



# 3

## Future Land Use Plan

This chapter is intended to be used in several ways:

1. To understand the public intent when considering rezoning of a parcel.
2. To understand public expectations on one's own, and other's parcels.
3. To provide advice or direction to a land owner or applicant relative to the arrangement of uses on a parcel of land.
4. To assist other departments and agencies when estimating development potential in order to determine approximate need, such as the size of road, water or drainage infrastructure.

## How to use the concepts, descriptions, and map

The Comprehensive Plan Map is a quick visual reference for the whole Comprehensive Plan. To better understand the logic, assumptions, and detailed expectations for elements of the map, please refer to the Concepts and Descriptions.

As this is the Town’s first future land use plan, great care was taken to reflect existing conditions as well as citizen’s desires, including:

1. Building condition and potential for redevelopment
2. Environmental constraints such as steep slopes, sinkholes, drainage and flooding. (See Figure 20)
3. Zoning (existing use by right)
4. Adjacent land use
5. Owner intent
6. Public desire (creation of a more holistic community)
7. Protecting existing uses

The comprehensive plan map is a physical expression of the plans eight key strategies:

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

This chapter has three main parts:

- A. *Future Land Use Concepts (FLUC)* are key ideas (such as pedestrian ways, activity hubs, flex density) that influence how land is utilized. While they are not land uses, they influence how land is used.
- B. *Land Use Descriptions (LUD)* translates the key concepts into land use categories that describe the intent, character, applicability, density, and location criteria for each of the 13 land uses.
- C. The *Future Land Use Map (FLUM)* and the *Comprehensive Plan Map (CPM)* translate the FLUC and LUD into a physical form, specifying locations throughout the town. The CPM displays land uses plus the land use concepts—in a way that is consistent with the 8 plan strategies. (See [Chapter 2: Eight Key Strategies](#).)

### FUTURE LAND USE CONCEPTS

Future Land Use Concepts are key ideas that influence land utilization. They are identified on the Comprehensive Plan Map.

#### *Flex density*

To encourage a greater variety of housing types in new neighborhoods, the residential and mixed use descriptions contain a range of density for residential uses. This range encourages diversity in development to avoid monotonous “cookie-cutter” similarity.

The “base” density assumed for the zoning or Planned Unit Development (PUD) designation of a parcel is the lowest density of the designated range. The Town will consider granting zoning with higher density (within the range) relative to demonstrated significant public benefits achieved by the proposed project, such as the provision of pedestrian amenities and/or the preservation of open space. In most areas, the midpoint of the range should be considered an overall average that can be achieved by using a mix of unit types and/or lot sizes within the range. For example, in the

medium density residential land use (6-12 units/acre), the average of 9 units per acre could be achieved by mixing single-family homes, duplexes, and even some townhomes.

To ensure that the new development is compatible with existing neighborhoods, gradual transitions between different densities should occur (see [Transitions](#)).

Policy 4: The base density assumed for the rezoning or Planned Unit Development (PUD) designation of a parcel is the lowest density of the designated range. The Town will consider granting higher density in the range relative to demonstrated significant public benefits to be achieved by the project. Parcels must be large enough to allow transitions or surrounding density should be matched.

#### *Mixed use*

Throughout the planning process, Farragut’s citizens expressed a desire to allow (and even encourage) residential uses to be mixed with retail and employment uses in certain areas.

Mixed land use designations (mixed use town center and mixed use neighborhood) should encourage the co-location of residential with a variety of non-residential uses. Commercial land uses and office/light industrial are allowed to include residential uses when there are adequate amenities (extensive pedestrian amenities, the dedication of a large park) to support residents.

With enough people living in and nearby a mixed use center, it will attract a retail mix that reduces its reliance on automobile traffic.

#### *Activity hubs*

The town’s Strategic Plan identified a number of activity centers, defined as “Self-contained community where residents enjoy easy access to shopping and restaurants, entertainment, worship and schools within minutes of home.”

