

nashvillenext

ANTIOCH - PRIEST LAKE COMMUNITY PLAN

APRIL REVIEW DRAFT

This is the review draft of the Antioch-Priest Lake Area Community Plan of Nashville-Next. It is part of Volume III (Communities) of the draft General Plan.

We appreciate that you are giving time to reviewing this work. This chapter is the result of three years of effort on NashvilleNext, combining public visioning and community engagement with guidance from topical experts to create a plan for Nashville and Davidson County over the next 25 years.

Comments

The public review period is during April, 2015. We are eager to hear your thoughts on the plan. Here's how to provide input:

- » Online: www.NashvilleNext.net
- » Email: info@nashvillenext.net
- » At public meetings
 - » April 18: Tennessee State University (Downtown Campus), 10am - 1:30 pm
 - » April 20: 5 - 7pm at both the North Nashville Police Precinct and the Edmondson Pike Branch Library
 - » April 27: 5 - 7pm at both the Madison Police Precinct and the Bellevue Branch Library
- » Phone: 615-862-NEXT (615-862-6398)
- » Mail: Metro Nashville Planning Department, P.O. Box 196300, Nashville TN 37219-6300

We ask that you include contact information with your comments. We also request that you be as specific as possible in your requests. Referring to a specific page or section is greatly appreciated.

Next steps

The most up to date information is always available at www.NashvilleNext.net. Here is our tentative adoption schedule:

- » **Mid-May:** Post static draft of plan in advance of public hearing
- » **June 10:** First public hearing at Planning Commission (tentative; special date)
- » **June 15:** Second public hearing at Planning Commission (tentative; special date)

Southeast Branch Library and Ford Ice Center aerial

ANTIOCH – PRIEST LAKE

Description of the Community

The Antioch – Priest Lake Community (Antioch) is a vast area spanning from Interstate 24 to the west, J. Percy Priest Lake to the east, the Airport to the north and the Davidson County line to the south. The Antioch – Priest Lake Community contains approximately 59 square miles.

In Antioch – Priest Lake is a suburban community with well-established neighborhoods, and areas where new development patterns are emerging. Single-family residential land uses consumes the most acreage at 8,357 acres; two-family consumes 434 acres and multi-family consumes 1,253 acres. Antioch – Priest Lake also has large amounts of open space, attributed to the J. Percy Priest Lake. Industrial land uses consume more acreage at 2,339 acres than commercial land uses at only 801 acres.

Major Neighborhoods/Communities

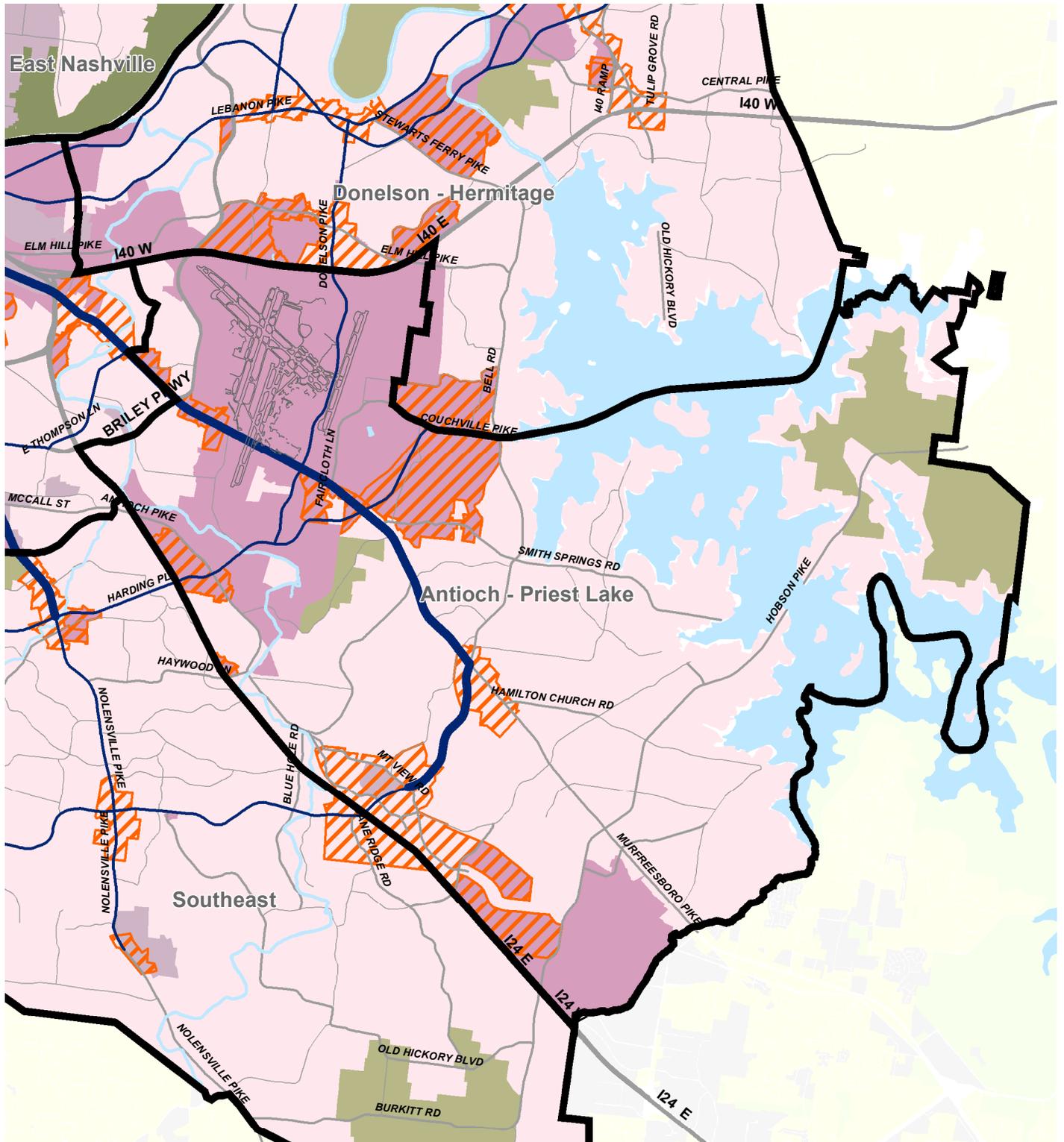
Antioch – Priest Lake is a suburban community that saw the height of its development in the 1970's with the development of Hickory Hollow Mall. The success of the Hickory Hollow Mall attracted residential development during the housing boom in the late 1990's and early 2000's. Between 2003 and 2010 alone, 1,737 residential subdivision lots were created. Overtime however, the development pattern became more segregated. Single use commercial and higher density housing development along major corridors, and while separate residential land uses development adjacent.

Today, there is a desire for the community to create more mixed use and walkable neighborhoods. There are “evolving neighborhoods,” which indicates that the neighborhood or undeveloped land is likely to experience significant change over the planning period. These neighborhoods should support a variety of housing in a more compact and walkable form, as expressed by the community and the residential development trends. These neighborhoods mostly exist south of Hobson Pike, and may be considered in areas near the intense centers and corridors.

Neighborhoods that are considered “maintenance neighborhoods,” indicate neighborhoods that are not anticipated to change significantly within the planning period. Nashboro Village, Patricia Heights, and Edge O’Lake are examples of Maintenance Neighborhoods.

Transect

Antioch - Priest Lake detail



Transects

- | | |
|--|---|
|  T1 Natural |  T5 Center |
|  T2 Rural |  T6 Downtown |
|  T3 Suburban |  D District |
|  T4 Urban |  W Water |



Community organizations in Antioch – Priest Lake are consolidated into one organization, CNAP (Crossing Nashville Action Partnership). Its members and meeting attendees includes businesses, and a host of churches, schools, civic organizations, and a farmers’ market. The group works as central point for community information and outreach.

History of the Antioch – Priest Lake Community

The community known as “Antioch” began at the convergence of Antioch Pike, Hickory Hollow Parkway, Blue Hole Road, and Mt. View Road. The community grew from a church planted at that intersection and was named Antioch. A railroad would also pass through the village, taking people to and from Downtown Nashville. As the automobile grew in popularity, the train was primarily used for mail delivery to and from the Antioch post office. As years past, the Antioch name and postal code remained, and the community grew to the Antioch that we know today.

Figure XX illustrates the characteristics and major property owners in the area in 1871.

For the most current information on Nashville’s historic properties and resources, contact the Metro Historical Commission

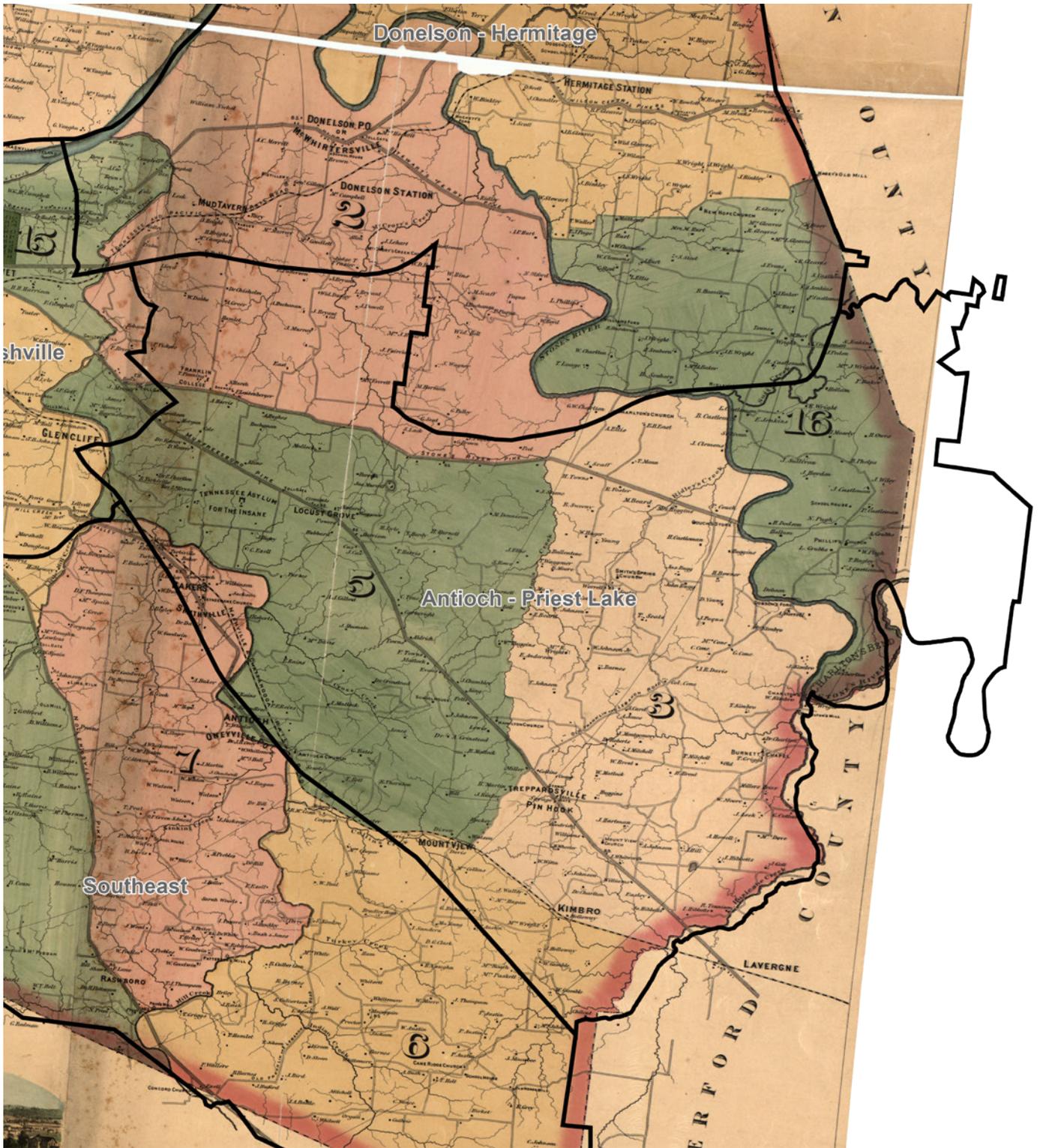
<http://www.nashville.gov/Historical-Commission.aspx>.

The Metro Historical Commission’s list of historically significant features identifies historically significant sites, buildings, and features within the Antioch – Priest Lake Community. As of August 2012, there are a total of 488 historic features in the Antioch-Priest Lake community.

- » 2 National Register of Historic Places designation features
- » 9 features and 1 district listed as Eligible for the National Register designation
- » 477 features (including 2 districts) listed as Worthy of Conservation.

There were new historically significant features identified during the 2012 Antioch -Priest Lake Community Plan Update. The most noteworthy additions to the historical properties list are several historical districts – Una Antioch, Stardust Acres, and Miro Meadows.

These do not include known archeological sites which are not mapped in order to protect them for unauthorized diggings. For the most current information on Nashville’s historic properties and resources, contact the Metro Historical Commission at <http://www.nashville.gov/Historical-Commission.aspx>.



History of the Antioch – Priest Lake Planning Process

The Antioch – Priest Lake community plan was updated in 1991, 1996, 2003, and most recently 2012. Until 2003, the community plans were updated using Citizen Advisory Committees (CAC). The CAC was comprised of members of the community nominated by the Mayor, councilmembers representing the area, the Nashville Area Chamber of Commerce, the Nashville Neighborhood Alliance, and the Metropolitan Planning Commission. Typical of the planning processes at that time, the CAC's role was to provide local knowledge of the community, identify issues which influence the development of community, respond to policy recommendations from planning staff, reach consensus on the plan and provide leadership in presenting the plan to the general public. All meetings of the CAC were open to the public and were held in the Antioch – Priest Lake study area.

The 2003 and 2012 Antioch – Priest Lake community plan updates did not utilize a Citizen Advisory Committee. Instead, all community members' were encouraged to attend meetings in the area and act in the role of providing local knowledge and responding to recommendations from Planning staff. During both updates, a notice mailer was sent to property owners in the Antioch – Priest Lake planning area. Over the course of the 2003 update, roughly 300 community members were involved in the process. During the 2012 update, roughly 150 community members were involved in the process.

There have been constant themes from the 1991 plan through the 2012 plan:

- » Creating a mixed use corridor and limiting strip commercial development along Murfreesboro Pike.
- » Higher intensity mixed use, office, and residential land uses on and near the former Hickory Hollow Mall property.
- » More transit options near the former Hickory Hollow Mall property (the 1991 plan considered a light rail stop near the I24 and Bell Road interchange).
- » Preserve or creating employment opportunities near the Nashville International Airport and in the Crossings, for example.
- » Residential neighborhoods with moderate density in the northern and southeastern portion of the study area.

In the 2003 and 2012 updates policies that would encourage the development of Complete Neighborhoods in the southeastern portion of the study area were introduced. These policies would encourage walkable development with a mixture of housing, open space, and neighborhood commercial.

The Antioch - Priest Lake community has weathered many economic challenges since the 1991 update. However, the community continued to participate and think comprehensively about its future, and in 2012 drafted a unique vision statement that would be applicable moving forward over the next 25 years.

Antioch – Priest Lake Community Demographic Information

Antioch – Priest Lake continues to be a growing community. In 2000 according to the U.S. Census, the Antioch- Priest Lake Community had 23,956 residents. In 2010 according to the U.S. Census, the Antioch-Priest Lake Community had 43,055 people, an increase of approximately 21 percent since 2000. In 2000, the U.S. Census reported 9,533 households, and # in 2010; an increase of 124 percent over the previous decade.

In 2014, the Antioch – Priest Lake Community has approximately 45,000 residents, 7.2 percent of Nashville/Davidson County's population.

