



# 5

## Expanded Implementation Tools

Chapter 5 provides more in-depth descriptions of implementation tools that are mentioned in the preceding chapters. It explores the *elements* that go into creating the downtown and other activity hubs. It provides *downtown design concepts* that exhibit a 'proof of concept' for the four downtown quadrants. It also explores how these concepts could be implemented in a *preapproved PUD*. It also explores other elements of heritage identified during the planning process.

## Preapproved PUD

While zoning and land use help provide a context for developing a downtown, several other strategies are required to create a town core. As the town lacks many of the traditional tools (such as tax-based incentives) for creating and shaping a downtown, other options should be explored. One of those options is a preapproved PUD.

One of the impediments to developing a downtown is risk. A developer or land owner may consider a traditional development application and rezoning process too risky, especially when proposing a use that has not been tested locally.

A preapproved PUD can help reduce that risk, ideally with participation by the owner/developer. The preapproved PUD is a detailed subarea plan that could include elements such as road layouts, streetscape treatment, building massing, parking organization, and basic guidelines. It is in sufficient detail to assure a developer that if followed, Town approval is likely. 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.
- Increase predictability about the outcome of the process (architectural and site design).

Figure 41 and 42 provide an example of what a preapproved PUD may include.

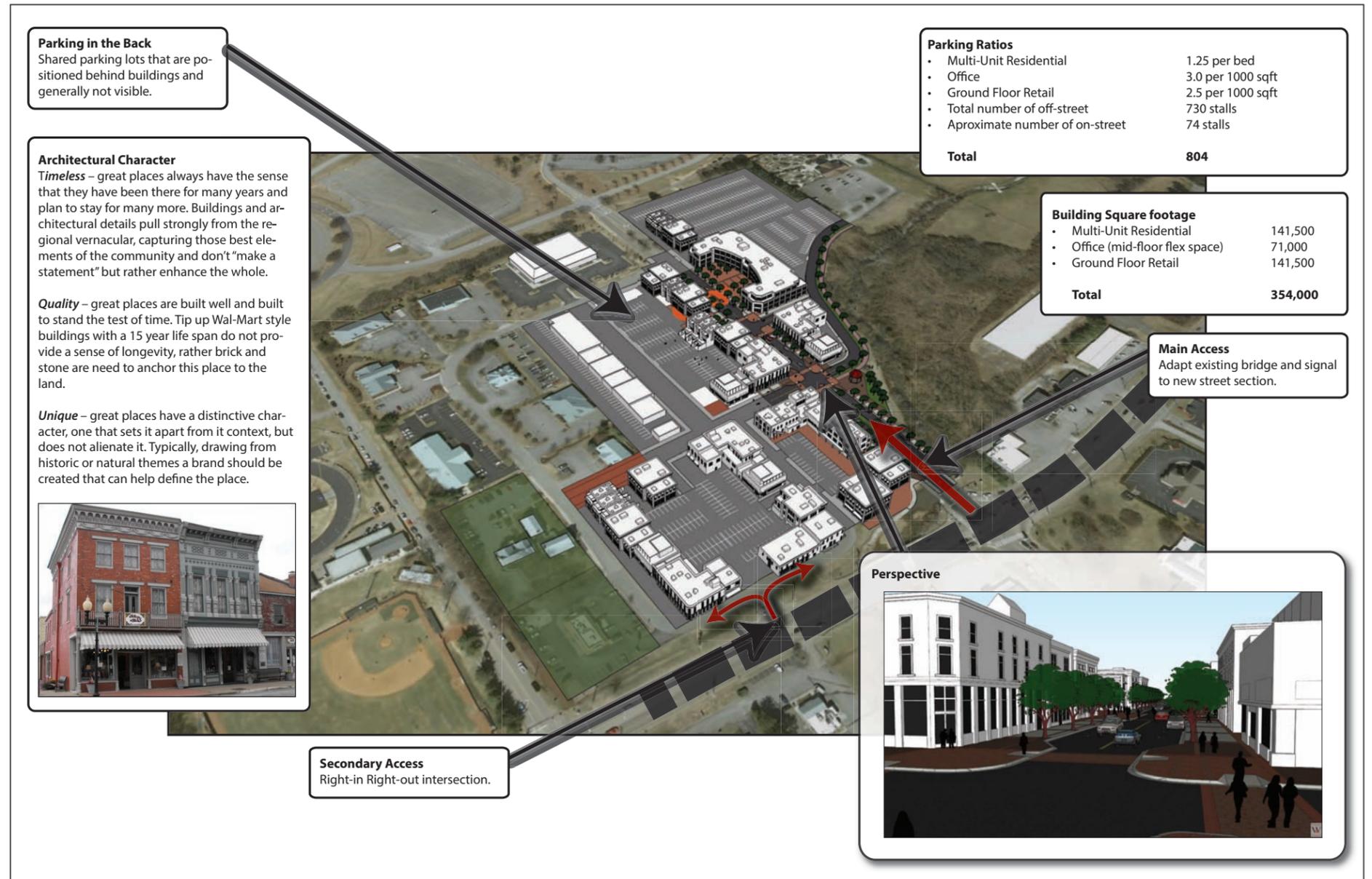


Figure 41: Preapproved PUD example 1.

## Downtown Design Concepts

*Strategy 1: Bring About a Downtown* identifies some actions for creating a downtown and the *Mixed use town center* land use describe the components of a downtown. This section includes preliminary concepts for several of the redevelopable or vacant areas that have the potential to transition into a town center. This section illustrates how this strategy and land use could translate into a downtown.

Illustrations are provided for each of the four downtown quadrants;:

- 1) Historic Plaza.
- 2) West End Shopping Center.
- 3) Brooklawn Development Site.
- 4) Municipal Center Drive.