# future land use & comprehensive plan map

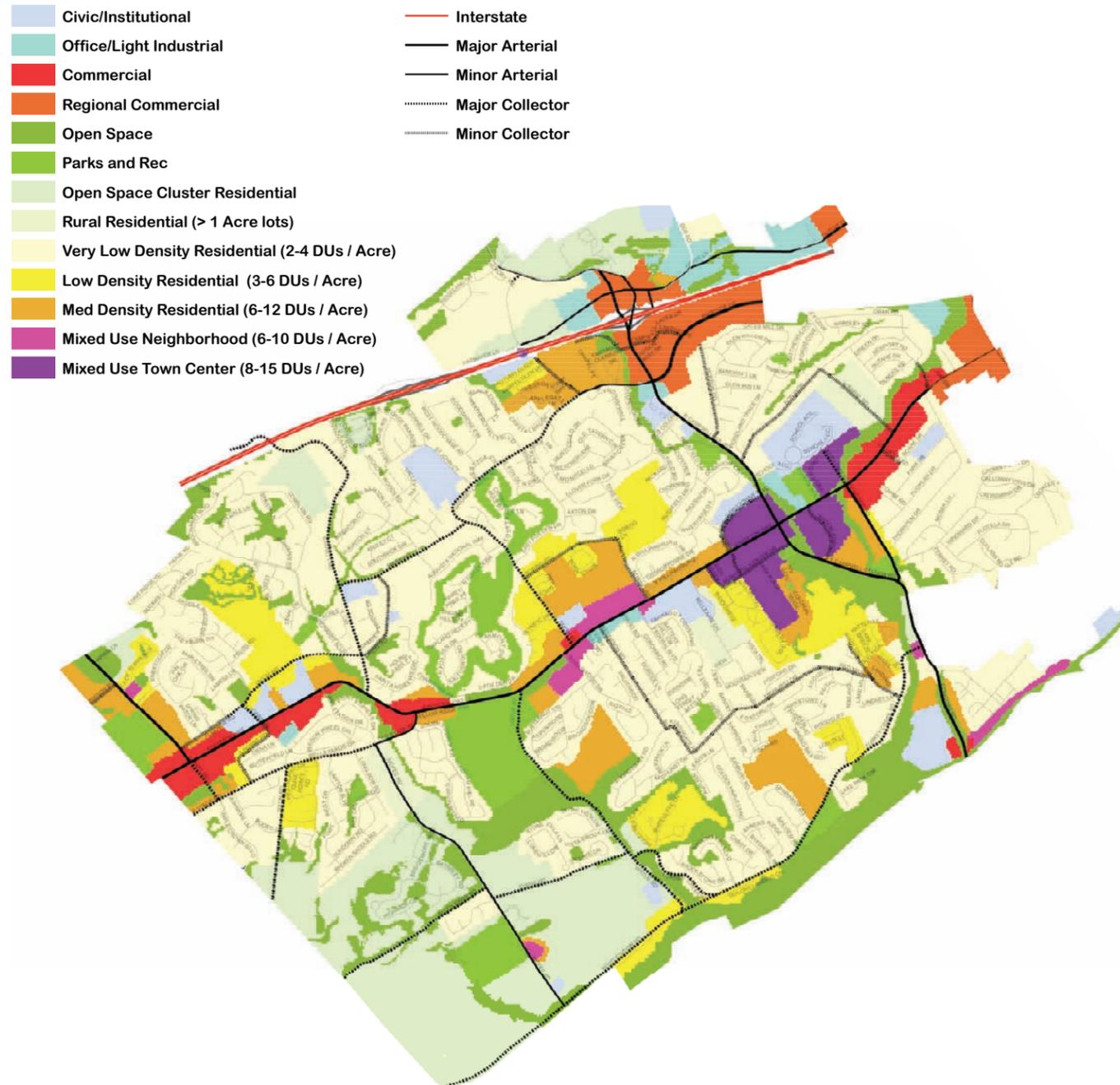


Figure 21: Future land use plan.



Figure 22: Comprehensive plan map.

In this plan, Activity centers have been labeled as “activity hubs”, to remove confusion relating to recreation centers, and to add more emphasis to the concept.

Activity hubs include high-intensity, compact developments in highly trafficked areas. Generally, hubs are points of attraction with more pedestrian and vehicular use than other areas in the town. They are often defined by a particular identity such as office, retail, or downtown.

Hubs typically require more extensive infrastructure than the rest of town. For example, as these areas will see a lot of traffic, the Town will encourage the development of pedestrian and automobile connections within hubs and approaching the hubs.

Generally, density and floor areas are higher in hubs and should reduce gradually further away. For example, retail and commercial hubs would be flanked with medium density residential.

With lots of activity, hubs become the front face of the town. They are highly visible to visitors, businesses, and residents alike and it is important to keep them attractive.