		Davidson County		Antioch - Priest Lake	
		#	%	#	%
Population	Total, 2010	626,681		77,569	12.4%
	Household Population	605,463	96.2%	75,219	96.9%
	Group Quarters Population	23,650	3.8%	2,418	3.1%
	Population, 1990	510,784		43,953	8.6%
	Population, 2000	569,891		60,315	10.6%
	Population Change, 1990- 2000	59,107	11.6%	16,362	37.2%
<i>U.S. Census (1990, 2000, 2010)</i>	Population Change, 2000- 2010	56,790	10.0%	17,254	22.2%
	Population Density (persons/acre)	1.69	n/a	2.89	n/a
<i>American Community Survey (2008 - 2012 5-year estimate)</i>	Average Household Size	2.37	n/a	2.50	n/a
	Male	304,566	48.4%	38,416	49.5%
	Female	324,547	51.6%	39,221	50.5%
Population	Total, 2010	626,681		77,569	12.4%
Race	White	385,039	61.4%	36,886	47.6%
	Black or African American	173,730	27.7%	28,555	36.8%
	American Indian/ Alaska Native	2,091	0.3%	271	0.3%
	Asian	19,027	3.0%	2,309	3.0%
	Native Hawaiian or Pacific Islander	394	0.1%	81	0.1%
	Other Race	30,757	4.9%	6,988	9.0%
<i>U.S. Census (2010)</i>	Two or More Races	15,643	2.5%	2,479	3.2%
Ethnicity	Hispanic or Latino	359,883	57.4%	13,132	16.9%
Age	Less than 18	136,391	21.8%	19,359	25.0%
	18-64	424,887	67.8%	53,658	69.2%
<i>U.S. Census (2010)</i>	Greater than 64	65,403	10.4%	4,552	5.9%
Families	Total	142,821		17,254	n/a
	Married Couple Families with Children	37,098	26.0%	5,197	30.1%
<i>American Community Survey (2008 - 2012 5-year estimate)</i>	Single Parent Families with Children	26,291	18.4%	3,481	20.2%
	Female Householder with Children	21,528	15.1%	2,926	17.0%

		Davidson County		Antioch- Priest Lake	
		#	%	#	%
Housing Units	Total	284,328		32,429	11.4%
	Owner Occupied	141,805	49.9%	15,803	48.7%
	Renter Occupied	114,082	40.1%	14,290	44.1%
	Occupied	255,887	90.0%	30,093	92.8%
	Vacant	28,441	10.0%	2,336	7.2%
<i>American Community Survey (2008 - 2012 5-year estimate)</i>					
Travel	Mean Travel Time to Work (min)	23.1		25.5	
	Workers	309,633		41,663	13.5%
	Drove Alone	246,391	79.6%	34,650	83.2%
	Carpooled	32,633	10.5%	4,405	10.6%
	Public Transportation	6,588	2.1%	555	1.3%
	Walked or Biked	6,806	2.2%	517	1.2%
	Other	3,232	1.0%	391	0.9%
	Worked from home	13,983	4.5%	1,145	2.7%
<i>American Community Survey (2008 - 2012 5-year estimate)</i>					
Income	Per Capita Income	\$28,513		\$22,122	77.6%
Education	Population 25 years and over	419,807		51,109	12.2%
	Less than 9th grade	20,687	4.9%	2,739	5.4%
	9th to 12th grade, No Diploma	38,664	9.2%	4,450	8.7%
	High School Graduate (includes equivalency)	103,024	24.5%	13,471	26.4%
	Some College, No Degree	86,498	20.6%	13,333	26.1%
	Associate Degree	23,963	5.7%	3,387	6.6%
	Bachelor's Degree	92,765	22.1%	10,114	19.8%
	Graduate or Professional Degree	54,206	12.9%	3,615	7.1%
<i>American Community Survey (2008 - 2012 5-year estimate)</i>					
Employment	Population 16 Years and Over	505,034	80.6%	59,601	76.8%
	In Labor Force	348,250	69.0%	45,138	75.7%
	Civilian Labor Force	347,862	99.9%	45,123	100.0%
	Employed	317,719	91.2%	41,739	92.5%
	Unemployed (actively seeking employment)	30,143	8.7%	3,384	7.5%
	Armed Forces	388	0.1%	15	0.0%
	Not in Labor Force	156,784	31.0%	14,463	24.3%
	<i>American Community Survey (2008 - 2012 5-year estimate)</i>				

Antioch – Priest Lake’s Role in the County and Region

The Antioch – Priest Lake in a Regional Context

Antioch – Priest Lake is located in the southeast portion of Nashville – Davidson County. Adjacent to Antioch are Rutherford and Wilson Counties, both of which contain growing employment and retail centers that are attracting growing populations. As retail, housing, and employment markets continue to grow within the region, Antioch must find its competitive niche in terms of residential, retail and employment development, and discover ways to complement services provided in outlying counties and cities.

Broadly, Antioch plays economic (i.e. employment, housing, and retail) and environmental roles in the region. There are advantages in the residential, retail and employment aspects that make the community competitive in the region. Similarly, Antioch’s environmental assets also contribute unique recreational and tourism opportunities to the region.

Residential Development

The Antioch community is primarily a residential community. In Antioch, single-family residential land uses consumes the most acreage at 8,357 acres; two-family consumes 434 acres and multifamily consumes 1,253 acres.

Antioch-Priest Lake is one of the remaining communities with large stock of developable land. In Antioch – Priest Lake 23 percent of the land is classified as vacant. Of that 23 percent, 16 percent of the vacant land is classified as residential. In Antioch 56 percent of the land is zoned for single and two-family residential. Some of the land is impacted by floodplain, steep slopes, and sink holes, but much of the land is flat and easily accessible. As a result, the Antioch- Priest Lake community attracted residential development during the housing boom in the late 1990’s and early 2000’s. However, during the Great Recession in 2008-2009 suburban home prices softened both locally in Antioch – Priest Lake and nationally, as home buyers sought housing close to central cities in walkable locations.

As the housing market continues to rebound, Antioch – Priest Lake should capitalize on the diversity of its existing housing stock, and as a community seek to provide new housing stock that keeps up with current market demand. Housing in Antioch is diverse in character; there are existing suburban neighborhoods, and rural neighborhoods situated near Percy Priest Lake. New residential development may occur near the communities major corridors – like Murfreesboro Pike and Bell Road – and near the major commercial centers. In these areas, housing that meets current market demand can be offered; a mixture of housing in neighborhoods that are more walkable with access to amenities and services. This is similar to the “Lenox Village” style of development. This style of development would provide housing choices for people at various price points and at different stages of their life.

Economic Development and the Local Workforce

Existing and new housing would also support retail and employment in this part of the region. Antioch – Priest Lake is in a unique position. It is in the fastest growing part of the middle Tennessee region – the southeast; however this has made the community vulnerable to retail and employment competition. Competition combined with changing demographics took its toll on the retail and employment environment in Antioch – Priest Lake.

Since the late 1970’s the Hickory Hollow Mall was Antioch-Priest Lake’s primary retail center. It was a regional mall that drew from a primary trade area of 20 miles and a secondary trade area of 40 miles, which reached as far south as the city of Murfreesboro. Over time, however, new more walkable and outdoor retail malls were built and remodeled within the 20 mile trade area. This coupled with the economic recession in the early 2000’s and stagnant income growth in Antioch-Priest Lake caused the mall and surrounding retail to decline.

These issues were not unique to Antioch-Priest Lake. Nationally, traditional mall development was becoming less popular and large suburban retailers began to reduce their footprint and inventory. National shopping habits also changed as people turned to online shopping or downsized to

Commuting patterns of residents and employees in Antioch - Priest Lake

Antioch - Priest Lake residents who work in these areas	38,781	Employees who work in Antioch - Priest Lake come from these areas	34,595
Antioch Priest Lake	6,137	Antioch Priest Lake	6,137
South Nashville	4,270	Southeast	3,622
Donelson Hermitage Old Hickory	3,835	Donelson Hermitage Old Hickory	3,083
Green Hills Midtown	3,677	East Nashville	1,156
Downtown	3,385	Green Hills Midtown	907
Southeast	2,609	South Nashville	893
North Nashville	2,326	Madison	649
West Nashville	1,302	Bellevue	610
East Nashville	1,176	Bordeaux Whites Creek	425
Madison	1,014	West Nashville	413
Bordeaux Whites Creek	994	Parkwood Union Hill	307
Parkwood Union Hill	368	North Nashville	278
Bellevue	318	Downtown	145
Joelton	45	Joelton	50
Beyond Davidson County	7,325	Beyond Davidson County	15,920

Source: Census Transportation Planning Products, using the American Community Survey (2006-2010 five-year estimates)

Sidebar: Relationship of Community to other NashvilleNext Plan Elements

Housing:

Why: Suburbanization of Poverty, 71% of people in southeast cares about affordable housing, transportation/ housing/jobs balance.

Economic Development:

Why: Suburban retrofitting, employment centers (The Crossings, Airport),

Natural Resources:

Why: Percy Priest Lake

LUTI:

Why: Transportation

conserve money. What was unique to Antioch – Priest Lake was the change in its demographic base. The 2010 census reported a 23 percent increase in overall population in Antioch – Priest Lake; however there was a 33 percent increase in people ages 18 and younger. This younger segment now comprises 24 percent of the population. With such a large increase in the number of youth in the study area, the number of wage earners remained stagnant. This affected per capita income levels and discretionary spending, which also affected retail growth in the Antioch –Priest Lake.

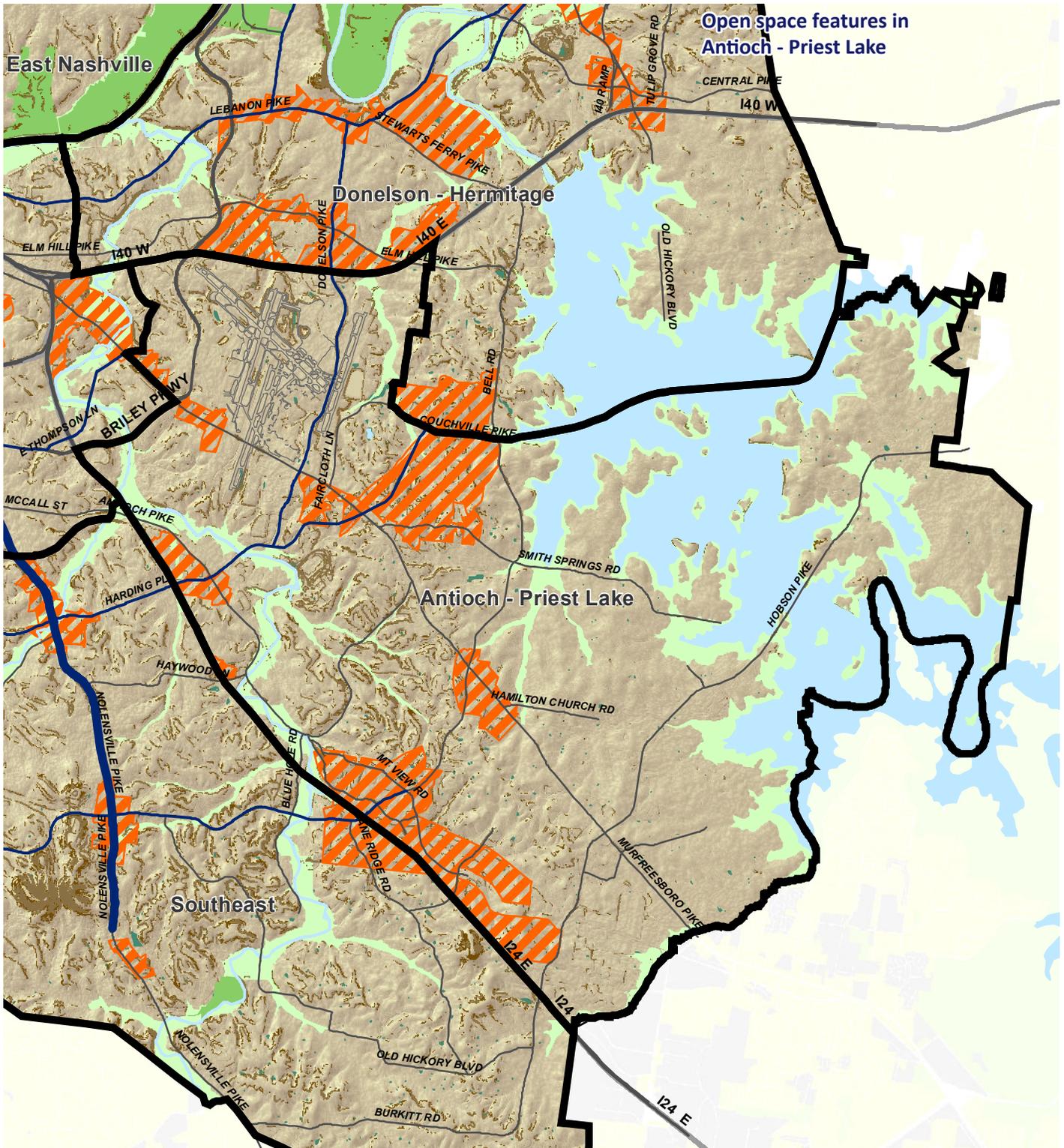
Employment conditions on the other hand remained steady in the Antioch –Priest Lake. The 2000 Census reported that 95 percent of the study area’s population was employed; in 2010 that number remained the same, still surpassing Nashville-Davidson County employment numbers by 3 percent. While employment numbers are favorable, community input revealed that most residents travel to other parts of the county for work and that a number of stakeholders travel to adjacent counties for work. This anecdotal observation was confirmed by studies that show that in 2000 the average travel time for workers in Antioch-Priest Lake was 24 minutes. In 2009, the majority of workers travel 15 to 29 minutes to work.

Recognizing this trend, stakeholders noted that the Antioch – Priest Lake community plan should encourage additional employment opportunities within the study area. This would assist in bringing wage earners to the area during the day, creating a daytime population that could support retail, restaurants and services. This could also reduce transportation costs for Antioch – Priest Lake residents who commute long distances for work.

Natural Features and Resources

Antioch-Priest Lake’s natural environment and features are part of larger environmental systems within the region. J. Percy Priest Lake, Long Hunter State Park, and Mill Creek are two significant natural resources within the region. They are also significant assets to the Antioch - Priest Lake Community.

J. Percy Priest Lake is roughly 33,000 acres; 57 percent of the lake is located in Nashville/Davidson County, 42 percent in Rutherford County, and 1 percent in Wilson County. The lake’s construction was completed in 1967 and was the first Army Corps of Engineers project in the nation created with recreation as one of its authorized purposes. Its other functions

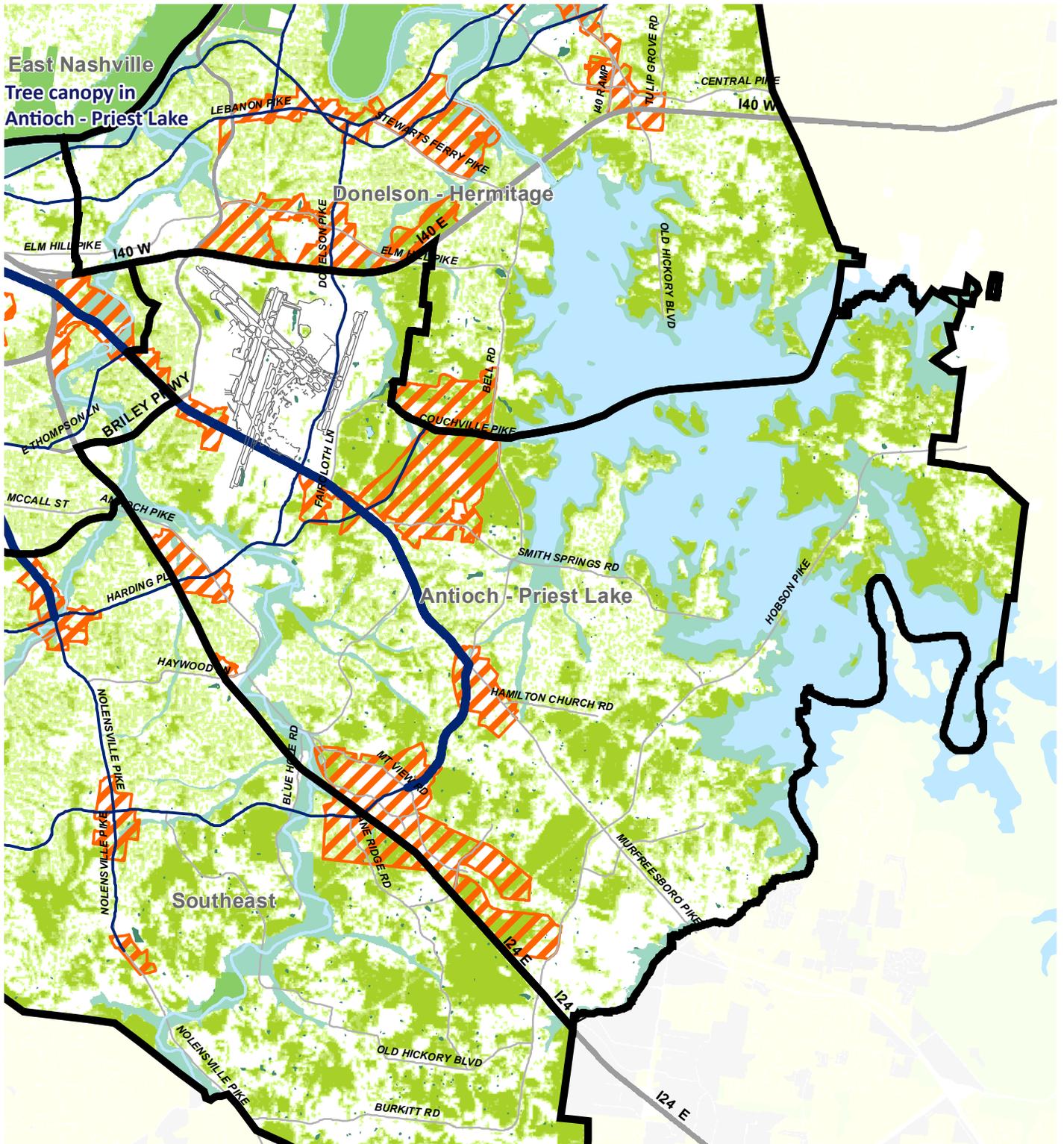


Open space features in Antioch - Priest Lake

Slopes & Terrain Legend

- | | | |
|--|--|---|
|  Water Bodies |  Slope 20-25% |  Terrain |
|  Floodplain Areas |  Slope > 25% | |
|  Wetlands | |  Low |





Tree Canopy Legend

	Water Bodies		Tree Canopy	1 - 20%
	Anchor Parks			21 - 40%
	Floodplain Areas			41 - 60%
	Wetlands			61 - 80%
				81 - 100%



include flood control and hydropower production. J. Percy Priest Lake also provides refuge for specific animal and plant species and protects other lands that are environmentally sensitive. Sensitive areas and unique species include areas of cedar glades, exotic and native plant areas, and Patton Cave – the Gray Bat habitat.