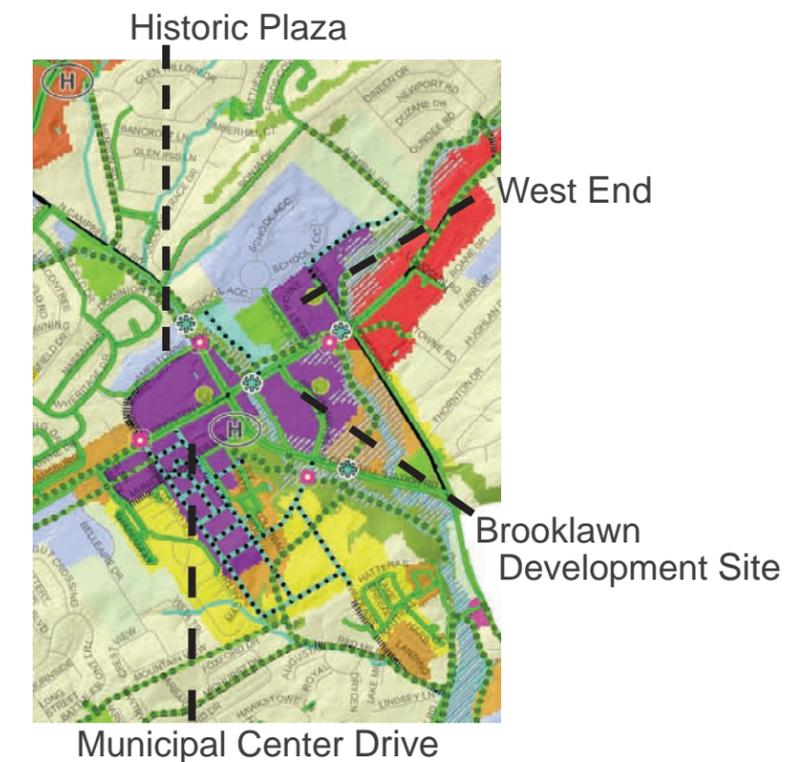
