



2

Eight Key Strategies

The eight key strategies outlined in this chapter incorporate prior goals and objectives, ideas and priorities expressed by the public, and technical needs/opportunities identified by the Town staff. All of the strategies are interrelated. Actions to implement one strategy may also contribute to achieving other strategies.

1. Bringing About a Downtown
2. Repair Aging Shopping Centers
3. Allow/Encourage Greater Housing Choice
4. Increase Connectivity
5. Capitalize on Our Heritage
6. Expand Our Borders
7. Enhance Our Identity
8. Plan for Remaining Vacant Parcels

STRATEGY 1. BRING ABOUT A DOWNTOWN

Ideally a downtown should be located near the center of town to provide ease of access for all town residents. It should also be served by major thoroughfares. The preferred location for a “downtown” for Farragut is within approximately 1/2 mile radius centered on the intersection of Kingston Pike and Campbell Station Road.

Several possible components have been identified for the downtown, generally comprising the four quadrants of the intersection:

- West End.
- Municipal Center Drive.

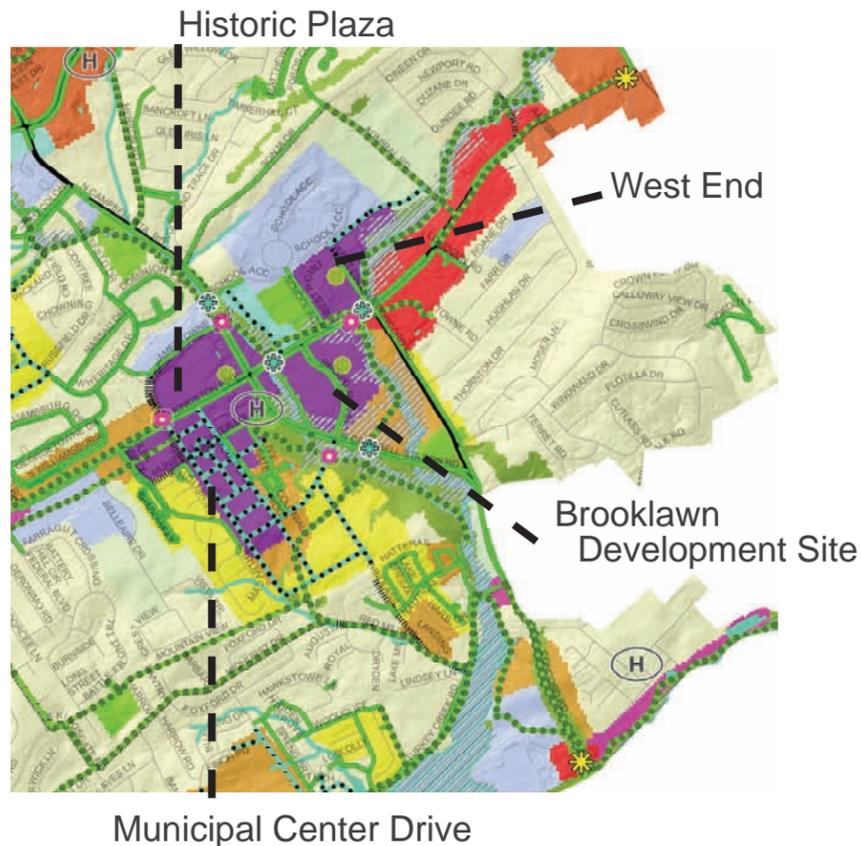


Figure 3: Farragut's Downtown Quadrants

- Historic Plaza.
- Brooklawn Development Site.

It is likely that the entire area will not develop at one time. It will occur in small increments, possibly over several decades. Support and participation by the Town may impact the speed of that process.

Depending on the market, it is possible that only one or a combination of these areas will develop as intended.

What does “downtown” mean? Key characteristics include:

- Connected buildings with minor setback variations, close to the sidewalk, on both sides of a street, that form a continuous shopping experience (e.g., not broken by parking lots).
- Individual buildings adequately differentiated (to avoid strip appearance).
- High degree of ground floor transparency (glass) for visual interest to pedestrians.
- On-street parking to separate pedestrians from traffic and provide convenient parking. Place major parking behind buildings, where it is out-of-sight of pedestrians.
- A mix of uses, including shopping, dining, personal services, offices, and substantial residential (to give life to the street throughout the day and evening).
- Nearby uses, such as offices, residential neighborhoods, that will provide a ready clientele within walking distance.
- Pedestrian-focused amenities, such as places for gathering (pocket parks, plazas), wide sidewalks, outdoor dining, street trees, benches, consolidated newspaper racks, planters, and paving.
- Pedestrian scale signage.

- Gridded or semi-gridded street network - A block pattern that includes a ‘figure 8’ pedestrian circulation pattern that wraps around corners (as opposed to a single street).

Primary Implementation Tools

1. The Town Center District (TCD) zone

Applying TCD zoning will bring about a number of the desired conditions.

2. A preapproved PUD

Getting through a traditional development application and rezoning may be considered risky and too expensive by some developers.

To remedy this, a preapproved PUD could be used by the Town, ideally with participation by the owner/developer. The preapproved PUD is a detailed subarea plan that could address elements such as road layouts, streetscape treatment, building massing, parking organization, and basic design guidelines. It is in sufficient detail to assure a developer that if followed, Town approval is likely.



Figure 4: A preliminary concept for redevelopment of the West End to create part of the downtown. This could be achieved through a preapproved PUD.

The preapproved PUD will:

- Identify the publicly supported objectives and key concepts for development.
- Reduce the cost to the developer of obtaining approval (if they wish to follow the PUD).
- Allow the Town to lead the public review process, outside the “heat of battle” of a specific proposal.