### TOWN CENTER ACTIVITY HUB

Consistent with Strategy 1: Bringing About a Downtown, the town center hub will be the most active hub. It will become a location for civic, social, retail, government, and residential needs. (See [Chapter 2: Eight Key Strategies: Strategy 1 Bring About a Downtown](#) and the *mixed use town center land use* for more information)

### MAJOR ACTIVITY HUBS

A major activity hub is a large-scale development that is often oriented toward a specific kind of activity. The town’s major activity hubs include:



Figure 23: Strategic Plan activity hubs.

- **Turkey Creek**, currently the town’s most developed hub, is one of the region’s largest commercial centers with a full variety of services, from shopping to dining to lodging.
- **Snyder/Outlet**, a developing hub, is envisioned to serve primarily as an employment center with “class a” offices, light manufacturing, and business incubator space. Design quality is highly important; these buildings should represent the best construction and highest quality design in the market.
- **I-40/Campbell Station Interchange**, a developing hub, is envisioned to become a services or hospitality hub, with restaurants, hotels, a conference center, and offices.

The prevalence of environmental constraints, especially sinkholes, from Karst topography, floodplains, and steep slopes have been taken into consideration during the planning process. While the comprehensive plan has taken them into account, a more detailed study will be required for specific projects.

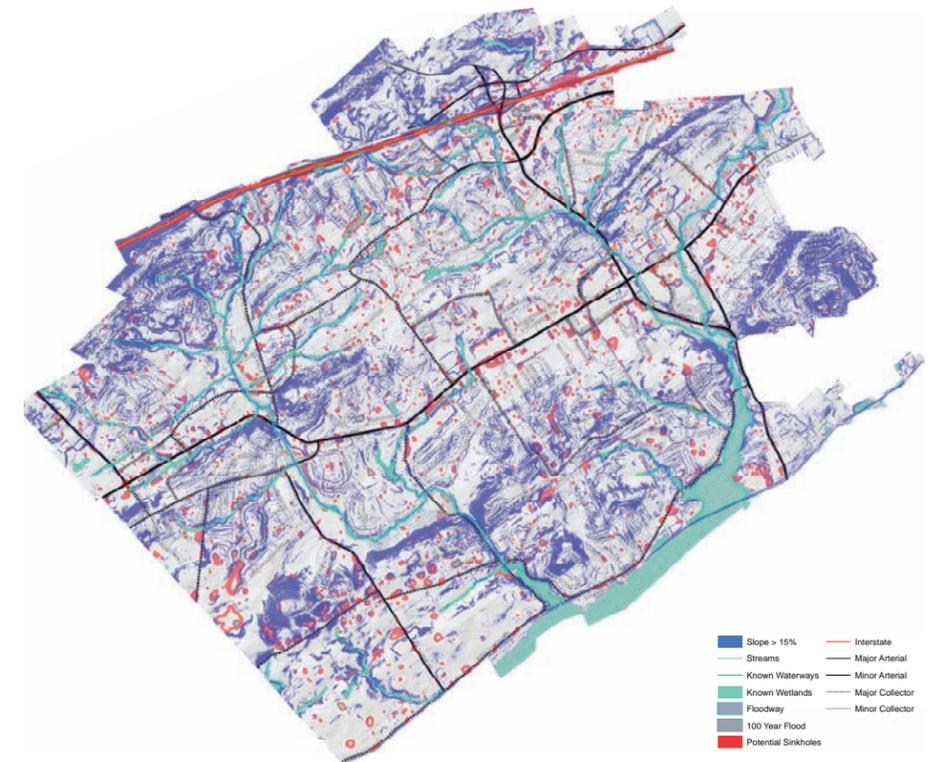


Figure 24: Environmental constraints used to craft future land use.

## MINOR ACTIVITY HUBS

A minor activity hub supports activity often oriented toward adjacent or future neighborhoods. Feathering of density is necessary to allow this type of hub to blend with nearby residential areas.

- **McFee/Boyd Station** is a small neighborhood-serving, mixed use hub. Retail will primarily serve park users and local residents. Surrounded by clustered residential development with open space, it will be accessible by pedestrians and bicyclists.
- **Historic Concord Village** is a historic hub. While not currently in the town boundary, because it is nearby and attracts tourism to the area, the Town has an interest in preserving the historic integrity of the village. It is envisioned that the village will remain much like it is today, with some additional appropriately designed commercial buildings and an artists' colony.
- **Mixed use neighborhood hubs** throughout the town are intended to primarily serve local convenience shopping needs. Larger mixed use neighborhood hubs may contain an anchor business, such as a grocery store.