Long Hunter State Park, a 2,230 acre state park within the Antioch – Priest Lake community, contains a significant amount of protected cedar glades. J. Percy – Priest Lake’s vast majority of land is also designated for wildlife management, enhancement, and education. The Tennessee Wildlife Resources Agency (TWRA) promotes public recreational hunting and fishing on lands licensed from the Corps of Engineers and facilitates many educational and training programs.

As a result, the region has seen positive impacts from J. Percy – Priest Lake. The J. Percy Priest Lake Master Plan noted that in 2007, more than 7 million people visited the lake and its boating and recreational areas, generating \$61 million dollars in revenue. Despite its regional following, many local residents are unaware of its many recreational offerings. To better promote this asset, Antioch – Priest Lake stakeholders should work more closely with the Army Corps of Engineers, J. Percy Priest Lake officials, and perhaps local and state tourism and economic development agencies, to do more educational and promotional campaigns explaining its benefits. This push could benefit the immediate Antioch – Priest Lake community and other communities within the region with residual tourism dollars from J. Percy Priest Lake visitors.

J. Percy Priest Lake was also an integral part of flood control during the May 2010 flood events. A technical report released by the Army Corps of Engineers after the May 2010 flood, reported that the actions taken at J. Percy Priest Dam during the flood event reduced more severe flooding in Nashville and further downstream of the Cumberland River, and prevented millions of dollars in property damage.

Mill Creek is also a significant environmental resource within the region. Mill Creek is a tributary of the Cumberland River and traverses the

Nolensville, Antioch, and Donelson communities. This creek is also home to the Tennessee Crayfish - a unique species common to the state of Tennessee. Over time, Mill Creek has suffered some negative impacts from various development decisions. This was made most evident in 2010 when Nashville and Davidson County experienced the “500-year” flooding event. Significant flooding around Mill Creek damaged homes and business, particularly near the Blue Hole Road/Antioch Pike area.

While 2010 was a significant rain event where flooding was inevitable, there are mitigation actions and future development decisions that could prevent significant levels of damage in the future. Utilizing green infrastructure for development in flood prone areas and preserving the floodway and floodplain would protect these natural areas and restore the balance between the natural and built environments. The creation of a greenway system along Mill Creek is one technique of preserving the floodplain and floodway. It also has economic benefits aside from the protection of property during flood events. Regionally, an interconnected Mill Creek greenway could connect the communities of Nolensville, Antioch, and Donelson offering an alternative mode of transportation and a recreational use that could be a unique asset to those communities. Similar to a greenway, systems that span several communities could benefit an array of people, supporting the concept of Regional Equity - regions working together to leverage the strengths of each municipality.

Conclusion

The Antioch – Priest Lake community has several assets to provide to the Middle Tennessee Region. The community’s environmental features offers natural refuge to tourist and residents, while its location offers quick access to the Nashville International Airport and other cities in the region. Antioch – Priest Lake’s presence in the region could be enhanced however by improving the diversity of housing stock, transit access, and employment offerings.

To remain a desirable place to live for existing and new residents alike, Antioch should seek to support more diverse housing types provided in neighborhoods that are walkable and have easy access to services and jobs.

These types of neighborhoods would support the growth of services and transit in the area. When housing and services are placed in close proximity, this supports transit, and offers a higher quality of life for residents and visitors.

Antioch – Priest Lake should continue to increase employment opportunities in the area. In the Crossings, a 325 acre planned office park, there is opportunity for additional business growth. Another opportunity is the former Hickory Hollow Mall (now known as the Global Mall). It has seen some public and private reinvestment and is now considered a mixed-use property. Nashville State Community College has created a satellite campus, Metropolitan Nashville – Davidson County has invested in a new library and community center, and the Predators Hockey franchise has built a practice facility. Private owners have also invested in the mall, rebranding it The Global Mall to become more attractive to the diverse population. With roughly 1,243 acres classified as vacant commercial, there is opportunity to provide more employment and jobs in the community to grow the daytime population. A day time population can support additional retail, restaurants and services, and working locally may also improve the quality of life for residents who are currently commuting long distances for work.

Growth and Preservation Map and the Community's Role – Antioch-Priest Lake

The Growth and Preservation Map is a county-wide vision and tool for aligning spending, regulations, and Metro programs to shape improvements in quality of life so that new development and redevelopment aligns with community values. The Growth and Preservation Map provides guidance for the entire county. Six key factors reflecting Nashville/Davidson County community members' priorities guided the design of the Growth and Preservation Map:

- » Protect sensitive environmental features.
- » Build a complete transit network.
- » Maintain household affordability across income levels.
- » Create “activity centers” – areas of employment, residences, services, civic uses, retail and restaurants – throughout most parts of Davidson County.
- » Protect and enhance the character of different parts of Davidson County.
- » Allow for strategic infill that supports transit lines and activity centers.

To see the entire Growth and Preservation Map, please refer to XXX.

The Growth and Preservation Map for Antioch-Priest Lake illustrates the key concepts listed above: preserving environmentally sensitive features and open space; creating diverse and affordable housing options; enhancing commercial centers and corridors; and adding more connectivity through transit.

Green Network

The green network on the Growth and Preservation Map reflects natural and rural areas that provide natural resources (such as water and land for farming), ecological services (such as cleaning air and slowing water runoff), wildlife habitat, and recreation opportunities. The network also includes sensitive natural features that can be disturbed or destroyed by development or that pose a health or safety risk when they are developed (such as steep slopes and floodplains). In the Antioch-Priest Lake Community, the green network is comprised of areas near Percy Priest Lake, along Mill Creek and other greenway corridors, and open spaces.

Neighborhoods

Neighborhood areas are primarily residential areas offering a mix of housing types and character, with smaller civic and employment areas and small neighborhood centers. Neighborhoods have different context – rural, suburban, urban, or downtown – depending on their location and character. In the Antioch-Priest Lake Community, neighborhoods are predominantly suburban in character. Suburban neighborhoods and development patterns have a tendency to be more auto-oriented. Overtime it is envisioned that these neighborhoods become more walkable with more choices in housing, better access to jobs and services, and serviced by enhanced transportation options.

Transitions and Infill

Transition and infill areas are areas of moderate density multifamily residential and small-scale offices that are appropriate along and around prominent corridors and centers to provide a harmonious connection to surrounding neighborhoods. These areas provide transitions – in building types as well as scale and form – between higher intensity uses or major thoroughfares and lower density residential neighborhoods. These areas provide housing in proximity to transit and commercial services, increasing the likelihood that residents can walk or bike to meet some of their daily needs. These areas also provide a diversity of housing types that are attractive to Nashvillians. In the Antioch-Priest Lake Community, these include areas around existing centers such as Hickory Hollow Mall / Crossings area, and along corridors like Murfreesboro and Bell Roads.

Centers

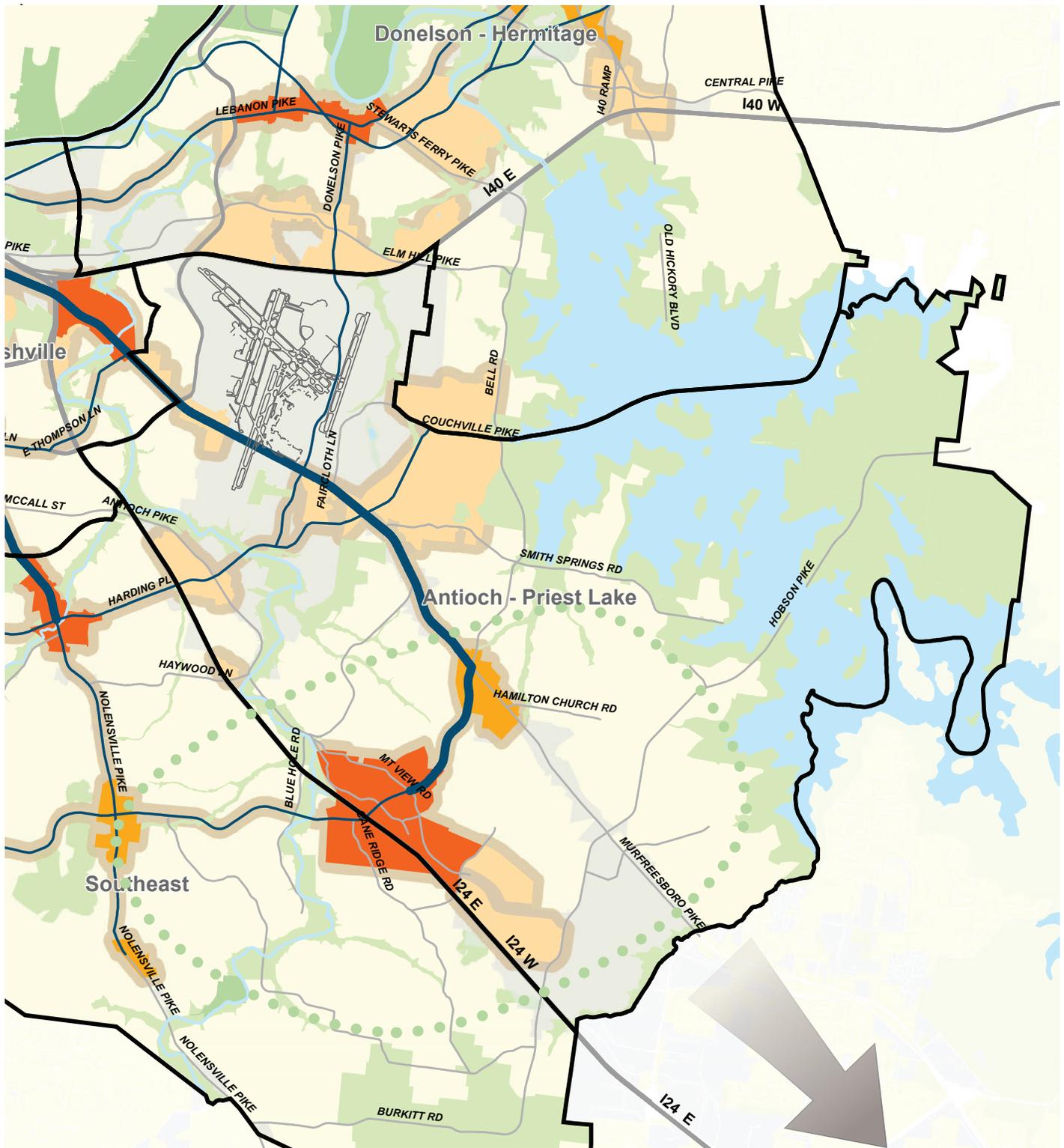
The centers included in the Growth and Preservation Map build on existing commercial center areas to evolve into active, mixed-use places serving as a neighborhood or community gathering place. Centers are anticipated to become pedestrian-friendly areas with frequent transit service that contain a dense mix of homes, shops, jobs and parks, as well as services, schools and cultural amenities. The Growth and Preservation Map places center areas in three tiers:

- » Tier One – These centers are the focus of coordinated investments to shape growth and support transit service in the next ten years.
- » Tier Two – These centers receive some investments to manage growth, though less than Tier One centers.
- » Tier Three – These centers show areas that could receive coordinated investments in response to opportunities identified by the private sector.

In the Antioch-Priest Lake Community, Tier One centers are located at the Hickory Hollow/Crossings area at Bell Road and Interstate 24. Antioch-Priest Lake has one Tier Two center, the intersection of Murfreesboro Road and Bell Road, and one Tier Three center, Interstate 24 interchanges of Haywood Lane and Harding Place, and areas near the Nashville International Airport.

Growth & Preservation Concept Map

Antioch - Priest Lake detail



- **Centers**
 - Tier One
 - Tier Two
 - Tier Three
- **Green network**
 - Open space anchor
 - Missing an anchor
- **Neighborhood**
 - **Transition**
 - **Special impact area**
- **High capacity transit corridors**
 - Immediate need
 - Long-term need
 - ← Regional connection

Antioch-Priest Lake – Community Character Policy Plan

The Antioch-Priest Lake Community Character Policy Plan builds upon the Growth and Preservation Map. The Community Character Policies take the Growth and Preservation Map to the next level of detail by addressing the form and character of each area in the Antioch-Priest Lake Community. The Community Character Policies are the standard by which development and investment decisions are reviewed and future zone change requests are measured. See Figure XX for a map of the Community Character Policies in the Antioch-Priest Lake Community.

The Antioch-Priest Lake Community Plan provides guidance, applying to every property in Antioch-Priest Lake, through the policies found in the Community Character Manual. Those policies are intended to ensure that the elements of development are coordinated to ensure the intended character of an area is achieved. To view the entire Community Character Manual, please refer to the first chapter of this volume.

Antioch-Priest Lake's natural and open space areas include areas with environmentally sensitive features, such as floodplains, steep slopes and unstable soils, as well as public parks and open space. As a result of the May 2010 flooding, the plan encourages the preservation of *all* environmentally sensitive features, but particularly floodplains and floodways, through the use of Conservation policy. The policy encourages the preservation and/or reclamation of these features. Preservation of these areas near Mill Creek in the western part of the Antioch-Priest Lake community reduce the impact of flooding by slowing down and absorbing stormwater runoff during rain events.

The Antioch-Priest Lake Community's desire to maintain and enhance its residential neighborhoods is shown by the placement of Neighborhood Maintenance policy. However, to maintain long-term sustainability of the community and to provide housing for residents at every point in their lives, an appropriate mixture of housing types must still be provided in Antioch-Priest Lake. Appropriate locations for additional residential development are indicated by applying Neighborhood Evolving, Center and Corridor policy areas.

Another area of emphasis is enhancing centers and corridors. The Antioch-Priest Lake Community has several prominent corridors, such as Murfreesboro Road and Bell Road. Antioch-Priest Lake also has several commercial centers that serve the community. They range from small-scale neighborhood centers in the Anderson Lane/Smith Springs Road area, to larger community centers such as the Hickory Hollow/Crossing area. These areas should be enhanced by adding a mixture of uses and additional housing options. The transition between these higher-intensity areas and the surrounding neighborhoods must also be addressed through as well-designed land use transitions to adjacent residential areas.

Antioch-Priest Lake's unique location in the region, with access to the regional interstates and the Nashville International Airport, makes it a desirable place live for those needing quick access to the southeast region. Some drawbacks however are the lack of transportation options and walkable neighborhoods. As growth occurs in Antioch-Priest Lake, consideration should be made to suburban retrofitting concepts (repurposing auto-oriented development to create active spaces for people) and concepts of walkable communities. Both concepts would enable the Antioch – Priest Lake community to meet current and future market demands; walkable communities with diverse housing that are serviced by multiple transportation options. This would implement the Preferred Future, while improving the community for existing and new residents who wish to call Antioch – Priest Lake home.

Antioch-Priest Lake – Special Policies

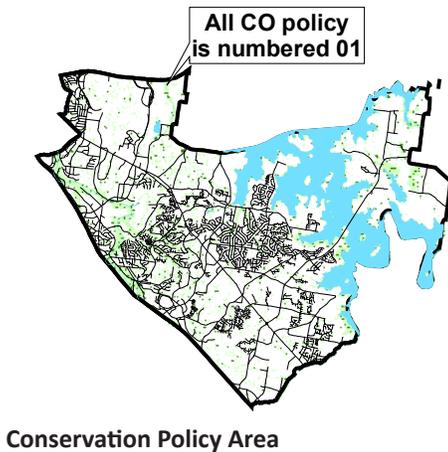
The Antioch-Priest Lake Community Plan provides guidance through the policies found in the Community Character Manual. Those policies are intended to ensure that the elements of development are coordinated to ensure the intended character of an area is achieved. They provide guidance on appropriate building types/designs, appropriate location of buildings on property, and other elements, including sidewalks, landscaping, bikeways and street connections. In addition to the guidance found in the Community Character Manual, there are also associated special policies contained in this section that provide additional detailed guidance in a few select areas. (For additional information refer to Community Character Manual and how to use it in the first section of this volume.)