(See [Chapter 5: Extended Implementation Tools](#) for more on a preapproved PUD.)

3. Business Improvement District (BID)

Due to the fragmented ownership of several key downtown parcels and a desire for a quality design, the downtown may require a tool for coordinated action by property owners. A BID is one form of a special development district that is often used to coordinate such things as hours of operations, maintenance, and advertising between multiple property owners.

Actions

1. Review and recodify the municipal code to ensure it encourages, and does not prevent, appropriate urban design standards such as a gridded street network and sidewalk widths.
2. Create a “concierge” service that helps Farragut’s developers apply the Town Center District zone and navigate the approval process to achieve desired urban design effectively and efficiently.
3. Invite major property owners in designated downtown areas to participate in a preapproved PUD (see *‘Tools’ above*).
4. Create a small grant program that provides matching funds to individual property owners in downtown areas that install streetscape improvements and upgrade facades.

5. Utilize the illustrations in the Comprehensive Plan to promote downtown development and encourage creative redevelopment.
6. Conduct a market study to identify niche retail tenants that should be targeted, as well as appropriate lot sizes, in order to attract a unique clientele and avoid competition with other retail and residential development.
7. Allocate capital improvements funding for streetscape and infrastructure improvements for sites where downtown development is committed. Consider making these a revolving fund.
8. Partner with other government entities (schools, public health facilities) to encourage relocation to, and compatible development of, the town center.

(See [Chapter 5: Future Land Use Plan: Mixed Use Town Center Land Use](#) and [Chapter 5: Expanded Implementation Tools: Downtown Design Concepts](#) for more information.)

STRATEGY 2. REPAIR AGING SHOPPING CENTERS

The emergence of Turkey Creek, combined with an overabundance of similar auto-oriented commercial centers, has increased competition with many smaller shops and many medium-sized stores. Small, dispersed, auto-centric retail has difficulty competing for the simple reason that once consumers are in their cars, driving an extra 10 minutes to a newer retail center is easy—and today’s destinations will continue to face new competition.

The result is that many older or outmoded commercial buildings are beginning to exhibit decline and deterioration. Some sites convert to lower-rent retail. Once they become vacant, buildings and landscape slowly degrade, weeds emerge through pavement cracks, and graffiti begins to appear.



Figure 5: Farragut’s aging shopping centers erode property values and present a negative image of the town.

The decline of some of Farragut’s commercial centers is not unique, in many other towns where sprawl occurs, new development shuttered the old (the life of a typical strip development is estimated to be 15 to 25 years).

Adapting and upgrading is not always an option. As competition increases, and shopping preferences change (e.g., indoor malls have become passé), the kind of retail the market desires is sometimes prevented or discouraged by development regulations. Existing zoning setbacks and parking requirements may discourage the more pedestrian-friendly retail that is becoming popular.

The size and form of existing retail buildings may not be well suited for conversion to more pedestrian-oriented boutique shops for example.

Primary implementation tools

1. Zoning for a mix of uses

Rather than wait through the typical downward evolution of aging centers, another strategy could be to rezone them for a greater mix of uses, thereby providing an incentive for redevelopment. Plus, allowing and incentivizing residential uses as a part of redeveloping centers will help create “built-in” demand for local retail (such as coffee shops, restaurants). Added amenities such as plazas or small pocket parks or additional connections will encourage nearby residents to shop locally.

Redevelopment will most likely require incentives in the form of increasing the land use intensity allowed (including higher density residential in the commercial site), relaxation of regulations (parking or setbacks) or town investment (the creation of pocket parks or streetscape).

2. Adaptive reuse

Adaptive reuse is the converting outmoded buildings to new uses. Examples from around the U.S. include converting small-box stores to churches,

grocery stores to athletic clubs, and shopping centers to colleges.¹

As a local example, the former Kroger’s grocery store may be an ideal location for a recreation center. It is located in the center of town, hence is accessible to all Farragut residents. It has the parking and associated uses (a day care center) that could be symbiotic.

Since adaptive reuse requires special efforts to meet new building codes, it may be useful to provide waivers in certain instances, or assistance (a “concierge” service) to help builders and developers navigate through the process.



Figure 6: The former Kroger’s grocery store fits the footprint of a recreation center.

¹ Note also that re-use can also be cost-effective, and “green”, in that it reduces the use of raw materials that have to be produced and transported to the site and reduces the amount of disposal materials.

Actions

1. Review and codify the municipal code to ensure appropriate standards exist to allow/encourage mixed use redevelopment.
2. Invite one or more land owners in designated centers to partner with the Town to create a preapproved PUD (see ‘tools’ in Strategy 1).
3. Conduct a market study to identify neighborhood serving retail and residential markets suitable for adaptive reuse and redevelopment.



Figure 7: An example of a retrofit to a declining shopping center. Credit: Urban Advantage.

4. Create a small grant program that provides matching funds to individual property owners that install streetscape improvements and upgrade facades in redeveloping shopping centers.
5. Put funding for streetscape and infrastructure improvements (utilities, connecting streets) for select sites into the Capital Improvements Plan. Investigate options to make these a revolving fund (repaid through developer fees).
6. Create a “concierge” service that helps Farragut’s developers navigate the redevelopment approval process, to achieve desired urban design effectively and efficiently and provides feedback on adaptive reuse.

STRATEGY 3. ENCOURAGE GREATER HOUSING CHOICE

Farragut’s need for a greater range of housing types has been identified several times: in the 2001 Land Use and Transportation Master Plan, the town’s Strategic Plan, and in the public process to form this plan.