### 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. (See [Chapter 2: Eight Key Strategies, Strategy 7](#): Enhance our Identity for more information.

### Connected pedestrian ways and roadways

The Plan include potential pedestrian ways, potential roadways, and some pedestrian crossing to help complete “missing links”. See [Chapter 2: Eight Key Strategies: Strategy 4. Increase Connectivity](#) for more information. Pedestrian ways are paths that are most valuable and used when they link many areas. Missing links greatly lowers their usability.

The Comprehensive Plan Map identifies proposed pedestrian and automobile connections in many undeveloped areas, as well as in a few existing neighborhoods where there is already a ROW or a stub (a dead end trail or roadway) that allows connection to adjacent parcels. The connections shown (in Figure 25) reflect a general desired line and not a specific alignment.

To increase pedestrian connectivity and the success of the system, several potential pedestrian road crossings have been identified. These could be at grade-signalized, or below or above grade crossings. All signalized intersections should accommodate pedestrian crossing on all four legs of the intersection.

### Parks

While Farragut has a developed system of major parks, as more development occurs, more neighborhood or pocket parks will be necessary to maintain the existing level-of-service. Several park locations, identified on the Comprehensive Plan Map, are intended to provide a general location for these neighborhood parks. These parks, depending on the type (pocket, neighborhood, or community) could have a range of recreational features, such as a turf playing field, small playground, specialized facilities, and ample landscape. The Russell House on the corner of Kingston Pike and North Campbell Station Road is envisioned as a historic park.



Figure 25: Future Land Use Concepts are not land uses, but key ideas that influence land utilization.

# Land Use Descriptions

## 1 Mixed use town center

### Intent

- Increase Farragut’s long-term economic sustainability by diversifying the retail tax base through the creation of a traditional downtown with a variety of shops, restaurants, businesses and residences, in a pedestrian-oriented setting.
- Integrate high-density residential development to help support retail and other commercial uses.
- Consider the creation of an entertainment district that draws people to the area. This could include subsidies for galleries or a resident artist elected each year. This would require a planning process to establish a vision, governance structure, and secure seed money.
- Create public gathering spaces
- Provide extended (evening) hours of operation that will cater to shopping, dining, and entertainment to increase the vitality of the area.

### Uses

- A mix of uses including: employment, commercial, retail, services, civic, and residential.
- Substantial residential use—primarily multi-family residences, but some attached units (townhomes, duplexes) for transitions to adjacent single-family neighborhoods.
- Retail-oriented commercial uses, including “one off” establishments (local businesses) as well as chain establishments that utilize small footprints (such as coffee shops, small footprint versions of big box stores).
- Offices and personal services such as doctor, dentists, bookkeeping, or studios.
- Also encourage:
  - Public service providers (law enforcement, fire protection) and new schools.
  - Entertainment options such as theater or performing arts.

### Residential Density

- 8-15 dwelling units per acre.



Figure 26: Mixed use land uses (Mixed use town center and Mixed use neighborhood).



Figure 27: Mixed use town center character.

### Location

- Within a general 1 mile radius of Kingston Pike and Campbell Station Road.

### Character

- Connected building facades, with minor setback variations close to the sidewalk, on both sides of a street, that form a continuous shopping experience, with individual buildings adequately differentiated (to avoid strip appearance).
- High degree of ground floor transparency (glass) for visual interest to pedestrians.
- Comfortable bike and pedestrian connections to surrounding neighborhoods, with adequate bike parking.
- Pedestrian-focused amenities, places for gathering (pocket parks and plazas), wide sidewalks, outdoor dining, street trees, benches, consolidated newspaper racks, planters, and paving.
- Pedestrian scale signage.

- On-street parking to separate pedestrians from traffic and provide convenient parking; Major parking behind buildings, out of sight of pedestrians.
- 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).

### Other

- Require consistent hours of operation.
- (See [Chapter 2: Eight Key Strategies](#) Strategy 1 *Bring About a Downtown* and [Chapter 5: Extended Implementation Tools](#) for more information)

# Land Use Descriptions

## 2 Mixed use neighborhood

### Intent

- Encourage the redevelopment of outdated commercial locations.
- Add a residential/office component to commercial areas that provides a built-in clientele and reduces the need to compete with big-box centers.
- Provide opportunities for small, neighborhood-serving retail at appropriate locations.
- Create an alternative residential option for Farragut, with convenient access to goods and services.

