnegie Addition.*

Area 8.3.4.3 *Herrin House (underground railroad).*

Area 8.3.4.4 *Maxwell House.*

Area 8.3.4.5 *Pot Liquor Area (between Hillcrest, Watauga & Market with John Exum in the middle).*

Area 8.3.4.6 *Charleston, Cincinnati, and Chicago roadbed (Winged Deer Park).*

Area 8.3.4.7 *Oak Hill School original site in the Knob Creek area.*

Area 8.3.4.8 *Cox's Lake.*

Area 8.3.4.9 *East Tennessee State University.*

Area 8.3.4.10 *The Quillen Veteran Administration.*

Policy 8.4 **It is the policy of Johnson City, acting through the Historic Zoning Commission, to coordinate with the Johnson City Development Authority the preservation and promotion of the downtown area.**

This policy is to be implemented by the following actions:

Action 8.4.1 Develop incentives in addition to Federal Tax Credits, to encourage businesses and dwelling units to locate in the downtown area.

Action 8.4.2 Coordinate with the Johnson City Development Authority to ensure that historic resources in the downtown area and surrounding area are maintained, restored, or renovated. The design guidelines for the Downtown Historic district should be reviewed for periodical updates and revisions.

Action 8.4.3 Enlarge the downtown historic zoning district. Nominate the former CSX Train Depot located at the intersection of Buffalo Street and South State of Franklin Road to the National Register of Historic Places.

Policy 8.5 **It is the policy of Johnson City, acting through the Historic Zoning Commission, to coordinate with neighborhood organizations to acknowledge, conserve, preserve, and promote the integrity of the areas such as the Avenues in the Central City Neighborhood, West Davis Park, and the historic Carnegie Neighborhood as contributing areas to the history of Johnson City.**

This policy is to be implemented by the following actions:

Action 8.5.1 Coordinate with neighborhood organizations to ensure that historic resources in the neighborhood areas are maintained, restored, or renovated. Individual historic resources that should be maintained and restored through the local landmark designation include the following, in priority order, over the next ten years:

Designation 8.5.1.1 Cox/Adams Residence.

Designation 8.5.1.2 Orchard Place.

Designation 8.5.1.3 Herrin House (underground railroad).

Designation 8.5.1.4 Maxwell House.

Action 8.5.2 Encourage the enlargement of existing neighborhood conservation districts and review and update the design guidelines for the neighborhood districts. The existing Tree Streets Conservation District should be enlarged to be comparable in size to the Tree Streets National Register District.

Historic Preservation Element -----

Action 8.5.3 Determine which historic resources should be protected by local historic or conservation zoning and to assist with the property owners in achieving local designation. Areas and neighborhoods to be considered for possible local recognition include the following, in priority order, over the next ten years:

Designation 8.5.3.1 The Langston – Hankal – Armstrong neighborhood.

Designation 8.5.3.2 “The Avenues” neighborhood (Watauga Avenue and Unaka Avenue).

Designation 8.5.3.3 Lamont – Hamilton – Wilson Area (Carr Addition).

Designation 8.5.3.4 Gump Addition and Llewellyn Wood.

Designation 8.5.4.5 Holston, Chilhowie, 10th and 11th Streets.

Designation 8.5.4.6 Carnegie Addition.

Designation 8.5.4.7 Hillcrest neighborhood.

Designation 8.5.4.8 Flourville area in the Boones Creek community.

Designation 8.5.4.9 Gilmer Park.

Designation 8.5.4.10 West Davis Park.

Designation 8.5.4.11 Knob Creek.

Designation 8.5.4.12 Oakland Gardens.

Designation 8.5.4.13 Humphries.

Designation 8.5.4.14 Buffalo Street.

Designation 8.5.4.15 Reeves/Carr House (Wheatland).

Designation 8.5.4.16 Peter Miller Reeve (Sinking Spring).

CONCLUSION

The preparation and adoption of the Comprehensive Plan has taken several years to accomplish. Implementation is a necessary and essential part of any plan. Due to the cost and broad nature of the Comprehensive Plan, it is not possible to implement all of its goals, objectives, and recommendations immediately. Implementation will occur over time, and the plan will require review due to changing resources and changing needs. The recommendations presented in this plan relate to public, private, semi-public, and volunteer segments of the city, and will require the coordination and cooperation of all these groups.

To effectively implement the Comprehensive Plan, open communication is needed. While proceeding with implementation, the following factors must be considered: administration and management; enforcement; citizen participation; socio-economic changes; changing needs, resources, and priorities; continual planning; finance; and politics.