While the town has some multi-family housing, existing land use is primarily suburban, medium-sized lots with single-family houses.

More housing will provide greater local clientele to support new and expanding retail and services. Greater housing diversity will respond to growing needs of young professionals and the elderly.

Generally, greater housing choice can be accomplished by increasing the intensity of residential development on vacant land and by redevelopment of underperforming commercial properties.

Doing so requires protecting existing neighborhoods.

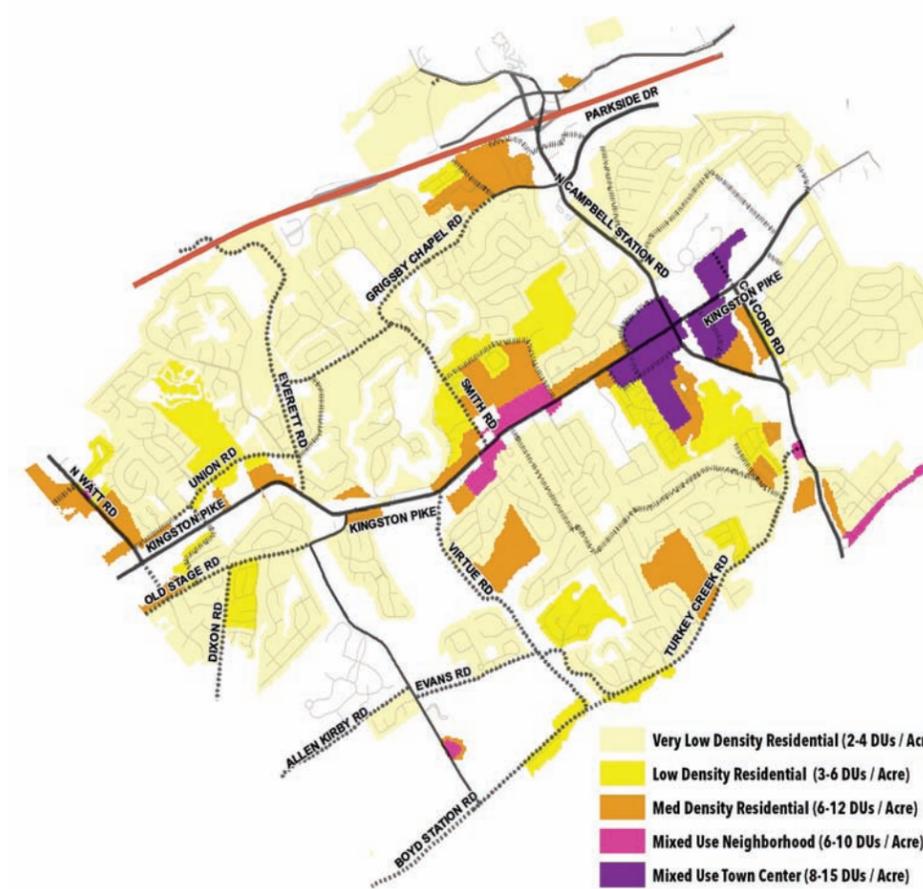


Figure 8: (Left) Primary Strategy 3 Areas. Encourage greater housing choice while protecting existing neighborhoods. (right) Examples of increased density residential types (from bottom): small lot single-family, townhomes, apartments/condos.

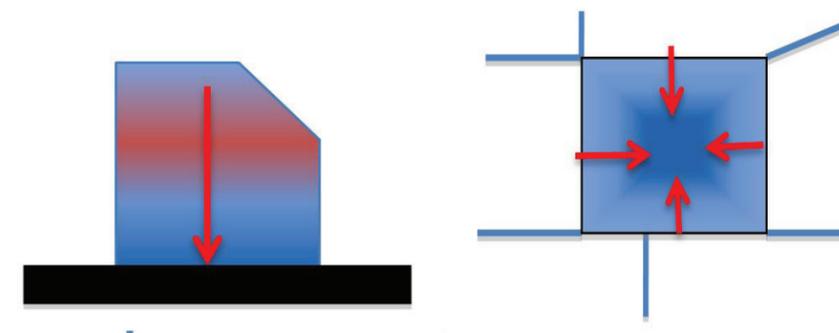


Figure 9: Transitions. Development density increases closer to a major thoroughfare (Left) | Density increases away from adjacent properties with lower density (Right).



Transitions

To protect existing neighborhoods from incompatible new development, and to encourage gradual transitions even within a new development (such as between blocks with different densities), the following guidelines should be applied:

- If a density different from an adjacent property is proposed, the transition should occur within the proposed development (gradually increase or decrease away from the common boundary).

For example, if a new development with a medium density designation were placed next to an existing low density neighborhood, single-family homes should be placed along the common boundary, with duplexes and townhomes placed further away from the existing neighborhood. This will create a gradual transition of density away from the common property line and make adjacent developments compatible. However, if the medium density was placed alongside a non-residential use (commercial, office), density could increase to match the intensity of that use. For example a medium density residential development would ‘fit’ next to office or commercial.

- Gradual density increases are encouraged near mixed use, office and commercial developments, along arterials, and at major intersections, as long as they maintain quality standards to ensure compatibility with adjacent development.



Figure 10: Higher density transitioning gradually to lower density existing development.

Policy: Densities of new development should be compatible with existing adjacent densities.

Primary implementation tools

1. Mixed use development

Add housing variety and create mixed use zoning when implementing strategy 1 and 2.

2. Flexible density & transitions

The Town can take advantage of the relatively few remaining large vacant parcels in Farragut, by using the concept of “flexible density” to encourage, within new developments, a greater range of housing types. (See [Chapter 3 Future Land Use Plan](#) for more information).