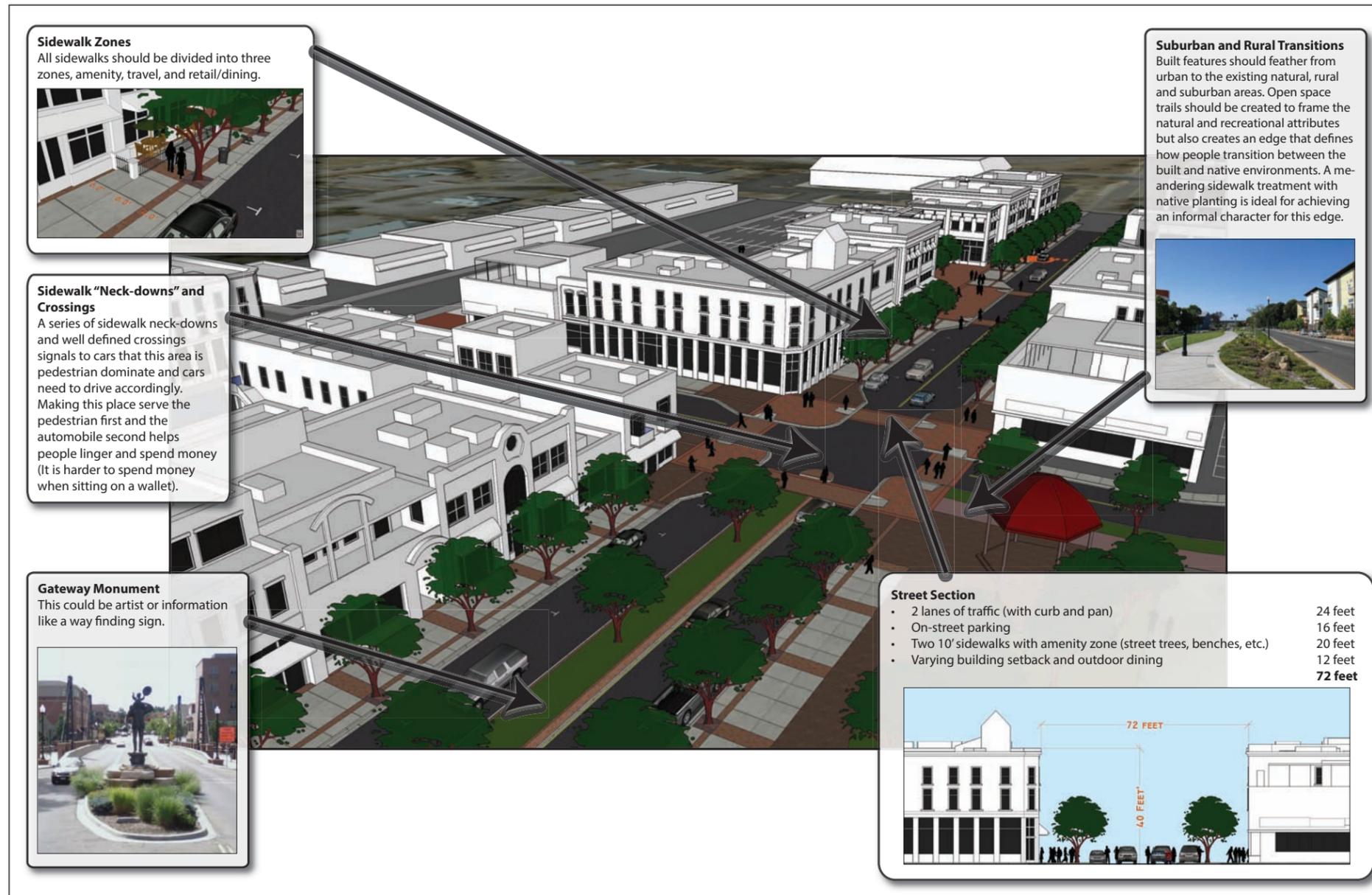