How to use the community plan and special policies with the larger CCM

Within some Community Character Policy areas there are unique features that were identified during the community planning process where additional guidance is needed beyond what is provided in the CCM. This additional guidance is referred to as a Special Policy and is included in each community plan. The Special Policies may provide additional specificity to the broad language in CCM or it may describe conditions that deviate slightly from the CCM policy. In all cases, users should first refer to the separate CCM document to understand the policy's general intent, application, characteristics, and design principles. Then look at the Community Plan for any Special Policies that discuss unique conditions that may exist. The Special Policies are not identified as a separate graphic on the map, but are found within the text of a Community Character Policy Area. Thus, when a user looks up a Community Character Policy Area on a map, its number will correspond with the special policies in the text. The Community Character Policy Plan and Special Policies are found in Chapter II.

08-CO-01

The Antioch-Priest Lake Community Plan includes one large geographic area where Conservation policy is applied. It is titled “Conservation Policy Area” in the plan. This area was identified by examining the general characteristics of the environmentally sensitive land and its need to be preserved, enhanced or, if previously disturbed, remediated. In the majority of this policy area, Conservation policy has been applied to undeveloped areas that are generally unsuitable for development due to environmentally sensitive features such as floodway and floodplain areas of Mill Creek and its tributaries, wetlands, steep slopes and unstable soils, and potential sink-hole areas. In other areas, Conservation policy has been applied to suburban residential areas where land with sensitive environmental features has been disturbed. There are some environmentally sensitive features that are too small to be mapped. As such, these areas may fall into another policy category, but Conservation policy still applies to these environmentally sensitive features.



Conservation Policy Area

Building Form, Density and Intensity, Building Orientation

Within the CO area, there are some locations zoned RM districts (residential multi-family at varying densities between two and twenty dwelling units per acre). These zoning districts yield smaller lot sizes and potentially have more negative impacts on the environmentally sensitive features than would typically be appropriate in CO policy areas in Rural and Suburban areas. This zoning, however, is part of a long-established settlement pattern that forms part of the community’s identity. The zoning is intended to remain, but any expansion of such zoning should be limited, with careful thought given to any potential adverse environmental or infrastructure impacts.

Within the CO area, there are properties that are Planned Unit Developments (PUDs) or Specific Plans (SPs) and they may allow higher intensity residential, commercial and mixed-use development than is envisioned by the Conservation (CO) policy. The existing zoning as applied to this property provides specific zoning entitlements. The existing development rights include multi-family development of up to 144 units. Any development of this property requires a review and approval of a final development plan prior to obtaining building permits, to ensure consistency with the existing entitlements and conditions. Development plans may be approved

directly or as a revised plan if the proposed development plan is consistent with the approved general development concept and relevant conditions of the existing zoning. In cases where the development plan is not consistent with the approved general development concept and conditions of the existing zoning, an amendment requiring approval by the Metro Council is required. In cases requiring an amendment to the existing zoning conditions, the specific and special land use policies in the Antioch – Priest Lake Community Plan will provide guidance in the review of that amendment.

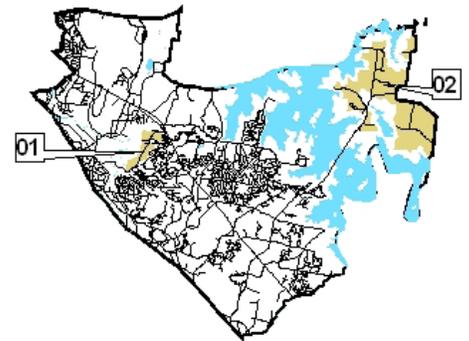
Such measures – to amend approvals to provide more sensitive treatment of environmental features – should be

13-T2-NM-01 / 13-T2-NM-02

Antioch-Priest Lake’s T2 Rural Neighborhood Maintenance Areas 1 and 2 are referenced as 13-T2-NM-01 / 13-T2-NM-02 on the accompanying map. It applies to the portion of Franklin Limestone Road, from east of the industrial uses to just west of Murfreesboro Pike, and to areas east of J. Percy Priest Lake, and adjacent to Long Hunter State Park, respectively. In these areas, the following Special Policies apply.

Building Form, Density and Intensity, Building Orientation

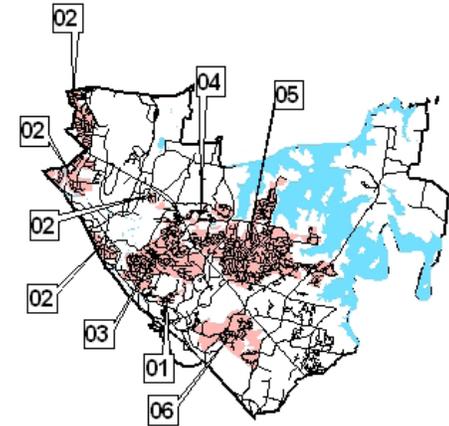
R40 (single- and two-family dwellings with 40,000 square foot lots), R15 (single- and two-family dwellings with 15,000 square foot lots) and R10 (single- and two-family dwellings with 10,000 square foot lots zoning districts, which exist in this area today, are not typical in T2 Rural Neighborhood Maintenance areas because they encourage a more suburban character subdivision pattern (smaller lots and more dwelling units). If these areas are fully developed under the current zoning, this will create a suburban pattern, and will not retain a rural pattern. To truly preserve the rural character of these areas, a change in zoning to districts less intense than R40, R15, and R10 is warranted and should be considered.



T2 Rural Neighborhood Maintenance Policy Areas

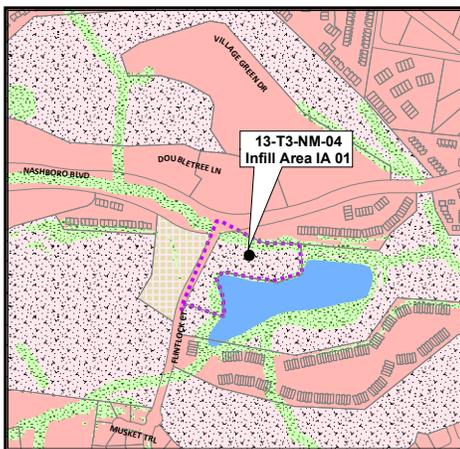
13-T3-NM-04

Antioch-Priest Lake’s T3 Suburban Neighborhood Maintenance Area 4 is referenced as 13-T3-NM-04 on the accompanying map. It applies to the Nashboro Village neighborhood east of Murfreesboro Pike. The existing zoning as applied to this property provides specific zoning entitlements. The existing development rights include multi - family development of up to 144 units. Any development of this property requires a review and approval of a final development plan prior to obtaining building permits, to ensure consistency with the existing entitlements and conditions. Development plans may be approved directly or as a revised plan if the proposed development plan is consistent with the approved general development concept and relevant conditions of the existing zoning. In cases where the development plan is not consistent with the approved general development concept and conditions of the existing zoning, an amendment requiring approval by the Metro Council is required. In cases requiring an amendment to the existing zoning conditions, the specific and special land use policies in the Antioch – Priest Lake Community Plan will provide guidance in the review of that amendment.



T3 Suburban Neighborhood Maintenance Policy Areas

Below are the special policies that apply to this policy area. Where the Special Policy is silent, the guidance of the T3 Suburban Neighborhood Maintenance Policy applies.



Infill Area 01

Infill Area 01

This infill area is referenced as “Site 14 -Multi -family Site” in the Nashboro Village Planned Unit Development (PUD). This infill area is identified to reflect existing development rights on the property and is not intended to suggest intensity beyond what is approved. It is located on the southeast side of Nashboro Boulevard and Flintlock Court, adjacent to the pond. The Metropolitan Planning Commission found the portion of the Planned Unit Development (PUD) for this site to be inactive, but also found that the PUD should be implemented as adopted. The following special policies, developed during discussions with stakeholders during the Antioch – Priest Lake Community Plan Update process, reflect a balance between the existing development rights, community vision, and sound planning principles.

This site is also considered for T3 Suburban Potential Open Space. It is referenced as 13-T3-POS-03. If the property is not secured for public open

space use, the alternate policy is Conservation and an infill area in T3 Suburban Neighborhood Maintenance. Guidance for these policies may be found in Conservation policy Area 13-CO-01 and within Conservation policy in CCM, and in the special policies below.

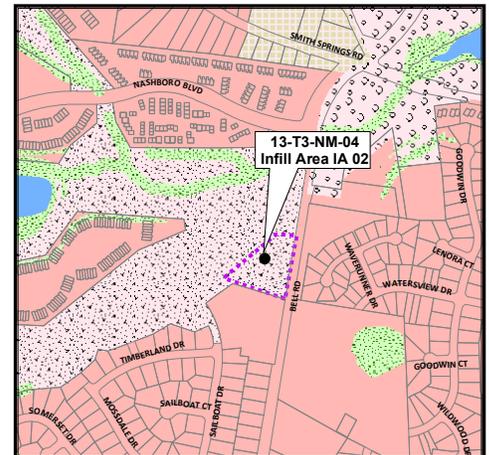
Appropriate Land Uses include Assisted Living or Residential Multi-family. Development should be in character with the overall character of development in Nashboro Village. Building heights should not exceed 4 stories. Any development should provide public access to the pond. If possible, parking should be located behind or beside the building. If parking is not located behind or beside the building, ample landscaping should be provided to buffer the view of parking from the street.

Infill Area 02

This infill area is referenced as “Site 25 - 100 Unit Tower” in the Nashboro Village Planned Unit Development (PUD). This infill area is identified to reflect existing development rights on the property and is not intended to suggest intensity beyond what is approved. It is located on Bell Road, on the Nashboro Village Golf Course. The Metropolitan Planning Commission found the PUD to be inactive for this site, and recommended that the PUD be amended to remove the five story building and add a note that residential uses, not to exceed 100 units, consistent with the scale of development along Bell Road within this PUD, could be considered as a future revision.

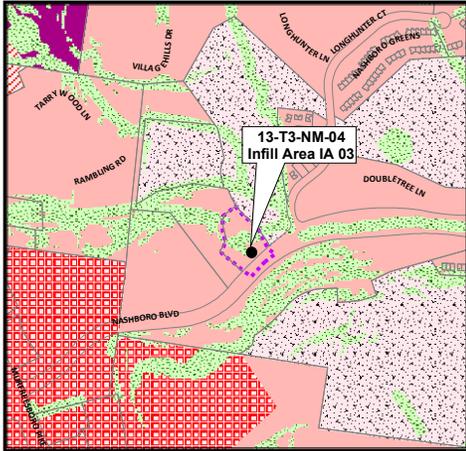
The following special policies, developed during discussions with stakeholders during the Antioch – Priest Lake Community Plan Update process, reflect a balance between the existing development rights, community vision, and sound planning principles.

Appropriate Land Uses are Residential land uses. Development of this site should be consistent with the character of development on Bell Road which is primarily residential. Single-family residential is the existing primary building type; therefore structures that appear as single-family may be appropriate. Buildings should front onto Bell Road and have moderate setbacks



Infill Area 02

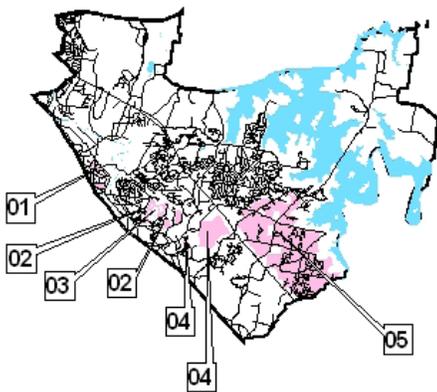
Infill Area 03



Infill Area 03

This infill area is referenced as “Site 27 - Day Care Center” in the Nashboro Village Planned Unit Development (PUD). This infill area is identified to reflect existing development rights on the property and is not intended to suggest intensity beyond what is approved. It is located at the corner of Nashboro Village Boulevard and Long Hunter Lane. The Metropolitan Planning Commission found that the PUD is inactive for this site, but found that the PUD should continue to be implemented as adopted. Development rights include a day care center. Zoning on the property is RM6 – residential, multi-family at six units per acre. The following special policies, developed during discussions with stakeholders during the Antioch – Priest Lake Community Plan Update process, reflect a balance between the existing development rights, community vision, and sound planning principles.

Appropriate land uses include Day Care Center. The day care center should develop in a manner that is consistent with all applicable state regulations, particularly as state regulations relate to buffers and fencing along Nashboro Boulevard, to ensure the safety of children along the busy corridor.



T3 Suburban Neighborhood Evolving Policy Areas

13-T3-NE-02 / 13-T3-NE-03

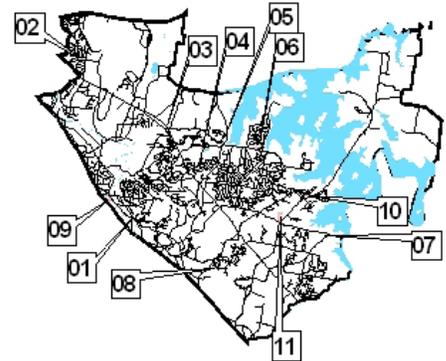
Antioch – Priest Lake’s T3 Suburban Neighborhood Evolving Area 02 and Area 03 apply to undeveloped land within the Rural Hill-Moss Road neighborhood. Note that there are two Neighborhood Evolving Areas within the Rural Hill-Moss Road neighborhood. Area 13-T3-NE-02 was envisioned to be smaller lots with some rear access while area 13-T3-NE-03 was envisioned to be larger rural lots. The Rural Hill-Moss Road Detailed Design Plan was adopted in 2008 as an amendment to the 2003 Update of the Antioch-Priest Lake Community Plan. The Rural Hill-Moss Road Detailed Design Plan is now included as part of the 2012 update of the Antioch – Priest Lake Community Plan. Please refer to the Rural Hill – Moss Road Detailed Design Plan located in Appendix (X) for special policy guidance. Where the special policy is silent, the guidance of T3 Suburban Neighborhood Evolving Policy applies.

13-T3-NC-04

Antioch - Priest Lake's T3 Suburban Neighborhood Center Area 4 is referenced as 13-T3-NC-04 on the accompanying map. It applies to property at the corner of Nashboro Boulevard and Flintlock Court intersection. This parcel is referred to as "Site 15" in the Nashboro Village Planned Unit Development (PUD).

The existing zoning as applied to this property provides specific zoning entitlements. Any development of this property requires a review and approval of a final development plan to ensure consistency with the existing entitlements and conditions prior to obtaining building permits. Development plans may be approved directly or as a revised plan if the proposed development plan is consistent with the approved general development concept and relevant conditions of the existing zoning. In cases where the development plan is not consistent with the approved general development concept and conditions of the existing zoning, an amendment requiring approval by the Metro Council is required. In cases requiring an amendment to the existing zoning conditions, the specific and special land use policies in the Antioch - Priest Lake Community Plan will provide guidance in the review of that amendment. Below are the special policies that apply to this policy area. Where the Special Policy is silent, the guidance of the T3 Suburban Neighborhood Center policy applies.

Appropriate land uses should be limited to neighborhood retail. Buildings should not exceed 1 story in height. To encourage a pedestrian friendly streetscape, buildings should frame Nashboro Village or Flintlock Court. Where buildings cannot frame the street, other features such as courtyards, patio spaces, and out-door dining areas should frame the street. Sidewalks and crosswalks should be provided at the intersection of Flintlock Court and Nashboro Village Boulevard to help pedestrians travel safely to and from the center. Additional pedestrian connections may be warranted to facilitate convenient access to and from the commercial center. A landscape buffer should be provided along the adjacent townhome development. Lighting should be pedestrian scaled and projected downward. With exceptional design, one row of parking may be located in front of the building. To create a traditional neighborhood center character, this parking is encouraged to be designed as parallel parking. The remainder of parking should be located behind or beside the building. Where appropriate, ample landscaping should be provided to buffer the view of parking from the street.



T3 Suburban Neighborhood Center Policy Areas

13-T3-NC-10

Antioch - Priest Lake's T3 Suburban Neighborhood Center Area 10 is referenced as 13-T3-NC-10 on the accompanying map. It applies to the intersection of Hobson Pike and Smith Springs Parkway.

The existing zoning as applied to this property provides specific zoning entitlements. The existing development rights include multi-family development of up to 144 units. Any development of this property requires a review and approval of a final development plan prior to obtaining building permits, to ensure consistency with the existing entitlements and conditions. Development plans may be approved directly or as a revised plan if the proposed development plan is consistent with the approved general development concept and relevant conditions of the existing zoning. In cases where the development plan is not consistent with the approved general development concept and conditions of the existing zoning, an amendment requiring approval by the Metro Council is required. In cases requiring an amendment to the existing zoning conditions, the specific and special land use policies in the Antioch - Priest Lake Community Plan will provide guidance in the review of that amendment.