Actions

1. Update zoning to:

- Create mixed use zoning districts that allow residential uses in commercial, office and some civic uses—with appropriate amenities (see [Chapter 3: Future Land Use Plan](#) for more information).
- Allow greater range of housing types within a development, including the concept of flexible, or averaging, density

STRATEGY 4. INCREASE CONNECTIVITY

Many of Farragut’s subdivisions have only a single entrance. Single-entry subdivisions have impacts on the rest of the community in the form of congestion and longer distances to travel. Increased roadway connectivity provides more options for travel and thereby reduces congestion. It also improves the efficiency of school buses and emergency services and provides access when one entry may be blocked. Increasing pathway

connectivity encourages walking and biking, which is attractive to both elderly and starter families.

Primary implementation tools

1. Connect new development

Require new development to connect to surrounding development when possible. The plan identifies a number of potential “desire lines” for connecting roads and trails. These should be implemented through the subdivision review process, and condition approval on their construction.

2. Fix missing links

Construct “missing links” (pedestrian ways and roadways) in existing developments, where routes are feasible.

3. Continue to implement the Road Master Plan and the Pedestrian and Bicycle Plan (PBP)



Figure 11: Potential roadways identify missing links and in some cases desired roadway connections. (See [Chapter 3: Future Land Use Plan](#) for more information.)

The plan defines goals and strategies for pedestrian and bicycle circulation, including strategies to address missing links. Continue to prioritize the PBP as part of and as a yearly Strategic Plan Update and continue to implement it through the town’s Capital Improvements Plan.

Actions

1. Confirm and prioritize missing connections in already developed areas and identify funds to create those connections.
2. Update Farragut’s Pedestrian and Bicycle Plan to be consistent with this plan. Farragut’s PBP identifies a number of street sections, but does not include an urban section. An urban street section differs from a suburban and rural sections, often they include on-street parking, wide sidewalks with an amenity zone. As speeds are typically lower, bikes often merge with traffic on these sections. Update the PBP with an urban street section. (see [Chapter 5: Extended Implementation Tools](#) for more components of an urban street section).
3. Require a grid or modified grid street pattern in all non-residential development.

STRATEGY 5. CAPITALIZE ON OUR HERITAGE

Celebrate Farragut’s heritage through the preservation and interpretation of historic buildings and sites that convey the rich history of the community.

Does Farragut have properties of historic significance?

Even though the town is relatively young as an incorporated government, the heritage of the area extends back in time. Known history begins with Native American habitation, continues through early European settlement, and includes key events in the Civil War. More recent history is associated with regional developments such as the TVA, Oak Ridge and the suburbanization of Knoxville.

Identified Historic Locations

ID	Name
1	1880's House
2	Admiral Farragut Birthplace
3	Archibald Roane
4	Barn 1
5	Barn 2
6	Barn 3
7	Biddle House
8	Callaways Landing
9	Campbell Station Inn
10	Concord Depot
11	Concord Fairgrounds
12	Concord Presbyterian Church
13	Farragut High School
14	Farragut Intermediate School
15	Farragut Middle School
16	Farragut Press House
17	Farragut Primary School
18	Hackney Mill
19	Marble Quarry
20	Masonic Lodge
21	Nelson - Russell House
22	Old Farragut School
23	Old Post Office
24	Pleasant Forest Cemetery
25	Red Mill Dam
26	Russell Sisters School
27	The Cannery
28	Town Hall
29	Village of Concord
30	Virtue Mill
31	War Memorial at Virtue Mill

- Historic Locations
- Historic Concord Village
- Town Limit
- Streams
- TVA Reservoirs