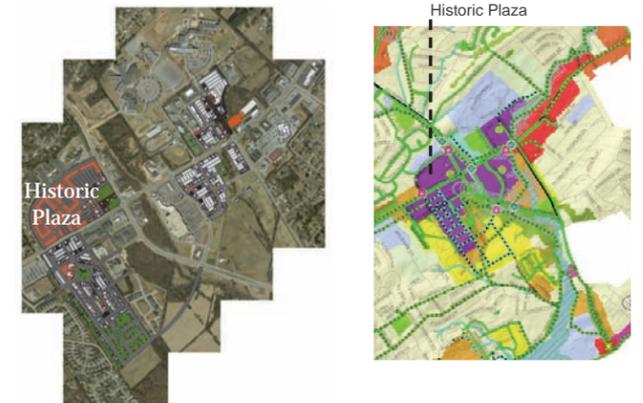
Figure 42: Preapproved PUD example 2.

## HISTORIC PLAZA

Campbell Station Historic Plaza images help illustrate two concepts that provide a town center and preserve Campbell Station:

**Historic Plaza 1:** A design that maximizes urban infill.

**Historic Plaza 2:** A design that creates a park-like setting that accommodates minor infill.



### Historic Plaza 1



### Historic Plaza 2



## WEST END

This concept preserves the existing medical cluster while encouraging the development of a pedestrian town center. The design concept would most likely require a consolidation of properties. The site has significant flooding and wetland issues. The existing shopping centers is underutilized, making this an ideal location for redevelopment.



## MUNICIPAL CENTER DRIVE

Currently a vacant property, transitions to existing development would be necessary. Adjacency to existing town hall, ownership, and lack of existing structures make this site a good contender for the town center.



## BROOKLAWN DEVELOPMENT SITE

The site has a number of challenges, but also presents a number of opportunities. The site has substantial flooding issues which could provide a prime opportunity for open space. A few historic structures, a barn and horse corral may provide fodder for design guidelines.



## Creating A Downtown and Other Activity Hubs

Farragut desires a downtown. Successful downtowns are easily spotted; the visitor experiences a wide variety of retail stores, entertainment and restaurants. Often there are residences in or immediately adjacent to the downtown. A bustle is apparent on the streets emanating from cafes and offices. The area is lively most of the day and into the evening.

Traditionally downtown development occurred more or less organically, starting out as the focus of retail activity supporting agricultural communities. Many gradually evolved to include hotels and major businesses, becoming employment centers. Beginning in the 1950's with the creation of interstate highways and the newfound freedom of the car, bedroom communities such as Farragut, began to emerge. Commercial development began to along major corridors in the form of "strip" development, and later enclosed shopping malls. Turkey Creek (TC) is the latest manifestation of that trend: a combination of attractive national chain stores, both big box stores and diverse smaller "strip" stores, all laid out around large, well-landscaped parking lots. It has proven to be very successful—attracting patronage from a regional trade area.

While TC is the largest retail center for the town, there is evidence that it will not be timeless<sup>1</sup>. It does not function as, nor have the characteristics of, a downtown. Well-designed downtowns, on the other hand, have endured, and continually reinvented themselves, in a timeless fashion.

The most important element to creating timeless downtown is the arrangement of buildings and the spaces in-between. The built form provides a set of spatial relationships that can make people feel comfortable, special and increase community pride or make them feel out of place. While there are many tools for creating a downtown, the end goal is to create a place that people gravitate towards, that they feel is the heart of the town.

<sup>1</sup> To date, car-oriented "big box", and "strip" centers in many communities have proven to have a lifespan of a maximum of 25-30 years.



### Place making

The primary goal for creating a timeless downtown, and other vibrant activity centers, is the establishment of an identity, a character that will let a visitor know when they have arrived. To that end, there are a few overarching concepts that this context attempt to enumerate and define:

- **Timeless** – great places always have the sense that they have been there for many years and plan to stay for many more. Buildings and architectural details pull strongly from the regional vernacular, capturing those best elements of the community and don't "make a statement" but rather enhance the whole.
- **Quality** – great places are built well and built to stand the test of time. Tip up Wal-Mart style buildings with a 15 year life span do not provide a sense of longevity, rather brick and stone are needed to anchor this place to the land.
- **Unique** – great places have a distinctive character, one that sets it apart from its context, but does not alienate it. Typically, drawing from historic or natural themes a brand should be created that can help define the place.