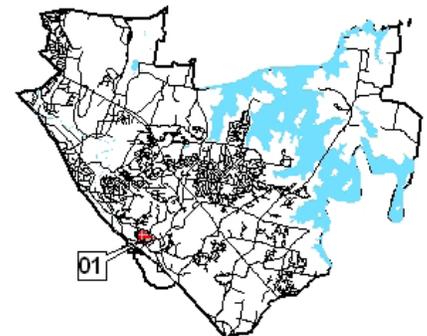
In this policy area, the following Special Policies apply. Where the Special Policy is silent, the guidance of the T3 Suburban Neighborhood Center policy applies.

Appropriate land use should be limited to neighborhood retail. Access should come from Smith Springs Parkway and Derbyshire Drive, not Hobson Pike. Access points should align with Cambridge Drive and the unnamed cul-de-sac on Derbyshire Drive. To encourage a pedestrian friendly streetscape, buildings should frame Hobson Pike. Where buildings cannot frame the street, other features such as courtyards, patio spaces, and outdoor dining areas should frame the street. Sidewalks and crosswalks should be provided along Smith Springs Parkway to help pedestrians travel safely to and from the center. Additional pedestrian connections may be warranted to facilitate convenient access to and from the commercial center. With exceptional design, one row of teaser parking may be located in front of the building. To create a traditional neighborhood center character, the teaser parking is encouraged to be designed as parallel parking. The remainder of

parking should be located behind or beside the building. Where appropriate, ample landscaping should be provided to buffer the view of parking from the street.

13-T4-CC-01

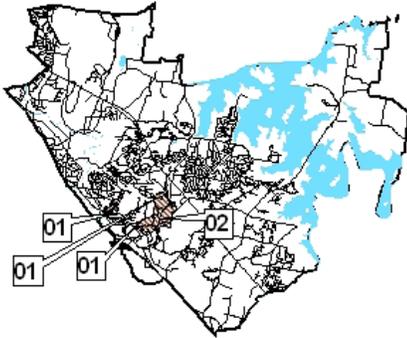
Antioch - Priest Lake's T4 Urban Community Center Area 1 is referenced as 13-T4-CC-01 on the accompanying map. It applies to Hickory Hollow Mall and its outparcels. The Hickory Hollow Mall is a significant redevelopment site in the Antioch – Priest Lake Community. Redevelopment of the site should consider existing investments in the Nashville State Community College and the Metropolitan Nashville park, community center, and library. Redevelopment should also include a mixture of civic, retail, employment and residential uses, pedestrian oriented development, and transit. The Murfreesboro Pike Bus Rapid Transit (BRT) Lite will service Murfreesboro Road from Downtown Nashville to Bell Road and the Hickory Hollow Mall area. Therefore, any development that occurs in this area should consider Transit Oriented Development (TOD). The following special policies provide guidance to help achieve all of the above. Where the Special Policy is silent, the guidance of the T4 Urban Community Center policy applies.



T4 Urban Community Center Policy Areas

The Nashville State Community College is located in the former Dillard's building on the western portion of the site. Meanwhile, Metropolitan Nashville is creating a park, community center and library, in the former JC Penny's building on the eastern portion of the site. Any additional redevelopment on this site should complement these uses. Redevelopment on the western portion of the site should encourage a college campus like setting with uses that support collegiate activities, students and faculty. Redevelopment on the eastern portion of the site should complement the civic complex and reclaimed park space.

This Mall site is planned to serve as a transit hub serving riders visiting Nashville State Community College, the Metro Nashville Park, Library and Community Center complex, and other retails uses near the Mall. Therefore any redevelopment should provide uses that will support Transit Oriented Development (TOD). Redevelopment should provide mixed-uses, residential, office, civic and public benefit land uses that would generate daily transit users.

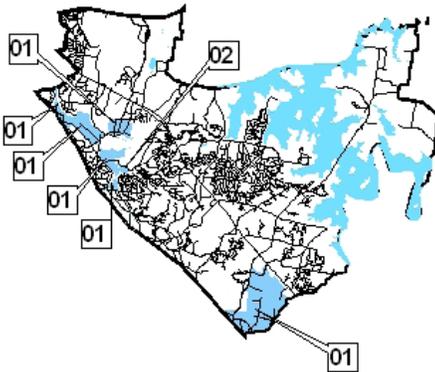


T3 Suburban Residential Corridor Policy Areas

Mixed-use, civic and public benefit land uses, and other daily convenience land uses should be located directly adjacent to the transit stop to serve transit users. Office land uses should serve as a buffer between more intense mixed-use development and less intense residential development adjacent to the Mall site. Residential development should be located on the outer edge of the TOD development in the form of townhomes, stacked flats, or live work.

13-T3-RC-01

Antioch - Priest Lake's T3 Suburban Residential Corridor Area 1 is referenced as 13-T3-RC-01 on the accompanying map. It consists of property along Una Antioch Pike, Mt View Road, and Rural Hill Road. The Rural Hill-Moss Road Detailed Design Plan was adopted in 2008 as an amendment to the Antioch-Priest Lake Community Plan: 2003 Update. It has been made part of this document as Appendix (X). The policies of the Rural Hill-Moss Road Detailed Design Plan are carried forward to this 2012 community plan update.



District Industrial Policy Areas

13-D-IN-02

Antioch-Priest Lake's D District Industrial Area 2 is referenced as 13-D-IN-02 on the accompanying map. It applies to an area along Franklin Limestone Road across from the Vulcan Materials Quarry. In previous iterations of the Antioch-Priest Lake Community Plan, this area has had Industrial Policy (in 2003 plan update), with the guidance that the area should serve as a transition between the industrial/impact uses to the north and the residential development to the south. The site has also had a now-obsolete policy called Residential Medium Density (RM) applied to create a better transition (2004 amendment and zone change, for which the development never occurred). Most recently, the site's policy was amended to a combination of Conservation policy (to preserve natural features) and Industrial policy to allow an asphalt plant (2012 amendment, approved prior to the adoption of this plan update). While the policy amendment to apply Conservation and Industrial policy to the site was approved in early 2012, the accompanying zone change to develop the asphalt plant has not been adopted at the publication of this Antioch-Priest Lake Community Plan

Update. In light of this, the following Special Policies apply to this area. Where the Special Policy is silent, the guidance of the D District Industrial policy applies.

This special policy defines two alternate policies for this area. While the pending zone change for the Asphalt Plant continues to move through the legislative process, the Industrial policy as approved by the Metro Planning Commission on January 26, 2012 will remain. If the Asphalt Plant zone change (BL2012-103) is not approved by Metro Council within two years from the Metro Planning Commission approval date (January 26, 2014), then the alternate policy and associated special policies will be the only policies to provide guidance.

The alternate policy is District - Industrial and Conservation with special policy addressing appropriate land uses and transitions. Appropriate land uses may include distribution, manufacturing, office, storage, warehousing, and wholesaling. Heavy industrial and higher density residential is not recommended on this site.

Area 13-D-IN-02 is a sensitive location due to significant environmentally sensitive features on the site (see Area 13-CO-01) and because it is adjacent to industrial and impact land uses to the north and east (see Area 13-D-IN-01 and Area 13-D-I-01), but abuts an established residential neighborhood to the south (see Area 13-T3-NM-03).

Because of this sensitive location and natural features, it is important to consider this site as a transition area and require future development proposals to include design elements that create a transition on the site and protect the established neighborhood to the south. Therefore, if the proposed asphalt plant's development plan is amended or a new development plan is proposed, then effort should be made to include site design elements that create a transition between the Industrial and Impact land uses to the north and the established neighborhood to the south to protect these neighborhoods from the adverse effects of Industrial uses.

There is existing RM9 zoning on this site. RM9 zoning permits multi-family development at 9 dwelling units/acre.

Therefore, if the pending zone change to Industrial to allow an asphalt plant is not approved by Metro Council, residential development at the density / intensity of RM9 can occur. To implement non-residential development, per the appropriate land uses designated above, a zone change will be required. For this site, a zone change to a site based zoning district would be encouraged to ensure appropriate design and transitions to the adjacent residential neighborhoods.

Antioch-Priest Lake – Development Scenarios

Development scenarios illustrate fundamental concepts that may be applied throughout the community. Over time when actual development and redevelopment occurs in Antioch-Priest Lake, stakeholders will begin to see those development principles realized. Until then, development scenarios can provide a glimpse into the future and an example of what type of development could occur under the guidance of the Community Character Policies and special policies.

Development scenarios may highlight conserving environmental features, building type mix and arrangement, differing types of open space, streetscape improvements, and civic building placement. Each development scenario explains what is being highlighted and can show a variety of views. Plan views, or a “bird’s eye view,” emphasize the location of buildings on property, building entrances, and the location of streets and parking. Development scenarios can also be shown as a perspective or a “street view.” The perspective typically shows how the building interacts with the street. Further, the perspective view shows what a typical person would see while walking down a street or through an actual development. The perspective emphasizes the building heights, setbacks, and other streetscape elements such as landscaping, lighting and sidewalks. In a perspective view, the street or roadway may also be emphasized by showing the number of travel lanes, bike lanes and on-street parking.

In Antioch-Priest Lake development scenarios for the Hickory Hollow Mall / Crossings area that help the reader envision what development may look like under the guidance of the policy in these areas. Although the development scenarios show the Hickory Hollow/Crossings area, there are design and planning principles explain here that are applicable in other areas and situations.

It is important to note, however, that development scenarios are only examples and illustrations of what the land use policy would support in the specific area. There

are other ideas and examples beyond what is illustrated in these scenarios that would also meet the intent of the community character policies. The development scenarios are not actual or required development plans, but can be used to help inspire new development in the Antioch-Priest Lake Community.

Development Scenario – Hickory Hollow Mall Redevelopment Options

The Hickory Hollow mall site is an extremely important piece of the Antioch-Priest Lake community. The mall opened its doors in 1978 and served as a major economic retail center until the early 2000’s. In recent years the lack of major retailers, shifts in demographics, and development of “lifestyle centers” in surrounding market areas led to the closing of significant retailers and anchors. At one point in time malls were considered the ultimate shopping experience; however recent trends have shifted to “open air” concepts that provide users with a walkable and traditional “Main Street” shopping experience. The development scenarios proposed for the Hickory Hollow Mall build on the idea of the “open air” concept, but are paired with compact and walkable mixed -use development concepts. The mall site provides many advantages for redevelopment including a central location, steady traffic volumes, large land area available for redevelopment, easy interstate access, adjacent local redevelopment, and strong community support for redevelopment. The following scenarios reflect the potential the site presents for redevelopment at a larger scale with and without retaining the mall structure as a whole. Redevelopment of the site could include the addition of new land uses that complement the Nashville State Community College and Metro Nashville’s Community Center, Library and Park, and redevelopment that has occurred adjacent to the site.

Mixed Use Development Options

Mixed-use development could include a mixture of office development, retail and residential. The right mixture of uses could provide a “24 hour” cycle of activity to not only support shopping and employment on the site, but shopping and employment in areas adjacent to the site. This type of activity could also support future transit.

The community would like to see high-density residential as a supportive component to office and retail; unlike older multi-family development this is isolated from other uses. Additionally, with an aging population in the community, opportunities exist for providing senior housing that could take advantage of the mixture of uses on the site, providing seniors with access to healthcare, retail and jobs all within walking distance of home. For a community without a strong identifiable civic center, this site could also provide new civic uses that support the forthcoming community center and the new Nashville State College.

Transit Oriented Development Options

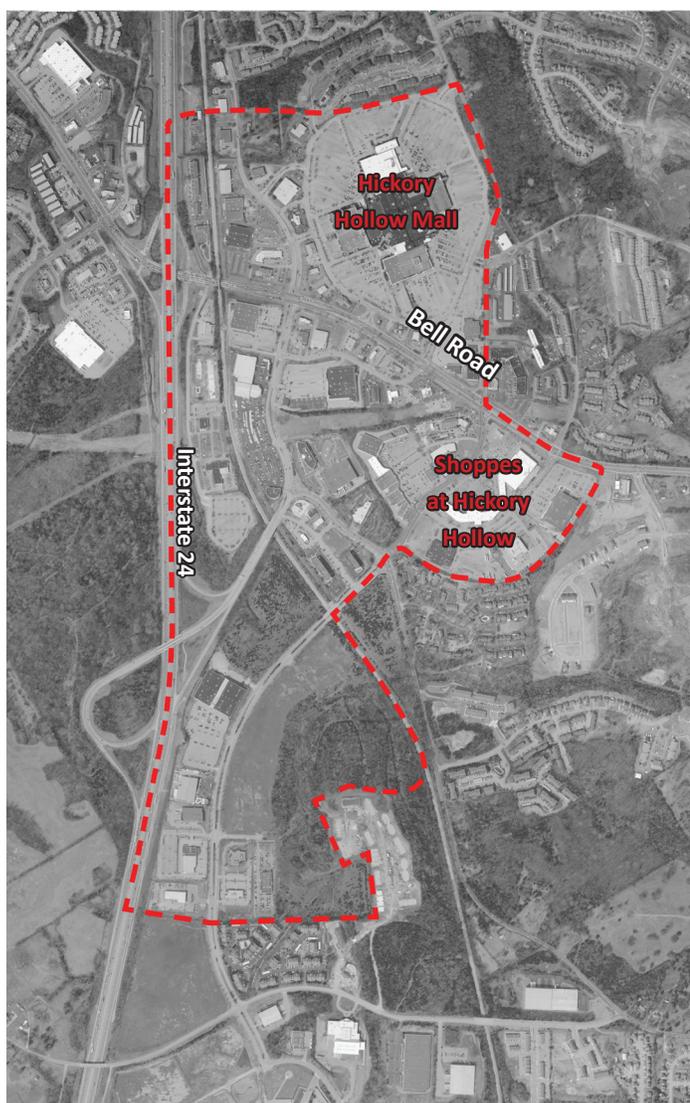
Transit Oriented Development (TOD) should also be considered as a redevelopment option. TOD helps to create livable communities centered around mixed-use developments while providing access to transit. For TOD development to be successful, development on the site should be compact and walkable so that pedestrians can get to and from transit stops easily. The design scenarios reflect this consideration as access to transit is very important to the Antioch-Priest Lake community. The scenarios consider the location of a transit hub, where a collection of bus routes make daily exchanges on the site. In the same transit hub the forthcoming Murfreesboro

Bus Rapid Transit Lite route would also have a connection. The scenarios also consider external pedestrian connections in addition to external transit stops on Bell Road near the Mall.

Design Scenarios: Ideas for the Future

The development scenarios and graphics are illustrations and provide an example of what type of development could occur on the site under the guidance of the land use policy. There are other ideas and examples beyond what is illustrated in these scenarios that would also meet the intent of the T4 Urban Community Center Policy.

Regardless of the future land uses on the site, the key is to provide the proper balance and mixture of uses on the site that will be sustainable and that would also meet the future needs of the Antioch - Priest Lake community.



The study area - outlined in a red dashed line - includes the Hickory Hollow Mall and The Crossings.



The area south of Bell Road also known as The Crossings, has many opportunities for redevelopment that would complete the following redevelopment scenarios for the area north of Bell Road.



Scenario A Site Plan

Scenario A

Scenario A takes the least intensive approach to the mall site. All four existing anchor stores are retained and separated from the core of the mall by local streets. The core of the mall is kept close to its original form; however the internal corridors or hallways are removed to form open pedestrian walkways. The loading areas are formed into public hardscape areas to promote outdoor dining and passive use by the community. Most of the existing parking is retained, but a street network is formed to provide multiple routes through the site and to provide structure to the large parking areas. A new structure is added adjacent to the former Sears building in the rear to further help create a street network. Smaller retail is placed along Bell Road to bring more activity and life to that street.



In this scenario, the interior mall corridors are opened up to create outdoor corridors. This would create an open-air town center feel that creates a sense of place and provides improved pedestrian amenities for shoppers.



In this view, the interior mall corridor is opened and new landscaping and outdoor seating is provided, creating an enhanced shopping experience.

