

Planned Commercial Centers with Residential

Request for Public Hearing on Text Amendments to
Chapters 155 and 158

April 23, 2026

Board of County Commissioners

Agenda



Issue



Planned Commercial
Centers with Residential




PZC Recommendation and
Staff Request

Issue & Background

There are concerns that the provisions in the code governing planned commercial centers that use the residential options lack sufficient guidance and requirements to consistently produce development that fully aligns with the 2018 Freedom Community Comprehensive Plan's vision and goal of preserving character of existing communities.

Vision Statement

"Freedom is a suburban and rural community; a safe place, with a high quality of life; high performing schools; and recreational opportunities. **Growth is carefully managed to** protect quality of life; values; promote sense of place; and **preserve character of existing communities**; while supporting measured, balanced commercial development and employment opportunities. Carroll County values, and citizens' unalienable rights of life, liberty, and property, are respected, protected, and sustained."



The image shows the cover page of the Freedom Community Comprehensive Plan 2018. At the top, the title "Freedom Community Comprehensive Plan 2018" is written in a mix of blue and black fonts. Below the title are four images: a satellite map of a suburban area, a photograph of a community meeting with people seated around tables and a presentation screen, a photograph of a modern commercial building with a parking lot, and a photograph of a yellow two-story house. A central blue compass rose logo for the "Carroll County Department of Planning" is overlaid on the images. The word "Community" is written in blue to the right of the meeting photo. At the bottom right, text reads "Adopted by the Board of County Commissioners October 10, 2018" next to the official seal of Carroll County, Tennessee.

Freedom Community
Comprehensive Plan
2018

Community

A Crossroads

Carroll County
Department
of Planning

Adopted by the Board of
County Commissioners
October 10, 2018

History of PCCs and Residential Uses

- Previously known as Planned Business Centers – regulated in the Zoning Code
- ~2004 transferred to Subdivision Regulations
- Feb. 2007 the provision to allow residential on the second floor was added
- 2019 the name was changed to Planned Commercial Center to coincide with the new Commercial Districts, but the text has remained the same since 2007

Code References

Definition (§155 Development & Subdivision of Land and §158 Zoning Regulations)

Planned Commercial Centers (PCC). Three or more retail stores, service establishments, medical facilities, or other commercial uses designed as a unit and primarily served by common accessories such as signs, parking lots, and walkways.

§158 Zoning Regulations

§158.082 Commercial Districts: Regulation Of Principal Uses

- Principal Permitted in all commercial zoning districts

§ 158.083 Accessory Uses in the Commercial Districts

- Dwelling accessory to a Planned Commercial Center

Code (con't.)

§155.092 Planned Commercial Centers (PCC)

§155.092 (A) Approval of certain types of centers by PZC

§155.092 (B) Development Plan

§155.092 (C) General Regulations

§155.092 (D) Accessory Uses

- **Residential uses** are allowed as an accessory use to PCC on the second story of the structure, provided the structure is no more than two stories
- Residential unit size 600 sq ft ≥ 1,000 sq ft
- Subject to concurrency management and development impact fees, as applicable
- Existing PCCs may be redeveloped to include residential with an amended site plan
- The PC may require additional parking spaces to accommodate residential units

!! §155.092 (D) Accessory Uses contains no building or site design requirements that would address the unique needs of a mixed-use development, other than providing for additional parking

BCC Direction (February 5, 2026)

Direction:

Remove Residential as an Accessory Use in Planned Commercial Centers

- Ch. 155 – remove entirely
- Ch. 158 – modify accessory use language to reference only dwellings in PCCs as of certain date to allow for legacy projects to be permitted uses (not non-conforming)

Because mixed-use development has been a topic of discussion with the Master Plan update, the Master Plan and its associated implementation measures should address the need for and criteria appropriate to mixed-use developments.

- The consultant working on deferral items can suggest definition of mixed-use, features that lead to good mixed-use development outcomes, ways to incorporate into code, etc.

PZC Review and Recommendation

Topic introduced at March 4, 2026 meeting

Text Amendment reviewed and recommended at March 17, 2026 meeting

- Ch. 155 – remove entirely
- Ch. 158 – modify accessory use language to reference only dwellings in PCCs as of certain date

Proposed Text Amendments

§ 155.092 PLANNED COMMERCIAL CENTERS (PCC).

~~(D) **Accessory uses.** Regardless of the underlying zoning district, the Planning and Zoning Commission may allow residential uses as an accessory use to a PCC as follows:~~

~~—(1) **Second story.** Provided the structure is not more than a total of two stories, residential units may be provided on the second story of the structure. No residential use is permitted on the first story of any structure within the PCC.~~

~~—(2) **Floor area.** A residential unit shall be no less than 600 square feet and no greater than 1,000 square feet in size. The area of all residential units shall not exceed 50% of the total area of the structures within the PCC.~~

~~—(3) **Concurrency management.** All residential units shall be subject to §§ 156.01 through 156.07.~~

~~—(4) **Development impact fees.** All residential units shall be subject to §§ 33.55 through 33.69.~~

~~—(5) **Redevelopment.** A PCC existing as of February 26, 2007, may be redeveloped to include residential units on the second story of any existing structure, provided that:~~

~~—(a) An amended site plan is approved by the Planning and Zoning Commission; and~~

~~—(b) Compliance with §§ 156.01 through 156.07 and 33.55 through 33.69 is achieved prior to any change of use.~~

~~—(6) **Parking.** In addition to any parking required for the PCC, the Planning and Zoning Commission may require an additional parking space per residential unit and may, in its discretion, restrict the additional parking to use by the residential tenant.~~

Proposed Text Amendments (con't.)

§ 158.083 COMMERCIAL AND INDUSTRIAL DISTRICTS: REGULATION OF ACCESSORY USES.

(A) **Accessory uses in the Commercial Districts.** Accessory uses in the commercial districts shall be as follows:

(l) Pursuant to § 155.092, dwellings accessory to a Planned Commercial Center when approved prior to December 18, 2025.

Staff Request

Approval to schedule a Public Hearing on the proposed amendments to Chapter 155 and 158 of the County Code