### Uses

- Small, “niche” retail stores.
- Small-footprint versions of chain stores
- Convenience stores oriented to the local community such as small groceries, coffee shops, or bakeries.
- Personal service offices.
- Modest residential (both detached, attached, and “above the store” residences)

### Residential Density

- 6-10 units per acre.

### Location

- Along major roadways, co-located with higher density residential.
- At major intersections.

### Character

- Compact, 2-3 stories, may range from single buildings to 2 blocks (both sides of a street).
- Comfortable bike and pedestrian connections to surrounding neighborhoods.
- Internal pedestrian-oriented amenities, such as pocket parks, plazas, bike storage, wide sidewalks and access to cafés.
- Pedestrian scale signage.
- Gridded or semi-gridded street network.



Figure 28: Mixed use neighborhood center character.

# Land Use Descriptions

## 3 Commercial

### Intent

- Continue to encourage, and provide locations for, general, auto-oriented commercial uses.
- Encourage the redevelopment of outdated commercial locations.

### Uses

- Employment and services that meet the needs of town and regional residents and businesses.

- Residential allowed if adequate pedestrian and residential amenities are provided such as small parks, play areas, trails, or open areas.

### Residential Density

- 4-7 units per acre, if proper residential amenities are included.

### Location

- Along major corridors, primarily Kingston Pike.

### Character

- Buildings encouraged to incorporate traditional Farragut design theme (see [Chapter 2: Eight Key Strategies; Strategy 7: Enhance Our Identity](#)).
- Parking lots screened from roadways, interconnected, and well landscaped.



Figure 29: Commercial land uses (Commercial and Regional commercial).

## 4 Regional commercial

### Intent

- Support and ensure on-going success of large auto-oriented commercial centers (hubs) such as Turkey Creek.

### Uses

- Retail, office, dining, entertainment.
- Hospital and medical services.
- Hotels and motels.
- Office parks.
- Other services that meet the need of local and regional residents and businesses.

### Location

- Along major corridors, primarily I-40, Parkside Drive, and North Campbell Station Road.

### Character

- Large developments may have overall theme, and/or include individual building identity such as chain character or brewery.
- Buildings encouraged to incorporate traditional Farragut design theme (see [Chapter 2: Eight Key Strategies; Strategy 7: Enhance Our Identity](#)).

- Parking lots are interconnected, screened from view of major roadways, and well landscaped (shade, visual interest).
- Pedestrian connections between stores, buildings, and clusters is desirable.



Figure 30: Regional commercial character.

# Land Use Descriptions

## 5 Medium density residential

### Intent

- Increase diversity of housing choices in Farragut
- Allow/encourage significant residential uses within walking distance of pedestrian-oriented commercial uses such as hubs or mixed use neighborhoods.

### Location

- Vacant/underdeveloped parcels near major roadways.
- Areas with a similar existing density (built or zoned).
- Adjacent to non-residential uses.
- Proximate to mixed use.
- Near large parks.

### Density

- 6-12 units per acre.

### Character

- A mix of attached and detached housing types. May include single-family houses as well as small multi-family dwellings such as duplex, triplex, townhomes, and small condo/apartment buildings.

- Ample pedestrian amenities such as parks, trails, or landscaping.
- Connect to existing or potential pedestrian ways.
- 'Gridded' or semi-gridded street network.