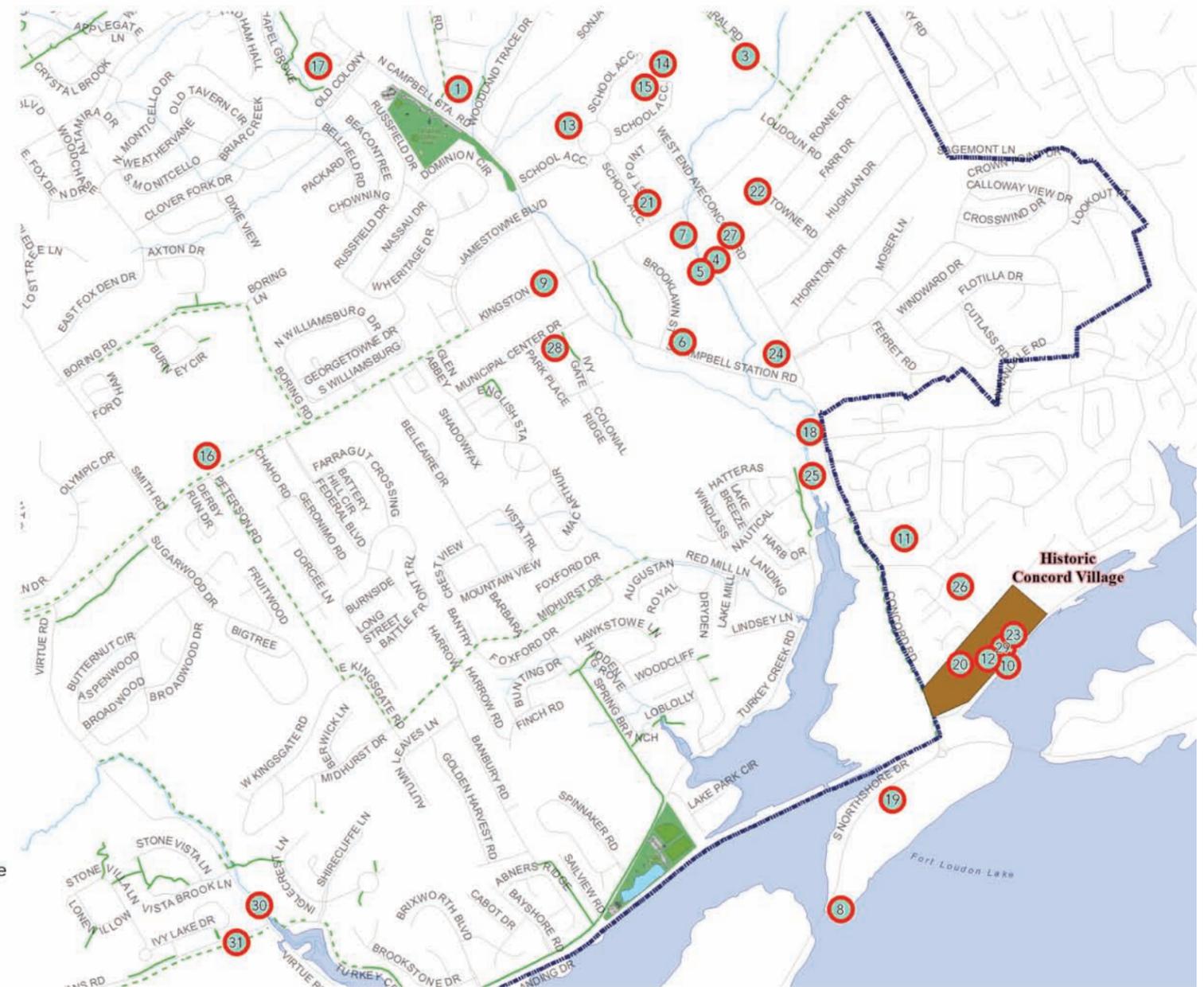


Figure 12: Map of historically significant property.

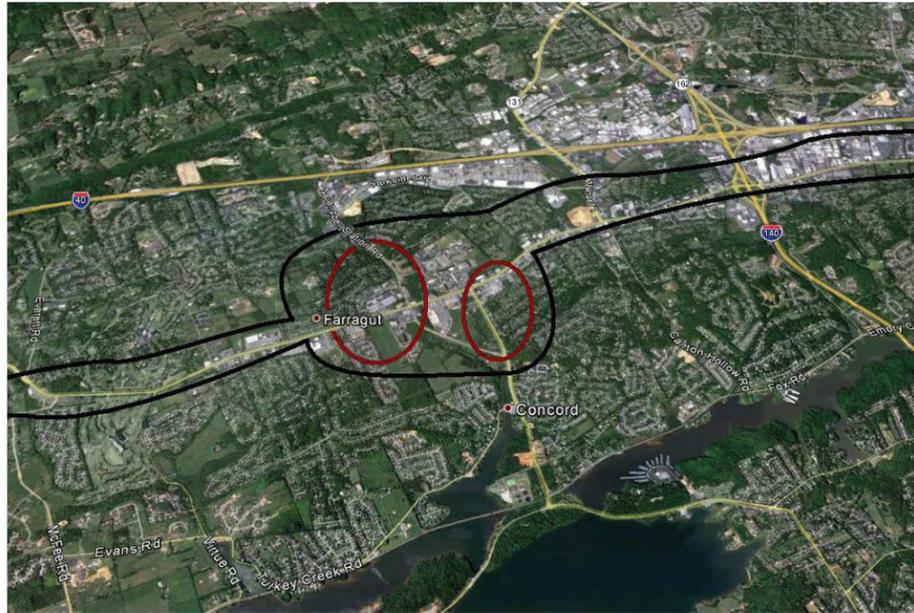


Figure 13: A Civil War battle site adjacent to Campbell Station Road and Concord Road that helped determine the outcome of the Battle of Knoxville.



Figure 14: Campbell Station Inn.

What makes a property “historically significant?”

A property may be associated with an important person or event (such as the Campbell Station Inn), but many other properties of significance are simply part of the history of the evolution of the community. While they may not be “landmarks” in terms of being associated with high-profile events or persons, they are valued records of the community’s history and contribute to its sense of identity.

What types of resources exist today that relate to the community’s heritage?

Several sites have been identified as having potential historic significance. Additional sites may be identified through surveys, but the list of historically significant resources already includes: residences, barns and other outbuildings, as well as remnants of mills and other industrial archeology. There are still other places where events occurred, but structures do not remain.

What economic benefits can historic resources convey?

Preservation and/or enhancement of historic resources can yield economic benefits in the form of heritage tourism. Tourism aids the local economy by increasing direct expenditures (meals, groceries, convenience items, lodging). As tourism grows, it has the potential to increase local jobs and income. Public investment in historic resources and community appearance attracts tourism, increases pride, and leverages significant private capital.

Heritage Tourism is a specialized area of the visitor industry that focuses on conveying the history of a region. It combines visits to historic buildings and sites in ways that inform and entertain those who travel to the area. These sites are further energized with special events, interpretive markers, and displays to enhance appreciation of the area’s history. Many heritage tourists seek out experiences that are tailored to specific themes in history. For example, touring Civil War battlefields, and particularly tracing campaign trails, is an aspect of heritage tourism that is relevant to Farragut.

While Farragut has a limited selection of historical sites, they are important ones, and when considered in the context of the region, can be combined with other communities in planned tours and special celebrations.

Primary implementation tools

While a range of programs and tools may be employed to promote heritage, the following should be considered as the highest priorities.

1. Heritage interpretation plan

An interpretation plan would identify key properties and sites to be highlighted in heritage recognition programs. This could include historical site markers, guided tours, and even events that celebrate the community’s history.