Scenario B

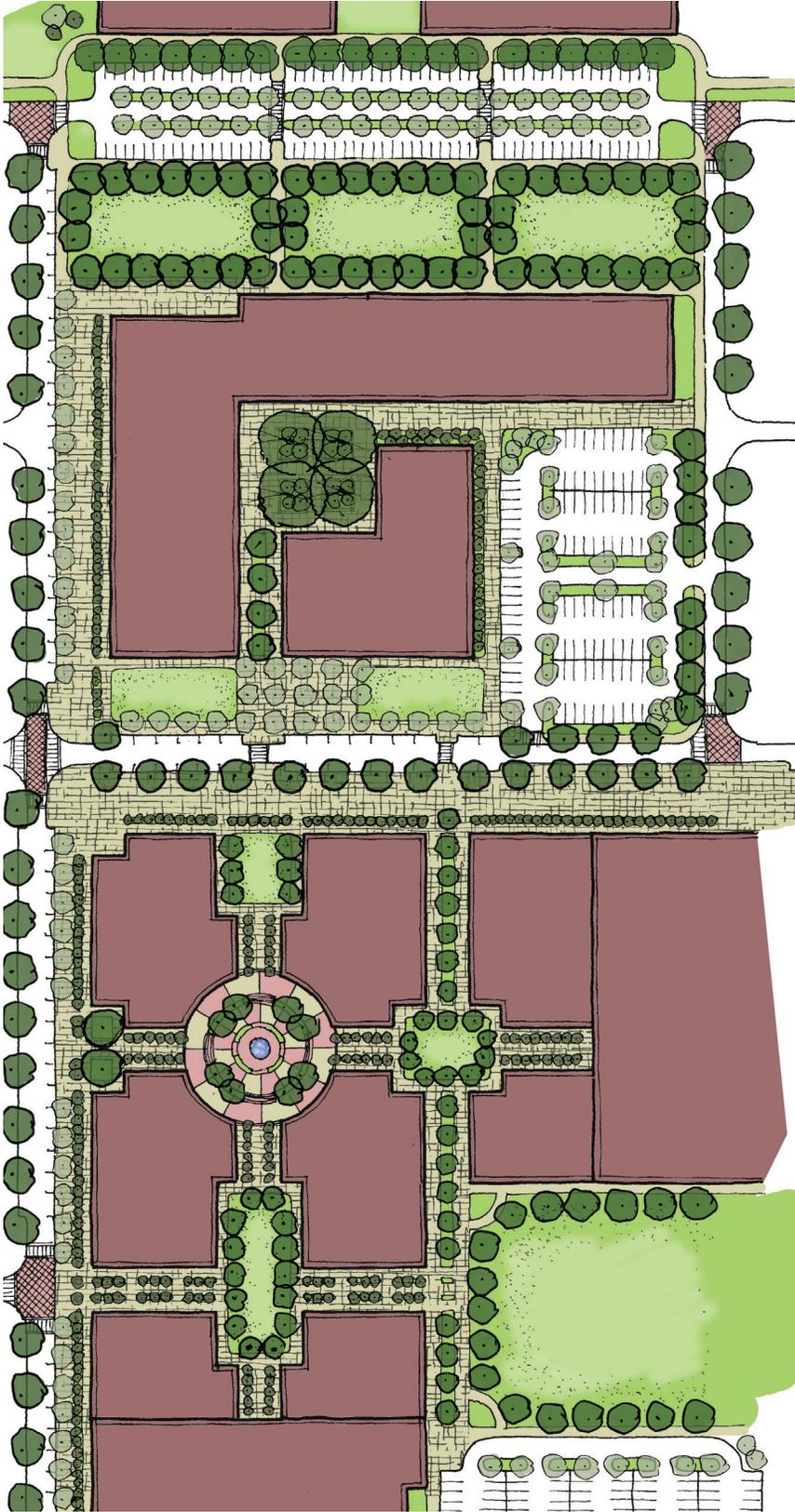
Scenario B retains most of the mall's existing footprint, but reorganizes the mall to work more in an open air, structured grid pattern. All four existing anchor buildings are retained; however the northern most anchor (formerly Sears) is reformed into a medium density housing option. The core of the mall is more pedestrian oriented, and is only permeated by two streets instead of four as shown in Scenario A; a street grid is still present. Surface parking is retained, but three parking garages are added to help with additional onsite usage. Mixed use buildings are placed along Bell Road and Mt. View Road in order to formalize the street connections and create a more active street frontage. Additional structures are added to the southern portion of the site to create a vibrant and active retail core, while the proposed northern structures provide medium density residential opportunities that transition into the surrounding neighborhoods.



Scenario B

This view highlights the portion of the mall that is converted to residential uses. The existing walls of the mall are “re-skinned” to provide an attractive new residential facade. Additionally, the new residential units are oriented around a central open space that could contain public art and provide recreation opportunities for residents and retail patrons.





In this scenario, a portion of the mall is opened to create an “open-air” shopping experience with a large circular plaza and fountain. A portion of the existing mall is demolished and repurposed for new residential uses.

Scenario C

Scenario C removes the core of the mall entirely and creates a town center feel for the mall site. All four anchors remain but are wrapped by new development in the core of the site. The center of the site contains a linear open space that terminates at its ends by the Community Center/Library and the Nashville State College. Both sides of the green are lined with retail and mixed used buildings. Hickory Hollow Parkway is realigned in this scenario, leading to a new street network throughout the entire mall site. Development in this design scenario focuses on creating a strong street frontage on Bell Road. Most of the parking in this scenario is surface parking, however some structured parking is found near the center of the site.



Scenario C

This view highlights the central park's fountain feature and the new community center and library beyond. The park is lined with large shade trees providing relief from the elements for visitors of the site. Also, it contains a large central open space that provides recreational opportunities for residents and patrons of the town center.





In this scenario, new streets and a village green are provided creating a central gathering place for residents and shoppers. Retail stores are located on the ground floor of the buildings with residential uses above fronting onto the park space. The park space contains a large open space for active recreation and a smaller area of refuge containing a water fountain and seating. The central open space is anchored by the Community Center/Library and the Nashville State Community College. Ample parking is provided in parking garages located in the interior of the central park blocks.

Scenario D

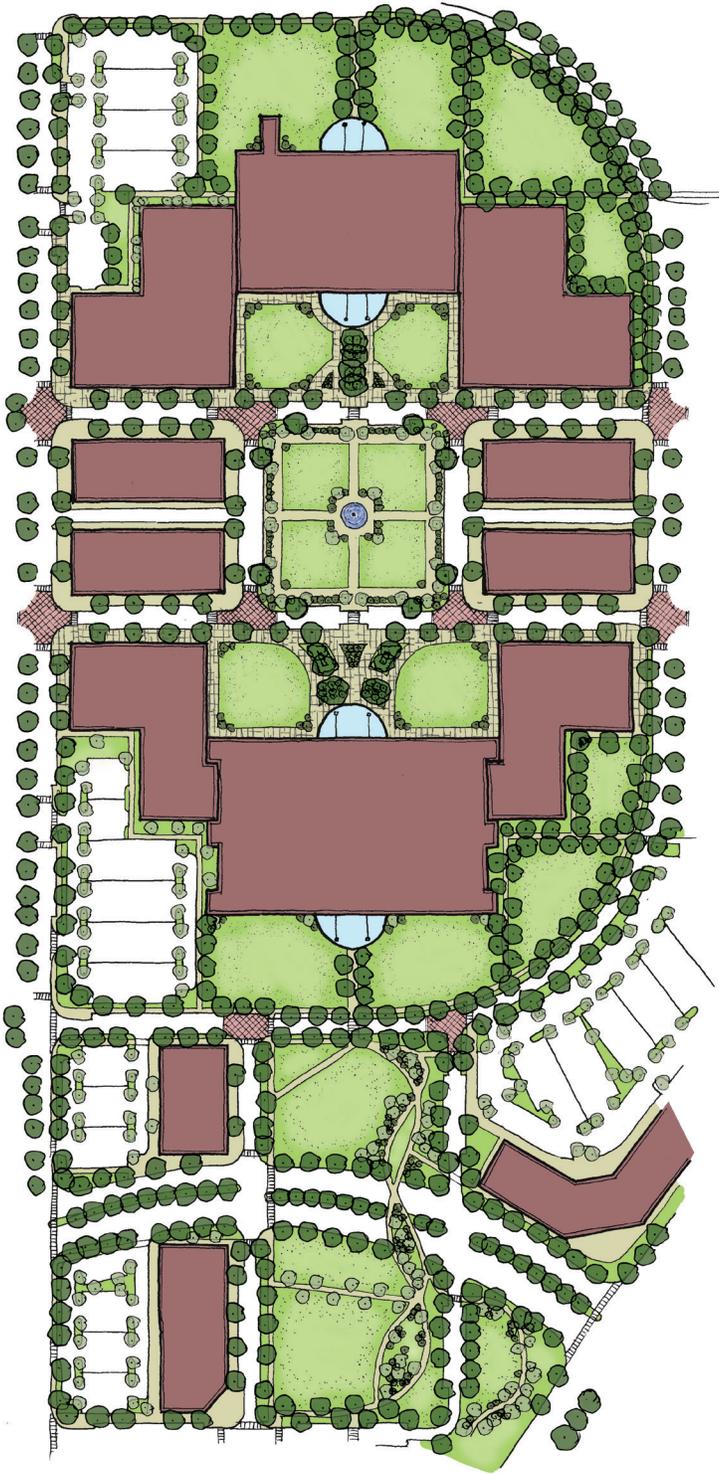
Scenario D removes the core of the mall and the north and south anchors. This scenario strives to create a campus feel for Nashville State. A central open space is created and framed by the Community Center, the Nashville State College and mixed use buildings. This central core is connected by alleys, which also provide access to smaller open spaces surrounded by more mixed use buildings and retail buildings. Most of the parking is surface lots, but three parking garages are located equidistance away from the center of the site. The streets are formed on a grid pattern throughout the site to provide multiple routes through the site. Structures are placed along Bell Road to bring activity to this street. The northwestern corner of the site is used to create some medium density residential opportunities.



Scenario D

This view shows the central open space that provides a fountain feature, public art, and pedestrian seating. The park space creates a refuge for shoppers and residents. The open space is lined with retail, the community center/library, and Nashville State Community College.)





This scenario emphasizes a “campus” approach that builds on the synergy between Nashville State Community College, the Community Center and Library, as well as complementary retail, office and residential uses. A linear park would extend from the Community Center to Bell Road and would incorporate many different experiences for users throughout the park space. Retail, office, and residential uses would support the civic uses currently provided on the site. A large civic “square” would act as the focal point on the site and would provide areas for formal and informal gatherings as well as recreational uses.)

Antioch-Priest Lake – Enhancements to the Open Space Network

Each of the Community Plans complements and relies on the Nashville Open Space Plan and the Metropolitan Park and Greenways Master Plan (“Parks Master Plan”) for projects and enhancements. Both the Open Space Plan and the Parks Master Plan along with current project information may be found at: <http://www.nashville.gov/Parks-and-Recreation/Planning-and-Development.aspx>

Recommendations for Open Space in Antioch-Priest Lake

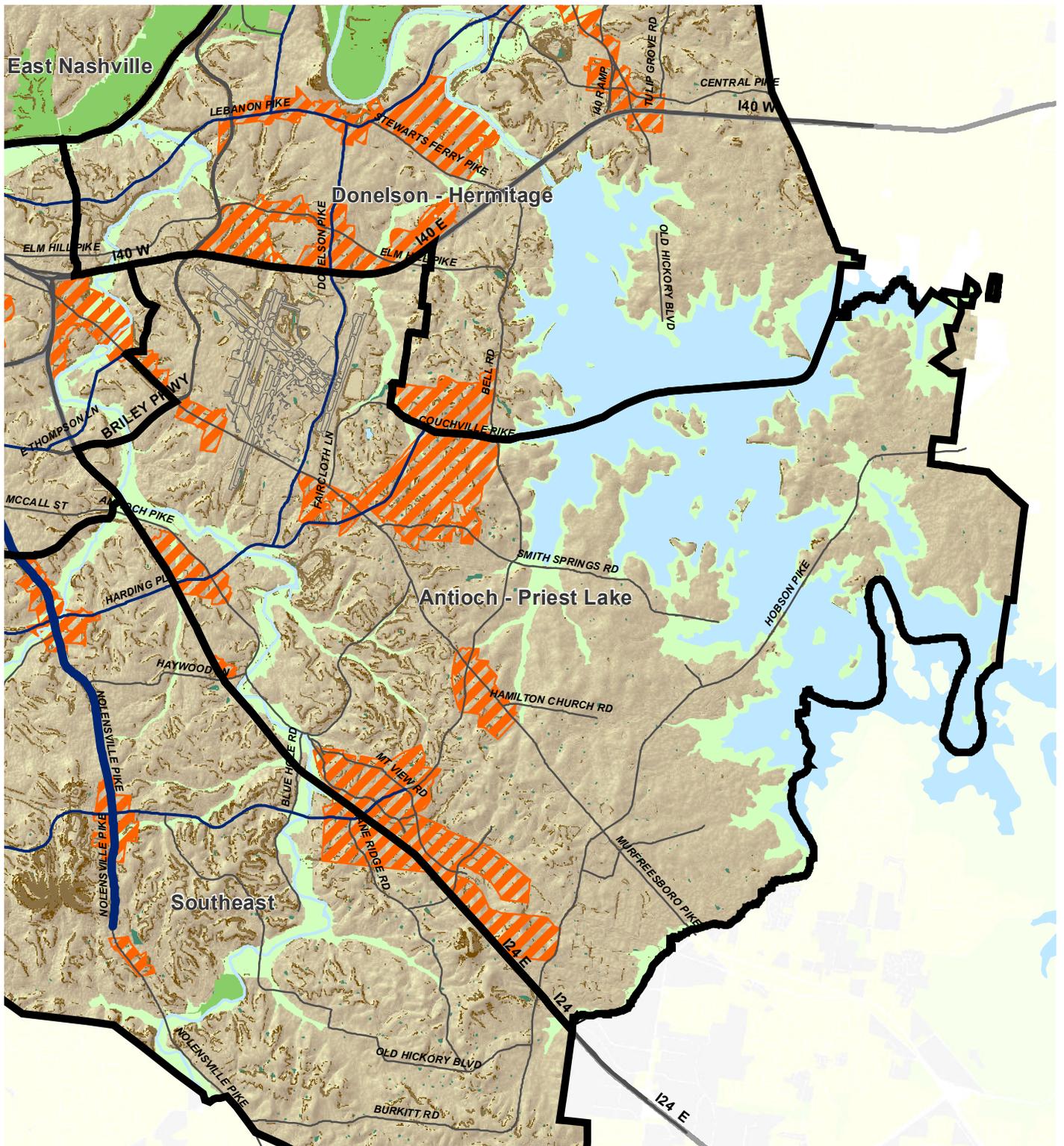
Antioch – Priest Lake open spaces are primarily suburban in character. These open space areas include publicly-owned parks and open spaces associated with civic and public benefit uses, public or private cemeteries or burial grounds, and privately held land trusts and conservation easements. In the community, civic and public benefit uses include Antioch Park, Una Recreation Park, Seven Oaks Park, Ezell Park, Glengarry Elementary School, Mt. View Elementary School, Lakeview Elementary School, Una Elementary School, J.E. Moss Elementary, Apollo Middle School, Antioch Middle School, J.F. Kennedy Middle School, the Mill Creek Greenway, and the Southeast Library.

Antioch-Priest Lake’s open space areas provide active and passive recreation opportunities and serve multiple neighborhoods or communities. Active land uses are generally associated with civic and public benefit activities and include playgrounds, picnic areas, recreational sports fields and multi-use paths. Passive open space land uses may include greenways, nature reserves and cemeteries. In all cases, T3 Suburban Open Space areas may have moderate development to allow for active recreational uses while leaving environmentally sensitive areas such as steep topography, dense vegetation and viewsheds undisturbed.

In 2009, the Mayor’s Green Ribbon Committee on Environmental Sustainability recommended the creation of a comprehensive open space plan for Nashville/Davidson County. A public/ private partnership was formed and the planning process, “Nashville: Naturally,” inventoried, evaluated and developed, with community input, a vision for conserving and enhancing Nashville’s natural resources and green infrastructure, including parks, greenways, community gardens, tree-lined streets, farmland, forests, waterways and bluffs. The Nashville Open Space Plan was released in April 2011. The plan places a high priority on creating a series of parks throughout southeastern Davidson County. This is reflected in the Preferred Future, as well as calling out the need for an anchor/legacy park space in southeast Davidson County.