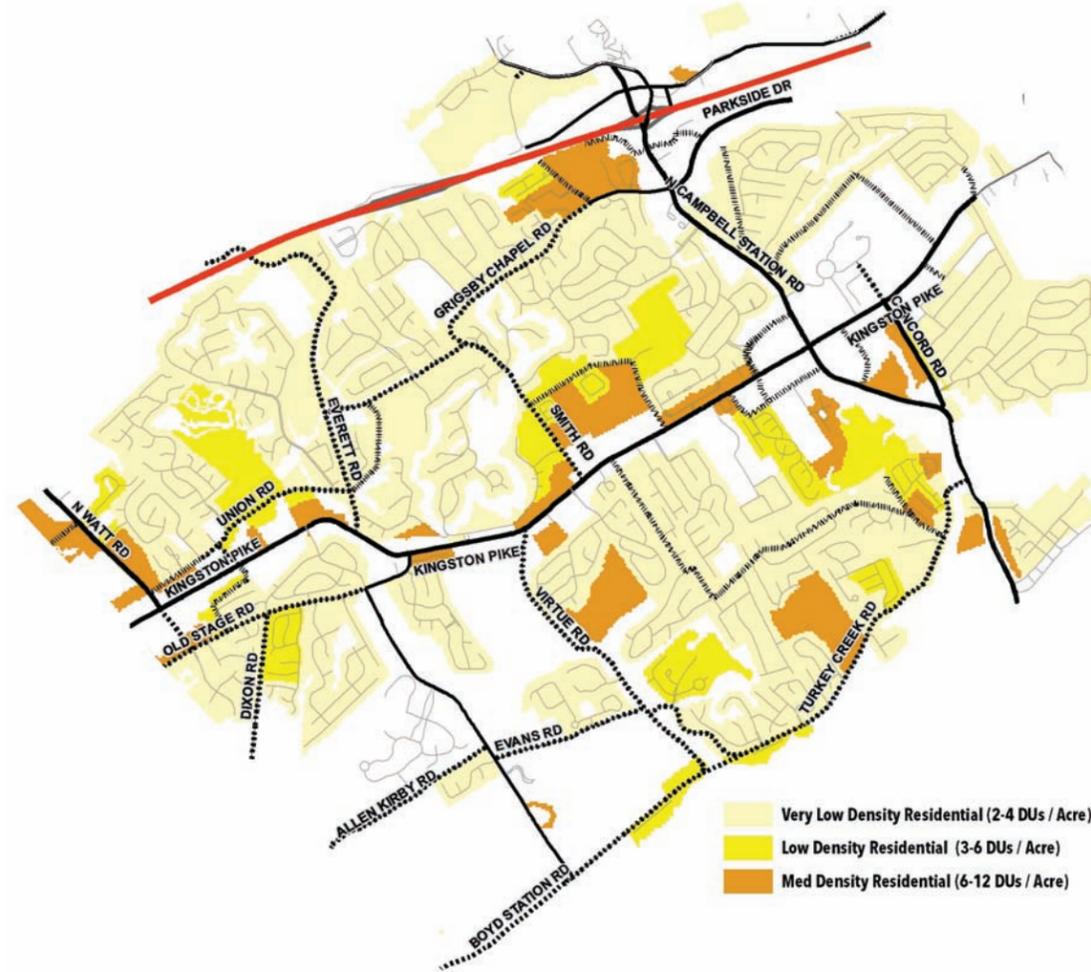


Figure 31: Residential land uses (Medium density, Low density, and Very low density residential).

### Residential land uses

Residential land uses are intended to increase housing option while preserving the Town's existing stable neighborhoods. (See [Chapter 2: Eight Key Strategies: Strategy 3: Allowing/Encouraging Greater Housing Choice.](#))



Figure 32: Medium density residential character.

# Land Use Descriptions

## 6 Low density residential

### Intent

- Protect existing low and very low density subdivisions and neighborhoods.
- Foster on-going development of the predominant Farragut housing type.

### Location

- Served by local streets.

### Density

- 3-6 units per acre.

### Character

- Single-family detached housing.
- Encourage a mix of lot sizes to add some diversity, avoid "cookie cutter" subdivisions.
- Suburban.



Figure 33: Low density residential character.

## 7 Very low density residential

### Intent

- Protect existing very low density subdivisions by allowing/encouraging adjacent and infill development that is compatible.
- Foster on-going development of the predominant Farragut housing type.

### Location

- Stable, very low density subdivisions.
- Served by local roads, buffered from major roadways.

### Density

- 2-4 units per acre.

### Character

- Primarily single-family, detached housing.
- Mix of lot sizes to avoid "cookie cutter" character and to preserve the existing informal character of most of these neighborhoods.
- Encourage a mix of lot sizes to add diversity, avoid "cookie cutter" subdivisions.



Figure 34: Very low density residential character.

# Land Use Descriptions

## 8 Rural residential

### Intent

- Preserve and protect existing rural areas within Town as a lifestyle.
- Maintain open vistas and rural image of Farragut.

### Location

- Existing rural parcels.
- Served by local roads.

### Density

- A mix of lot sizes, usually 1 acre and larger, with an average of 3-acre lots.

### Character

- Generally larger lots, with an estate or agricultural character.
- Uses include those typically associated with agriculture, including farming, livestock, nurseries, greenhouses, or can be solely residential.
- Rural designation will encourage clustering to preserve areas of active agriculture.