An interpretation plan is a cost-effective way of making the best use of the diverse range of historic sites that exist in the town, both in terms of building a sense of community identity and pride, as well as in promoting tourism and economic development.

This plan could be used by the Town staff, the Chamber of Commerce, and other interested parties to coordinate actions and programs related to heritage interpretation.

Many communities adopt criteria for determining historic significance. As an example, the National Register of Historic Places uses the following criteria for determining historic significance:

The quality of significance in American history, architecture, archaeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that:

- possess integrity of location, design, setting, materials, workmanship, feeling, and association, and
- are associated with events that have made a significant contribution to the broad patterns of our history; or

- are associated with the lives of significant persons in or past; or
- embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- have yielded or may be likely to yield, information important in history or prehistory.

(For more information on components of the historic interpretation programs see the [Chapter 5 Expanded Implementation Tools](#).)

2. Historic site markers program

Recognize buildings and sites of cultural and historic significance by developing a plaque that may be placed at these properties. This will also help to build a sense of pride in the community and promote heritage tours.

Markers programs are generally educational only, and are not linked to preservation regulations or ordinances.

Actions

1. Work with the Farragut Folklife Museum Committee, and professional resources, to prepare a Historic Interpretation Plan. Reach out to the Farragut Business Alliance, the Farragut/West Knox Chamber of Commerce, and other similar organizations supporting to support in this effort.
2. Enlist local donors to contribute to a Historic Markers program.
3. Include preservation of historic resources as an incentive in the town’s development review process.

Update the development review process to include consideration of historic resources. For example, if a site plan is subject to review for other reasons or if any historic or cultural resources on the

property are to be saved, given special priority in permitting, or offered additional flexibility in meeting other development and use standards.

This approach does not involve a landmark protection program, such as would be associated with a preservation ordinance.

4. Work with property owners to promote active use of historic properties.

STRATEGY 6: EXPAND OUR BORDERS

Growth is occurring adjacent to Farragut, under Knox County jurisdiction. With a large jurisdiction and different standards, Knox County oversight does not provide the design character and consistency that many in Farragut desire, especially at key entries to the town. In 2001, Farragut, Knoxville, and Knox County identified several urban growth areas in the Growth Plan. In order to provide consistency in character, protect historic resources, and expand employment options, this plan recommends specific annexations in those areas.

It is acknowledged that the additional public revenues may not cover the additional cost of extending services and infrastructure. Notwithstanding, the purposes/objectives listed below for each area may justify the annexation.

Potential annexations

Designated areas north of I-40

Purpose/objective:

- Exert stronger design control over a key gateway area.
- Encourage employment-generating businesses.
- Avoid commercial businesses that will compete with existing Farragut businesses (and reduce sales tax generation).

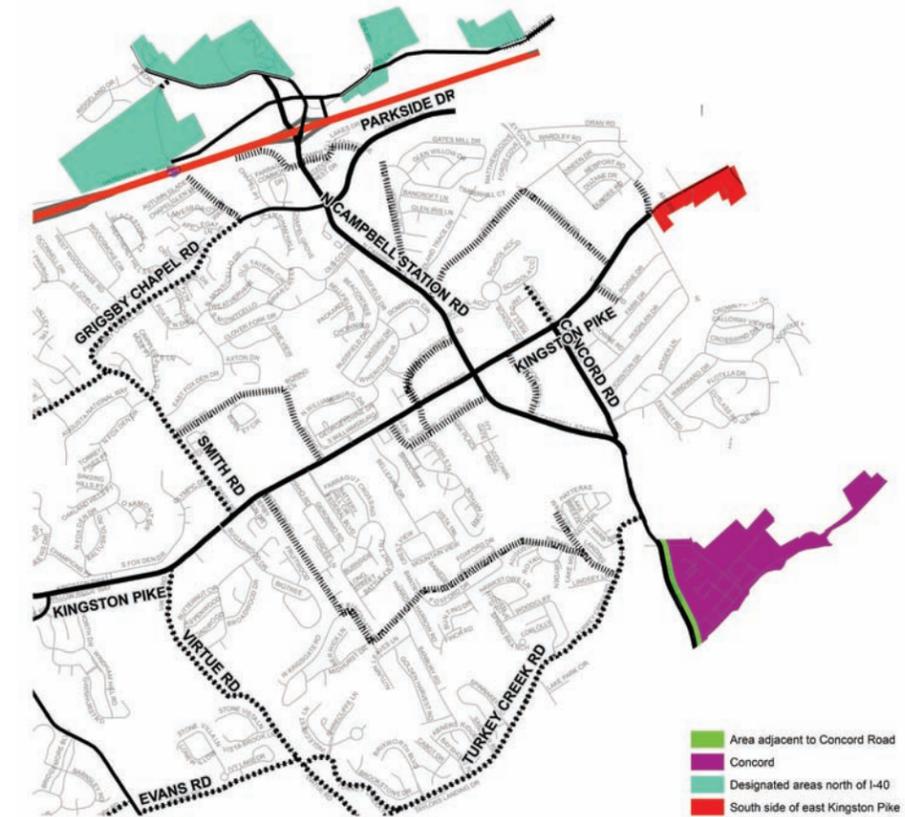


Figure 15: Potential annexation areas, selected after analysis from areas identified in the 2001 Growth Plan.

South side of east Kingston Pike

Purpose/objective:

- Exert stronger design control over a key gateway area.
- Access control.
- Application of town standards.

Area adjacent to Concord Road

Until such time as the majority of the citizens are in favor of annexation, the Town should only pursue annexation of just a buffer from the town’s existing limit. This will give control to the Town to help reduce any conflict from incompatible development on Concord.