Norman Rockwell's Main Street

### Suburban and rural transitions

As urban transitions to existing suburban and rural areas, the town should use open space and trails should be used to create an edge that defines how people transition between more intense and native Farragut environments. A meandering sidewalk treatment with native planting is ideal for achieving an informal character for this edge.

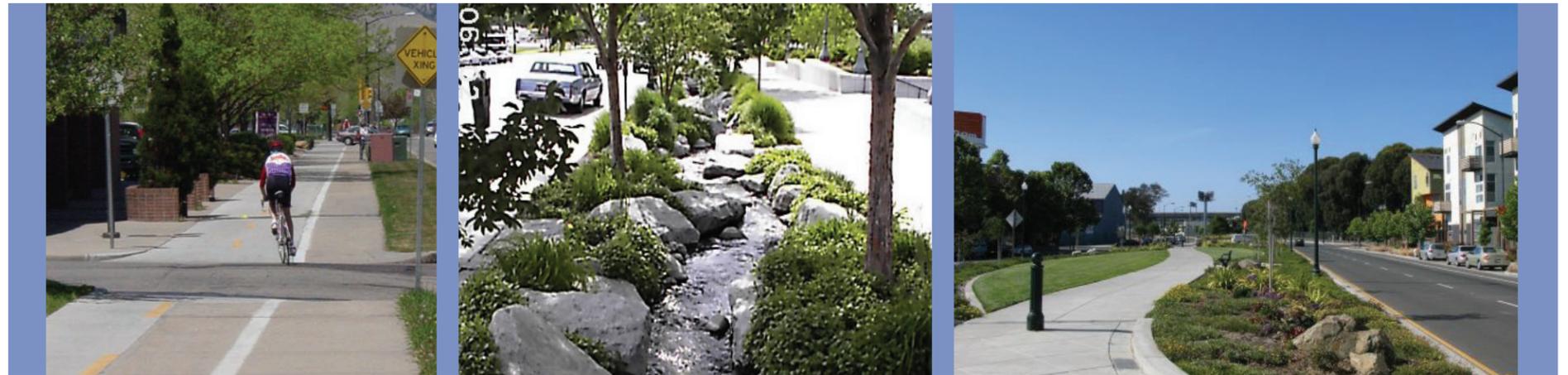


Figure 43: Examples of suburban style landscape used as a transition along open space.

*Building / street relationship*

Streets on the interior of the PUD area should be able to accommodate the full range of land-uses and range of envisioned densities. They should also be similar in character to one another.

The facades of buildings can be said to form outdoor “rooms”. Empirical studies by Kevin Lynch and others show that the dimensions of these outdoor “rooms” have a significant impact on how comfortable they feel to pedestrians. As a rule of thumb, if the distance between building faces is about twice the height of the building faces, the space feels comfortable. If the distance is larger than three times the height, the space doesn’t feel enclosed. If the distance is equal to, or less than the height of the buildings, the “room” has an uncomfortable “canyon” feel.

Assuming that buildings in the PUD area build-out to a maximum of 40 feet tall, a distance of 72’ between buildings would yield a pleasant ratio of roughly 1 : 1.8.



Figure 44: Minimum comfortable building height ratio (left), ideal comfortable building height ratio (middle), maximum comfortable height ratio (right).