Recommended Greenway System Connections and Multi-Use Paths in the Antioch-Priest Lake Community

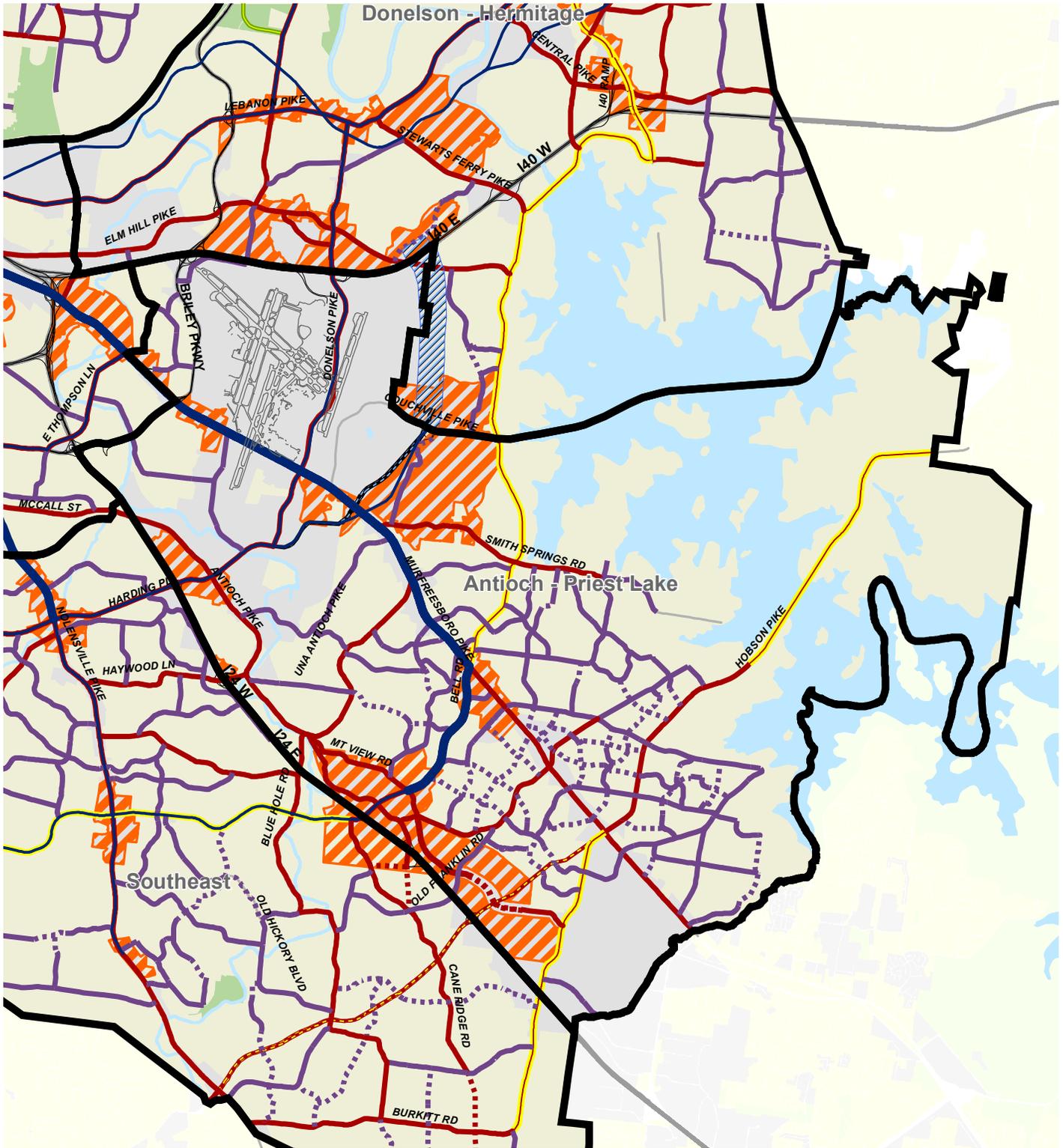
The Antioch-Priest Lake Community Plan greenway priority is the completion of the Mill Creek Greenway from the Antioch-Hickory Hollow area to the Donelson area.



Slopes & Terrain Legend

- | | | |
|---|--|--|
|  Water Bodies |  Slope 20-25% |  High |
|  Anchor Parks |  Slope > 25% | |
|  Floodplain Areas | | |
|  Wetlands | | |





Major and Collector Street Legend

- | | | |
|---|---|---|
|  Potential Multimodal Freeway Corridor |  Planned Arterial-Boulevard |  Local Street |
|  Planned Multimodal Freeway Corridor |  Collector-Avenue |  Planned Local Alley |
|  Arterial-Parkway Scenic |  Planned Collector-Avenue |  Freeway or Expressway |
|  Arterial-Boulevard Scenic |  Downtown Local Street |  Ramp |
|  Planned Arterial-Boulevard Scenic |  Planned Downtown Local Street |  Planned Ramp |
|  Arterial-Boulevard |  Planned Downtown Alley | |



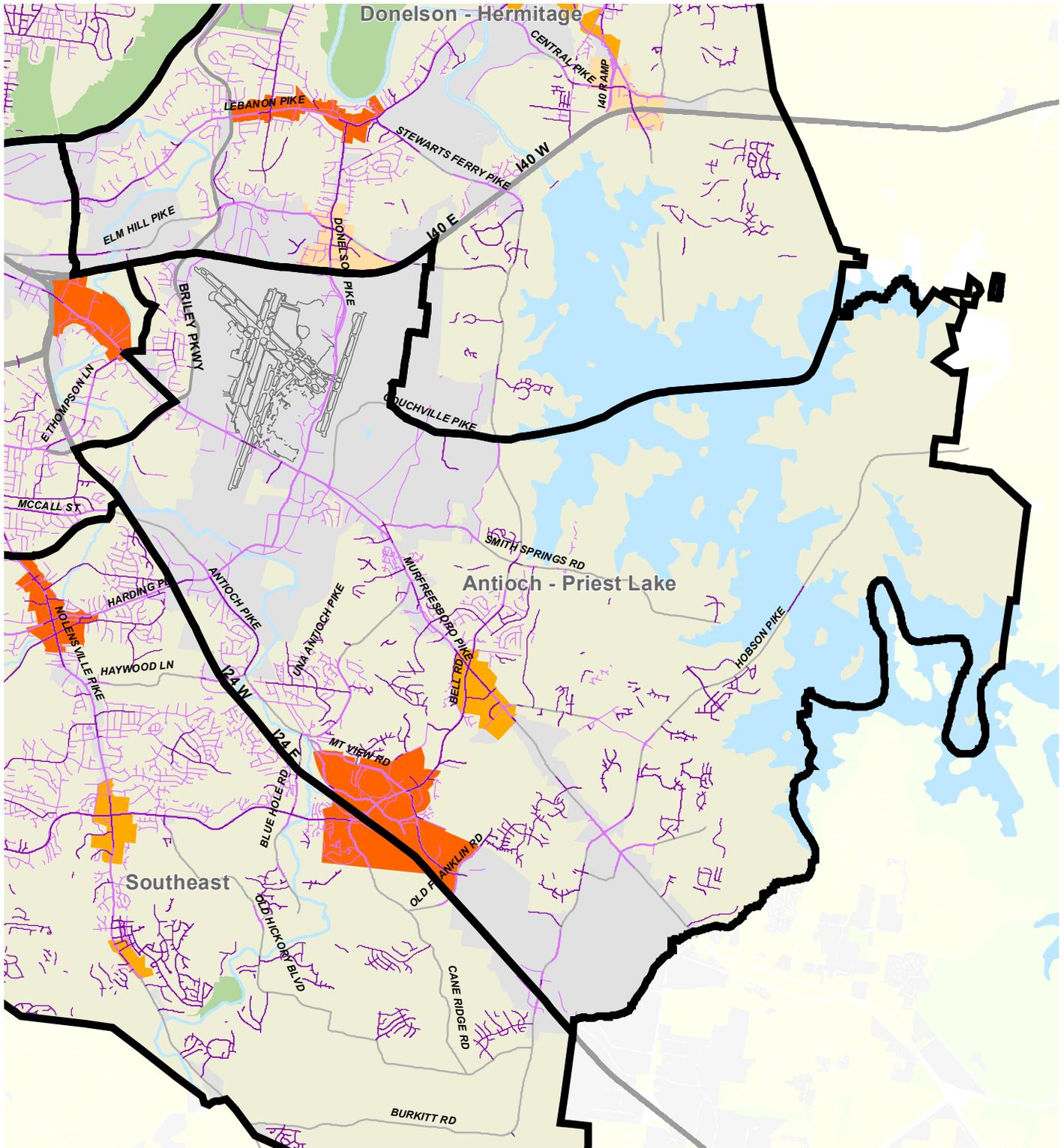
Antioch-Priest Lake – Enhancements to the Transportation Network

In addition to community character, each of the Community Plans considers the needs of vehicular users, bicyclists, pedestrians, and transit users in its guidance and recommendations. It does so by utilizing Access 2040 as its foundation along with the Major and Collector Street Plan (MCSP). The MCSP is part of, and implements, Access 2040. The MCSP maps the vision for Nashville’s major and collector streets and ensures that this vision is fully integrated with the city’s land use, mass transit, bicycle and pedestrian planning efforts. The Strategic Plan for Sidewalks and Bikeways establishes high-priority sidewalk areas and outlines future sidewalk and bikeway projects for the city. There are additional plans that outline committed funding and project priorities, including the city’s Capital Improvements and Budget Program.

Please refer to Access 2040 for details and information on these plans, the city-wide vision for various modes of transportation, recommended projects, and other details.

Recommended Transportation Network Enhancements for the Antioch-Priest Lake Community

Nashville/Davidson County’s transportation network has evolved over the last decade to include choices in transportation that are context sensitive and serve a wider range of users, including pedestrians, bicyclists and transit users, what is referred to as a “multi-modal” network. Needless to say, funding is limited, and the need to improve a multi-modal network far outweighs existing resources. Sidewalk, bikeways and greenways projects in Antioch-Priest Lake compete against street projects, the urgent nature to maintain existing infrastructure investments across the County, and projects that are regionally significant. The following priority projects reflect a consensus between community concerns, development pressure and project feasibility.



Sidewalks Legend

- | | | |
|--------------------|-------------------|---------|
| Water Bodies | Missing Sidewalks | Centers |
| Anchor Parks | Local | Third |
| Special Uses | Major Road | Second |
| Existing Sidewalks | Minor Road | First |

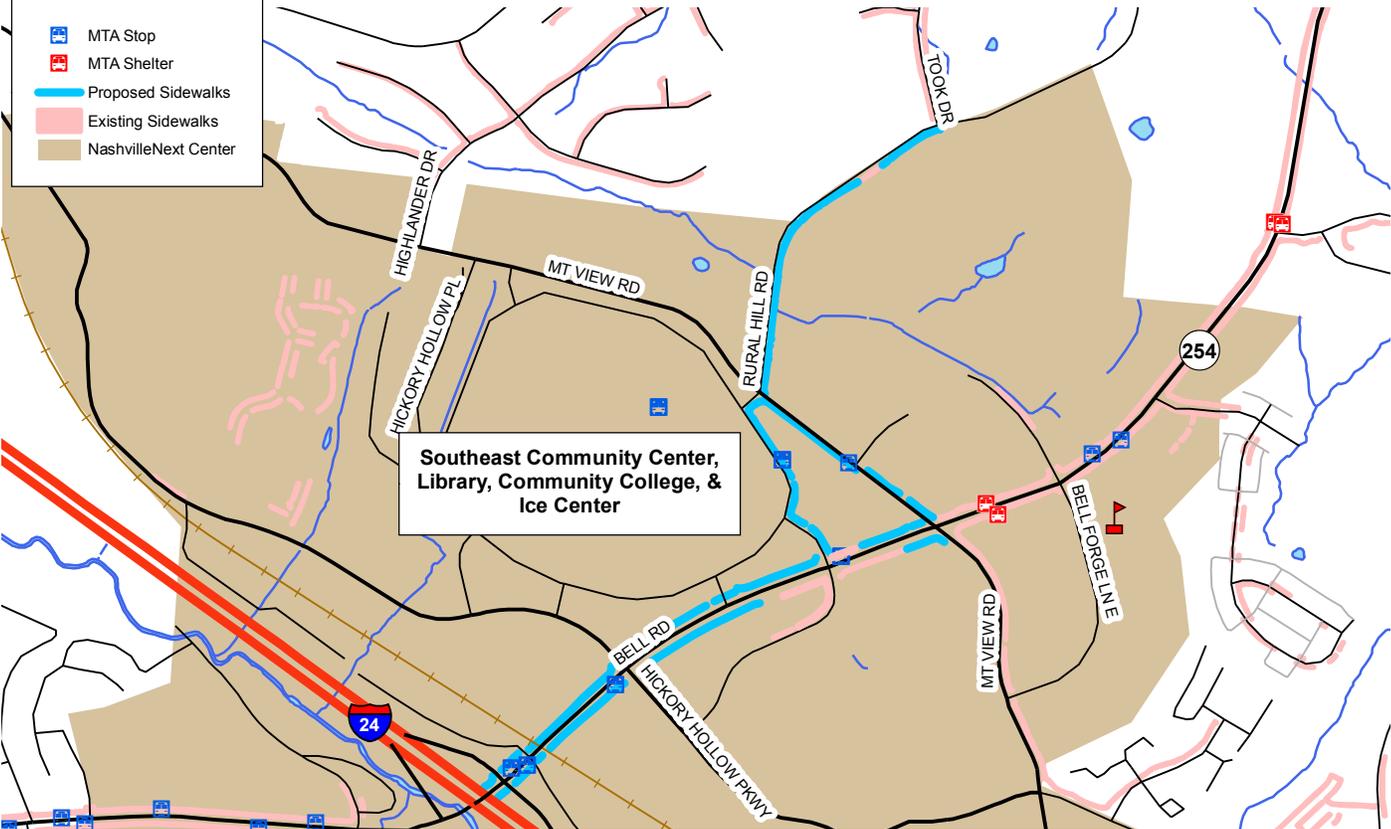


Pedestrian Priorities for the Antioch-Priest Lake Community

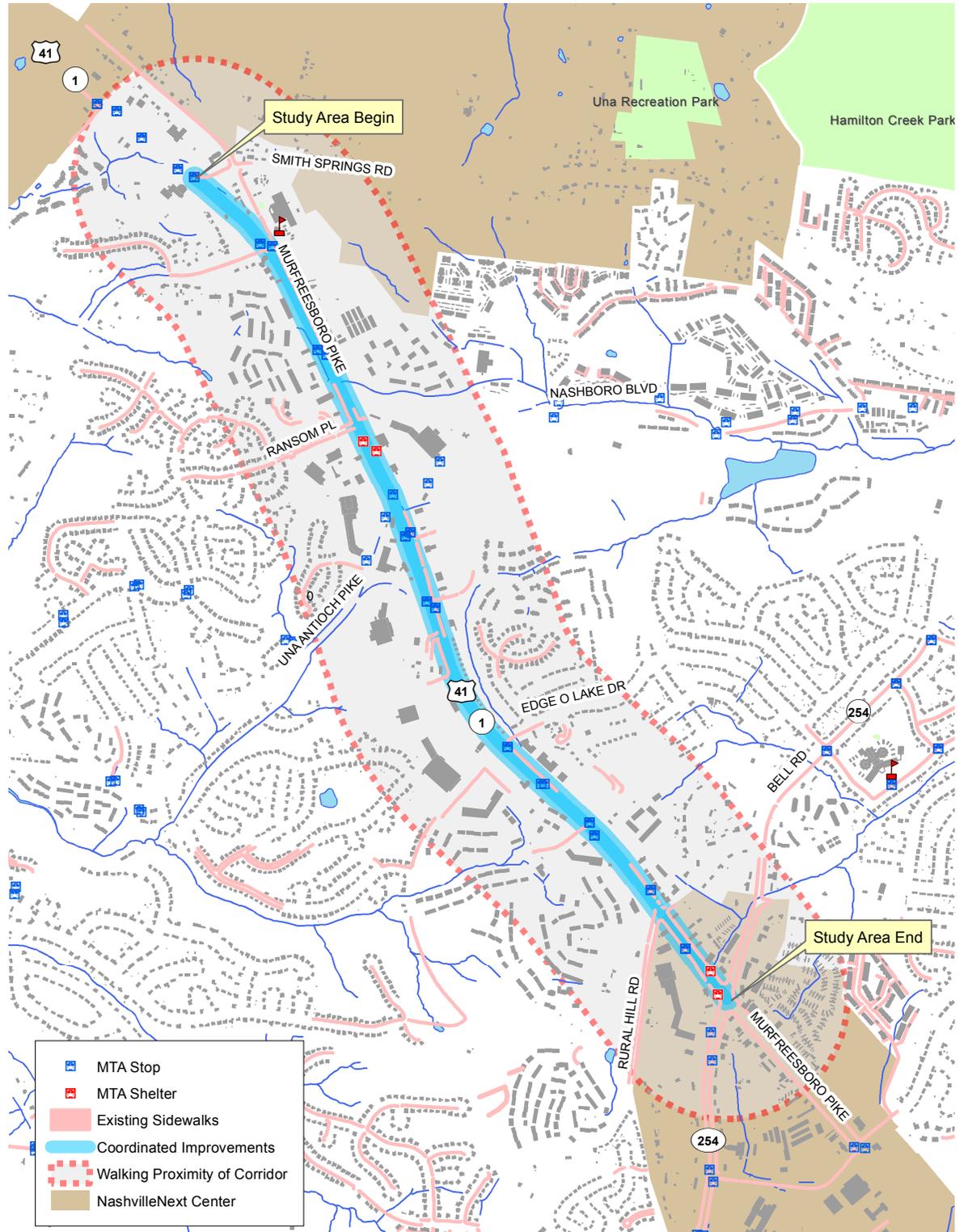
The pedestrian priorities for the Antioch-Priest Lake Community are:

- » Hickory Hollow Area Sidewalks - Construct sidewalks along Bell Road, Mt. View Road, and Rural Hill Road in the Hickory Hollow area. (see Gateway to Antioch)
- » Nashboro Village Area Complete Streets - Study opportunities to implement complete street components with sidewalks, protected bikeways, transit improvements, street crossings, and streetscaping along Murfreesboro Pike from Smith Springs Road to Bell Road.
- » Airport Area Complete Streets - Study opportunities to implement complete street components with sidewalks, protected bikeways, transit improvements, street crossings, and streetscaping along Murfreesboro Pike from Briley Parkway to Smith Springs Road.
- » Antioch Cluster Sidewalk Connections - Construct sidewalks and improve street crossings along Hobson Pike and Pinhook Road between Kennedy Middle School, Antioch High School, and Mt. View Elementary School.