Purpose/objective:

- Exert stronger design control over a key historic resource.
- Bring financial and organizational resources to augment maintenance and capital improvements.
- Gain additional historic resources and event locations as attractions for Farragut visitors.

Actions

All annexations should follow these steps:

1. Develop a concept plan.
2. Perform a cost benefit analysis.
3. Solicit land owner feedback.
4. Negotiate pre-annexation agreements.
5. Adopt through a public approval process.

STRATEGY 7. ENHANCE OUR IDENTITY (NATURAL AND BUILT)

To visitors, Farragut is defined by many of its buildings, streetscape, and its natural features. This “first impression” affects how guests and newcomers perceive the community. Protecting and enhancing this identity can yield significant benefit to the whole community as well as to individual properties and businesses. Maintaining or enhancing the appearance of the community can stabilize or even enhance property values. An attractive community builds pride, contributes to community spirit and makes living in town more appealing.



Figure 16: Envisioned town gateway treatment.



Figure 17: Envisioned downtown gateway treatment.

While the architecture in Farragut has generally been of traditional suburban quality, there is an increasing number of buildings that are dated, others that are not well maintained, and there are even recent buildings with a more modern character that have engendered dislike.

Farragut's natural image is composed of:

- wooded, rolling hillsides.
- tree-lined waterways (Turkey Creek, North Fork, Little Turkey Creek and others).
- open meadows and agricultural fields.
- classic barns.

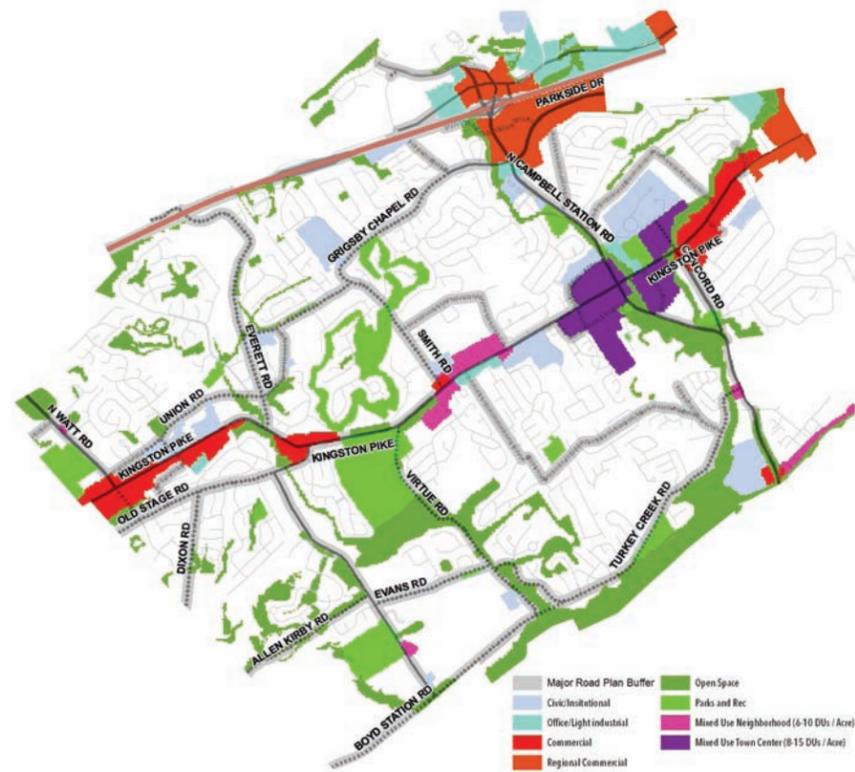


Figure 19: Primary Strategy 7 concentration areas.