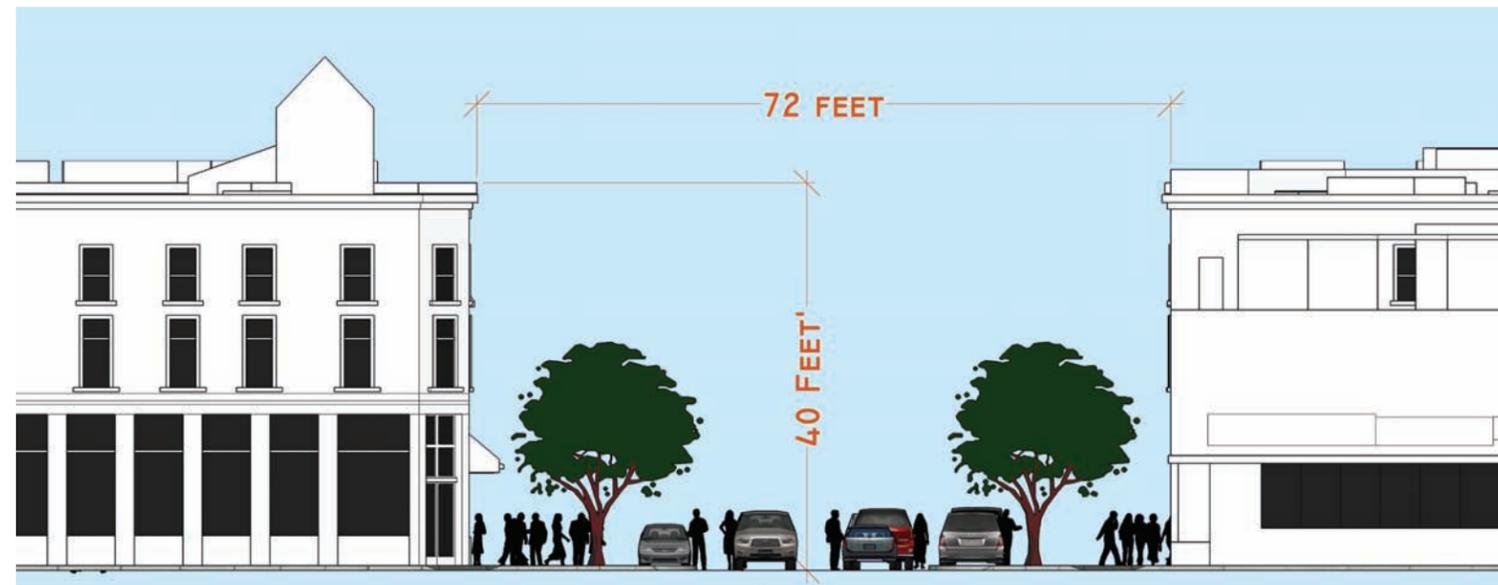


Figure 45: Preliminary urban street section.

This distance allows:

2 lanes of traffic (with curb and pan)	24 feet
On-street parking	16 feet
Two 10’ sidewalks with amenity zone (such as street trees, benches)	20 feet
Varying building setback and outdoor dining	12 feet
	<b>72 feet</b>

Activity centers generally require less parking than suburban or rural areas.

Generally maximum parking ratios should be:

- Multi-Unit Residential 1.25 per bed.
- Office 3.0 per 1000 square feet.
- Ground Floor Retail 2.5 per 1,000 square feet.

*Sidewalk*

All sidewalks should be divided into three zones: amenity, travel, and retail/dining.

Amenity Zone (such as street trees, bike racks, trash and benches)	4 feet
Clear space for travel	6 feet
Outdoor dining or retail space	6 feet
	<b>16 feet</b>



Figure 46: Sidewalks.

*Sidewalk “neck-downs” and crossings*

A series of sidewalk neck-downs and well-defined crossings signals to cars that this area is pedestrian dominated and cars need to drive accordingly. Making this place pedestrian first, car second help people linger and spend money. After all, it is harder to spend money when you are sitting on your wallet.



Figure 47: Neck-downs.

*Building setback and defining realms*

Clearly defining the interface between public and private realms reinforces the design continuity of the project and provides cues for pedestrians for how and where to interact with the mixed use environment.

*Hard Edge (Buffer)*

In the residential areas, or at residential entry points in mixed use buildings, the sidewalk/landscape treatments should generally buffer residential uses from the public realm and road, providing them with a sense of protection and separation. Specifically, an edge should be created that informs people about the distinction between public and private. A hard sidewalk edge that separates two areas of turf provides a subconscious cue of that boundary.



Figure 48: Urban Residential Streetscape.