## 9 Open space cluster residential

### Intent

- Cluster development to preserve sensitive lands including steep slopes, flooding, sinkholes, ridge lines, mature tree stands, and wetlands.

### Location

- Large areas, known or suspected to have significant environmental constraints.

### Density

- Determined by environmental constraints, gross density range is typically somewhere between very low and low-density land uses.

### Character

- Consists of small lot or attached units in clustered setting.
- Large open spaces will be preserved.
- Where possible, passive recreation (such as trails, fishing, and viewing areas) should be encouraged in open areas.



Figure 35: Rural residential character.



Figure 36: Residential land uses (Rural and Open space cluster residential).

# Land Use Descriptions

## 10 Office/light industrial

### Intent

- Accommodate employment uses not well-suited to a residential setting, such as: light manufacturing, research and development, office, warehousing, wholesale, and non-polluting processing.

### Uses

- Employment, businesses.
- Residential dwellings allowed if adequate pedestrian and residential amenities are provided such as parks, trails or open areas.
- Small office serving retail (such as a sandwich shop or office supplies) as convenience to nearby businesses to reduce traffic.

- Clean and quiet uses that do not impact nearby residential or commercial uses or the natural environment.

### Residential Density

- 4-7 units per acre.

### Character

- Encourage originality and flexibility in design to ensure that the development is properly related to its site and parking/storage areas are buffered from roads and adjacent land uses.



Figure 37: Office/light industrial character.

## 11 Open space

### Intent

- To preserve areas with flood potential, open vistas, steep slopes, sinkholes, buffering between incompatible development, and rural character.
- To allow passive recreation such as hiking, photography, bird watching, nature studies, and picnic areas.

### Character

- Generally in a natural condition.
- May have small buildings that serve passive open space recreation.
- Connected with other adjacent open space areas to create a network of open spaces.



Figure 38: Open space character.

# Land Use Descriptions

## 12 Parks and recreation

### Intent

- Existing park locations, including active recreation facilities such as baseball or basketball.
- May include recreation centers.



## 13 Civic/institutional

### Intent

- Utilities.
- Churches.
- Schools.
- Nursing Homes.
- Government.



Figure 39: 'Other' land uses (Open space, Parks and recreation, Office/light industrial and Civic).

## LAND USE/ZONING CONVERSIONS

Table 3-1 correlates future land use designations with the closest current town zoning categories. It is best to have consistency between land use and zoning. Farragut’s existing zoning designations may not be adequate to translate land use designations into recommended uses. This plan recommends a mix of uses in several locations. Existing zones do not permit this mix.

To allow these uses and ensure that the comprehensive plan land uses can be ‘applied’, use one of the following:

1. Adding residential in existing categories, as use by special review to ensure that residential amenities are provided. (use by special review can be problematic as all conditions must be specified and if met, must be granted.)
2. The creation of several new zoning categories that would only apply to new development.

In either case, the form of the buildings is as, or more important than, the use. The goal should be buildings that can adapt themselves to a changing market over time and what is to be avoided is single use buildings that become outmoded and are often left vacant for prolonged times before they are replaced. For example, in a new mixed use office zone, if the buildings are placed adjacent to the street, the majority of the ground floor uses would be office, but a small commercial use ‘coffee-shop, office supplies’ might be justified by the market. And if over time the market justified additional commercial, the building could easily adapt. If an executive suites were desired, it could fit in those building types. This would not be possible in a typical office park arrangement where the buildings are surrounded by parking lots.

TABLE 3-1: Future Land Use / Zoning Conversions

Land Use Types	Density	Closest Existing Zone
Mixed use town center	8-15 units per acre	TCD
Mixed use neighborhood	6-10 units per acre	n/a
Commercial	4-7 units per acre*	C-1, C-1-3,
Regional commercial	n/a	C2-R/W
Medium density	6-12 units per acre	R-6
Low density	3-6 units per acre	R-4, R-5
Very low density	2-4 units per acre	R-1, R-2
Rural residential	1 acre or larger	A
Open space cluster residential	Varies by restraints and base zone	OSR, OSMR
Office/light industrial	4-7 units per acre*	O-1, O 1-3, O 1-5
Open space	n/a	OS-P
Parks and recreation	n/a	OS-P
Civic/institutional	n/a	S, S-1

\*Residential density requires adequate pedestrian amenities (see individual land use for more info)