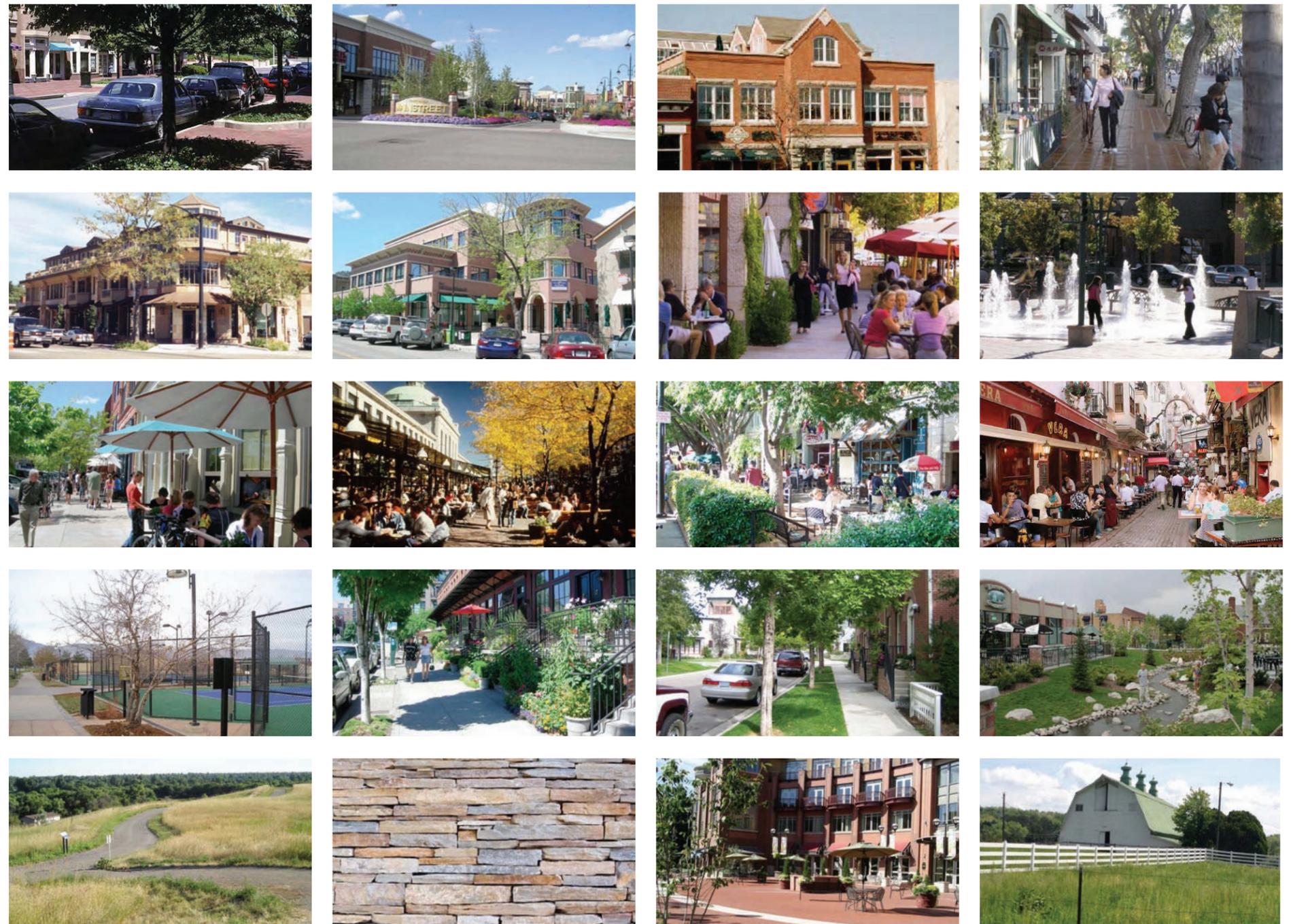


Figure 18: 'Likes' from the Visual Preference Survey.

Gateways

Gateways influence the first impression visitors and prospective businesses form when arriving in the town or downtown. Their appearance conveys an image of the community, including the Town’s sense of pride. Since Farragut wants to encourage new businesses, particular attention should be paid to gateways to assure that they communicate the appropriate message. But businesses are only one side of the land use equation; Farragut also wants to remain a premier/high quality residential community. Improving gateways can improve civic pride.

One way to preserve gateways is through guidelines. Town gateway guidelines might focus on:

1. The impression created at gateways is more powerful and lasting than any “welcome to...” sign. Therefore, it is recommended to reinforce gateways primarily by installing quality landscaping, such as creating planted medians and installing landscaping and stone walls at intersection corners.
2. Install large trees to screen out unattractive buildings, or uses.
3. Protect vistas and historic buildings so visitors can experience Farragut’s setting and heritage.
4. Enhance natural vegetation, mature trees add distinctive qualities to any setting.

Gateways treatments, smaller in nature, can also be used to signal the downtown, with elements such as:

- wayfinding signage to direct one to different services.

- medians and streetscaping with wide, brick walks, street trees to give shade, comfortable benches, attractive, consistent signage, and other pedestrian amenities.

Primary implementation tools

1. Design guidelines

Prepare, and encourage developers to use, an illustrated guide for a limited range of architectural elements that would project a distinct image in highly viable areas. The preliminary list below suggests elements that could be addressed, but a more detailed study and public involvement is recommended.

Architecture

- 2-3 story buildings.
- pitched roofs with large overhangs.
- flat roofs with cornices and parapets.
- red and orange brick varieties, or local stone.
- taller ground floor with more windows.
- wide frame windows and doors.
- awnings and insets for variety.
- lintels above windows.
- transparency on ground floor.
- mullins in windows.
- modern, contemporary, and industrial design such as reflective glass or corrugated metal siding should be avoided.

Streetscape

- generous landscaping.
- preserve existing mature trees.
- paving with brick-type (avoid flat concrete).

Utilities

- undergrounding of utilities (where geology permits).

Actions

To protect and enhance the town’s image Farragut’s should:

1. Improve its gateways by commissioning subarea designs for gateways.
2. Preserve key open spaces and scenic views by acquiring properties and/or easements.
3. Create design guidelines to encourage more consistent design character for future development in commercial, medium density residential, and mixed use areas.
4. Maintain views from/of historic resources (*see Strategy 5*).
5. Assure that design of public facilities meets quality standards.

To protect Farragut’s open feel:

1. Development will avoid hazardous areas (sinkholes, steep slopes, floodplains). When possible, open areas should maintain view and allow trails.

STRATEGY 8: PLAN FOR THE REMAINING VACANT PARCELS

With less than 20 percent of the town’s land remaining vacant, the town is approaching buildout. As the town continues to fill in, only a few large open areas remain.

Vacant parcels will continue to be the easiest to develop (vs. redevelopment) and will have the highest priority in the market. At the same time, Farragut’s vacant land provides the best opportunity to move beyond traditional suburban development patterns, to achieve land uses that will bring about a more complete community.

Thus, the land use plan reflects designations that have slightly different composition and development concepts than have been employed previously. Concepts such as flex density, feathering density and mixed uses will help Farragut provide a greater range of housing options and create more walkable neighborhoods.

Primary implementation tools

1. Create new zoning categories that incorporate comprehensive plan concepts such as flex density and mixed use.
2. Require internal and external connectivity in new development (see Strategy 4).

Actions

1. Apply the land uses outlined in the comprehensive plan.



Figure 20: Stable Areas and Vacant Parcels.