*Soft Edge (Unite)*

All non-residential uses (and mixed use areas) should be united with the public realm, blurring the distinction between public and private and allowing for seamless transitions. Bringing the sidewalk all the way to the building facade is one way of blurring those boundaries. This makes it both easier to enter businesses and turn the corner onto side streets.



Figure 49: Urban Commercial Streetscape.

## Identity

An area's *identity* is analogous to an area's *theme*. Similar to the way theme parks wear their identity (the gate you go through entering the park, the logo in high traffic areas), the urban environment reflects its identity in the type or color of brick or concrete blocks used, the type of street and pedestrian lighting, the landscape used throughout an area. A different level of finish creates a different theme.

Level of Finish



Branding



## Creating Effective Heritage Tourism

Farragut contains a range of properties that are associated with its history. Some are standing structures that convey their historic character, others are remnants of earlier structures, and still others are simply sites associated with historical events. Each has the potential of playing a role in heritage tourism and in serving as touchstones in the urban environment for the town's residents. In order to do so, those historical associations must be conveyed to the public. Some of this information is exhibited in the Town's museum, but there are other opportunities to interpret heritage in the field. A variety of techniques may be employed. This section summarizes some of the most effective methods.

## ALTERNATIVE INTERPRETATION MEDIA

### Historic building museum

The exterior and interior of a building is restored to a specific period in time, and is open to the public for interpretation. Period furnishings may be included and informational displays help to convey the property's history.

### Interpretive display

A special structure may be constructed to contain a series of exhibit materials. This could be an outdoor shelter, or an enclosed, year-round building. It could contain display panels as well as electronic media with interactive capabilities.

### Interpretive markers

Conventional interpretive markers are usually metal, with photographs and text imprinted. These are relatively low maintenance, and are "open" at all hours. The Town already has some markers to be installed in Campbell Station Park. Others could be installed at the actual locations of historic sites, including ruins and battlefields.

### Printed tour guides

Tour guides may be published that are tailored to specific historical themes, or are planned to accompany recreation walks and driving. These may be made available at various locations around town, and may be downloadable from the Internet.

### Smart phone media

A variety of interpretive programs can be developed for use on the Internet and specifically to be delivered in the field, via smart phones. These can include recorded messages and photographs. This information can be accessed at specific sites, where a QR code or other address is displayed.

Already, national companies are providing phone tour services. They simply need the content to include Farragut in their systems. Other communities have developed their own web sites, with links to smart phones.

### Landmark plaques

A simple technique is to mount a marker at a site to convey the property's history. While similar to an interpretive marker, landmark plaques generally have less information, because the primary objective is simply to signify the significance of the site.

## DEVELOPING AN INTERPRETATION PLAN

All of the tools described above are effective means of interpreting heritage and to some extent, all of them should be considered for use in Farragut. And, there may be others that would prove to be useful given further analysis. In order to determine the best combination of interpretive tools, the Town should develop an Interpretive Plan. There are recognized methodologies for developing such plans, but these are some of the questions the plan should address:

### 1. What is the story to be told?

There are of course several themes in Farragut's history, and each may be a chapter in the overall "story." Those that should be featured should be established in the Interpretation Plan.

### 2. Which are the resources that tell the story?

Each of the properties that have the potential to be included in an interpretive experience should be evaluated, for their condition and significance and their ability to convey a part of the community's history.

### 3. What is the quality of the experience?

The location of the interpretive sites, and their general setting, will influence the quality of the heritage experience and should be evaluated.

### 4. Who are the target users?

While tourists are a general group to consider, there are sub-groups that should be more clearly identified. Those who tour Civil War battlefields is an example of one user group. Others include residents of the region who combine heritage sites with other recreational and cultural activities.

### 5. Which interpretation tools will be most effective?

With the analysis of the sites in the context of the story to be told, the plan should then develop a strategy for employing the appropriate tools. This would include mapping the sites as well as determining the media to be used to convey their history.

Finally, the Interpretive Plan should include an implementation strategy, which identifies a timeline and provides recommendations for funding and administration of the program.