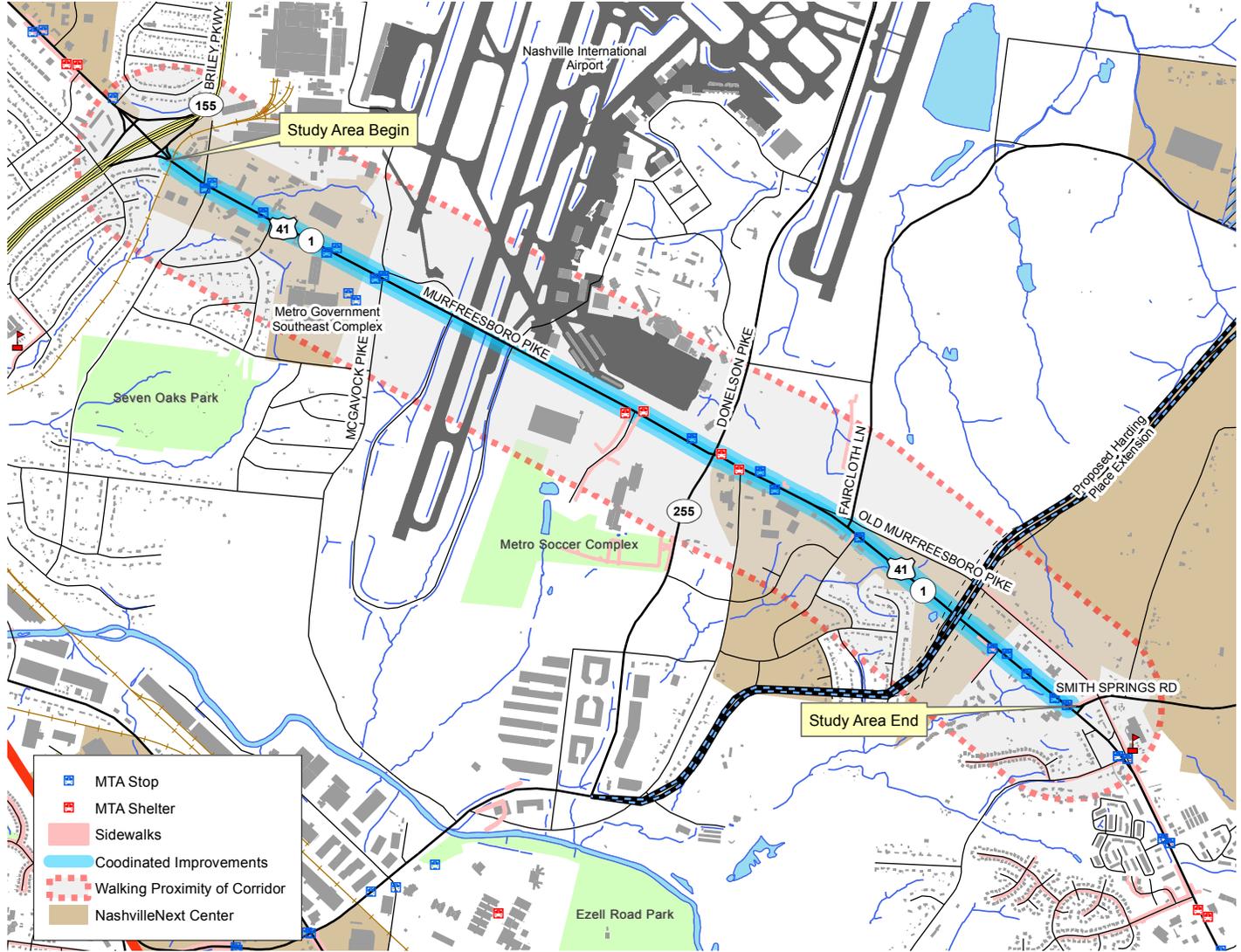
Hickory Hollow Area Sidewalks - Construct sidewalks along Bell Road, Mt. View Road, and Rural Hill Road in the Hickory Hollow area. (see Gateway to Antioch)



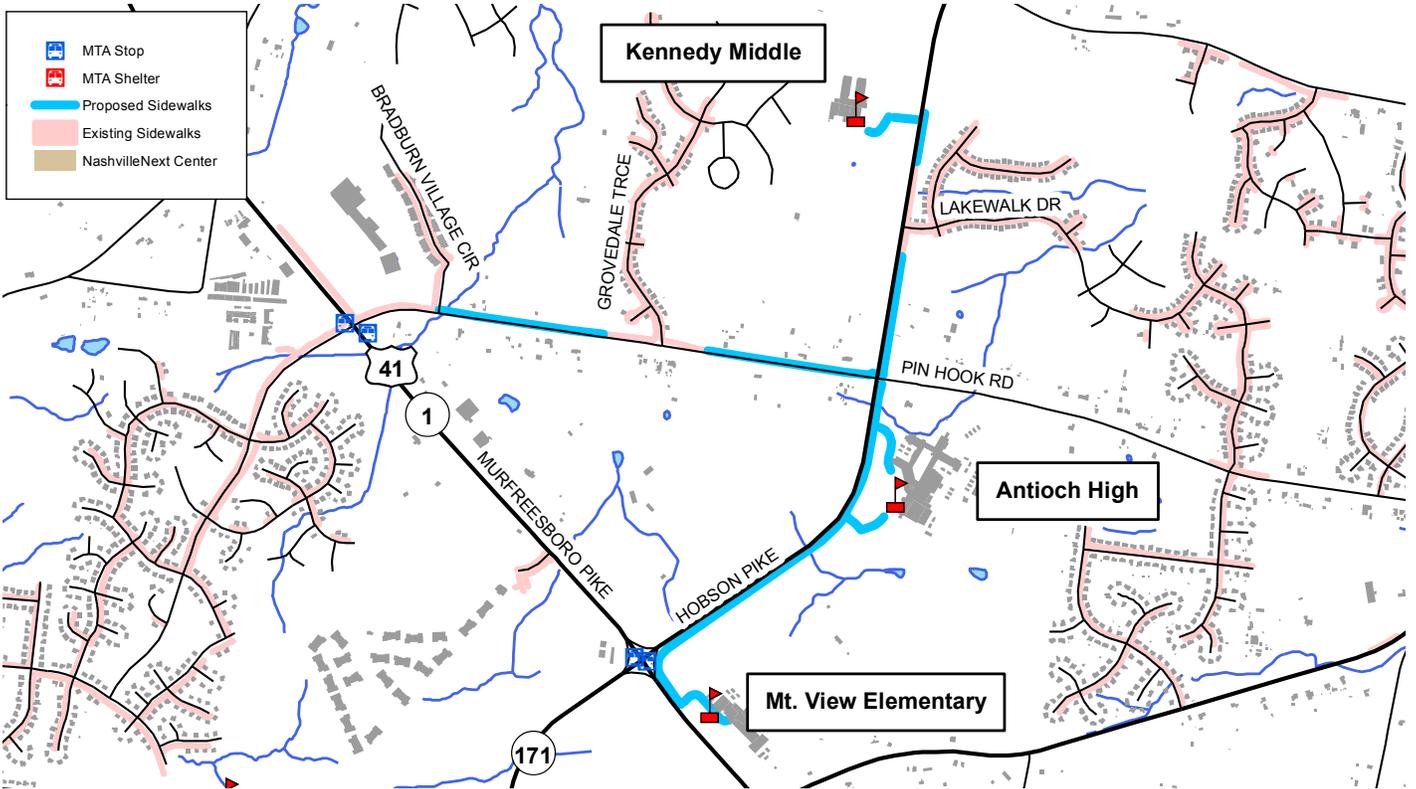
Nashboro Village Area Complete Streets - Study opportunities to implement complete street components with sidewalks, protected bikeways, transit improvements, street crossings, and streetscaping along Murfreesboro Pike from Smith Springs Road to Bell Road.



Airport Area Complete Streets - Study opportunities to implement complete street components with sidewalks, protected bikeways, transit improvements, street crossings, and streetscaping along Murfreesboro Pike from Briley Parkway to Smith Springs Road.



Antioch Cluster Sidewalk Connections - Construct sidewalks and improve street crossings along Hobson Pike and Pinhook Road between Kennedy Middle School, Antioch High School, and Mt. View Elementary School.

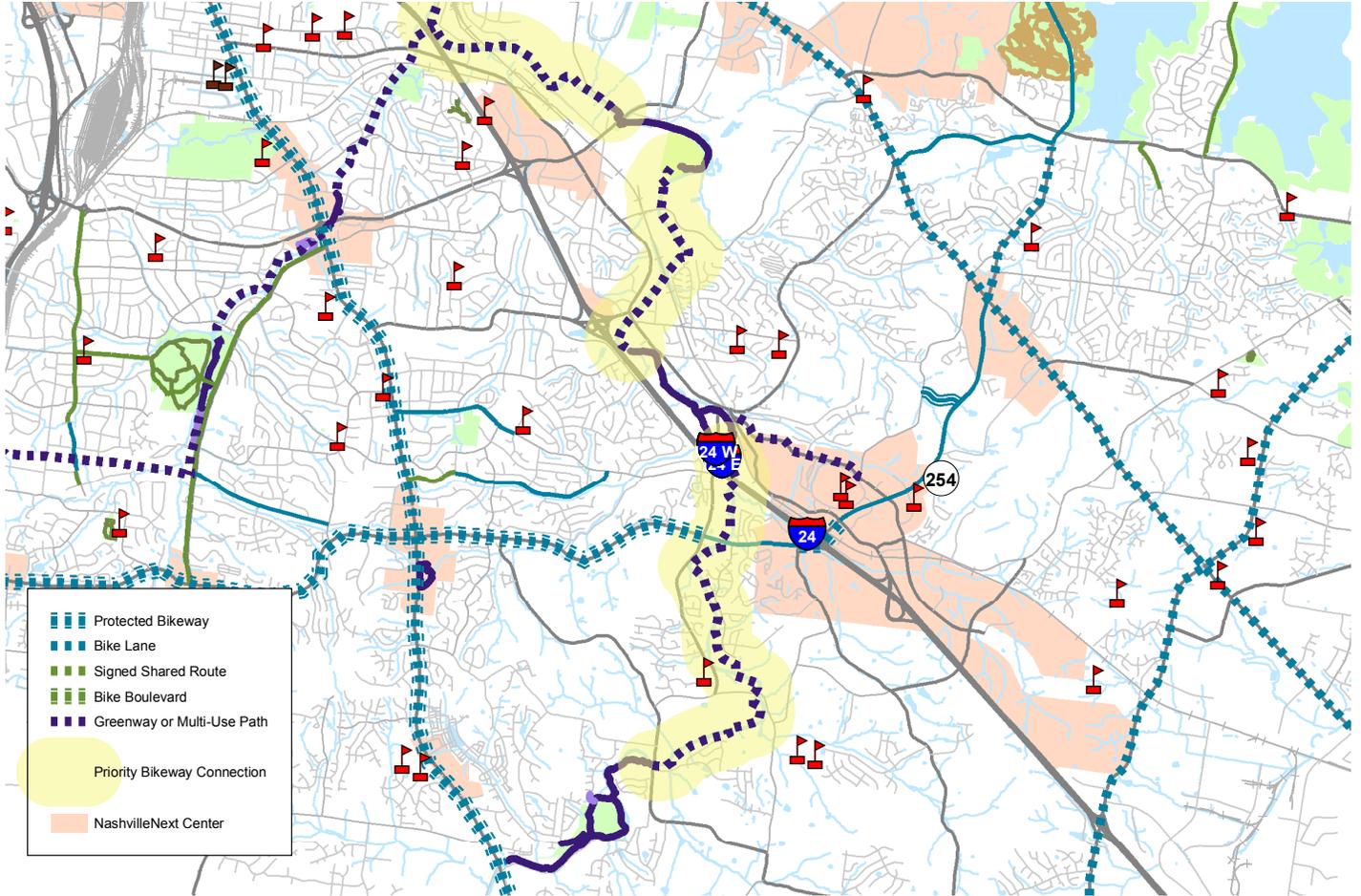


Bikeway Priorities for the Antioch-Priest Lake Community

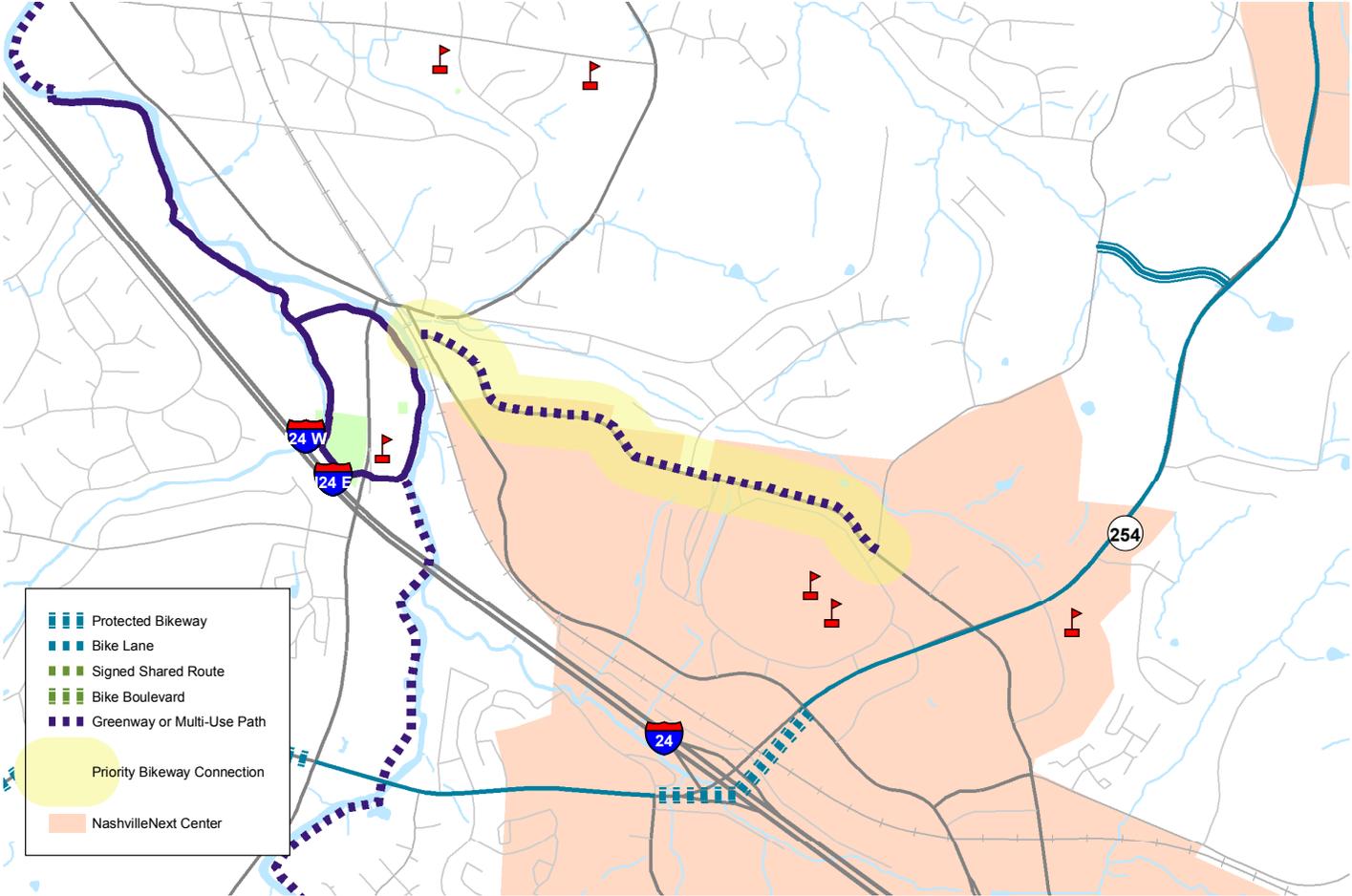
The bikeway priorities for the Antioch-Priest Lake Community are:

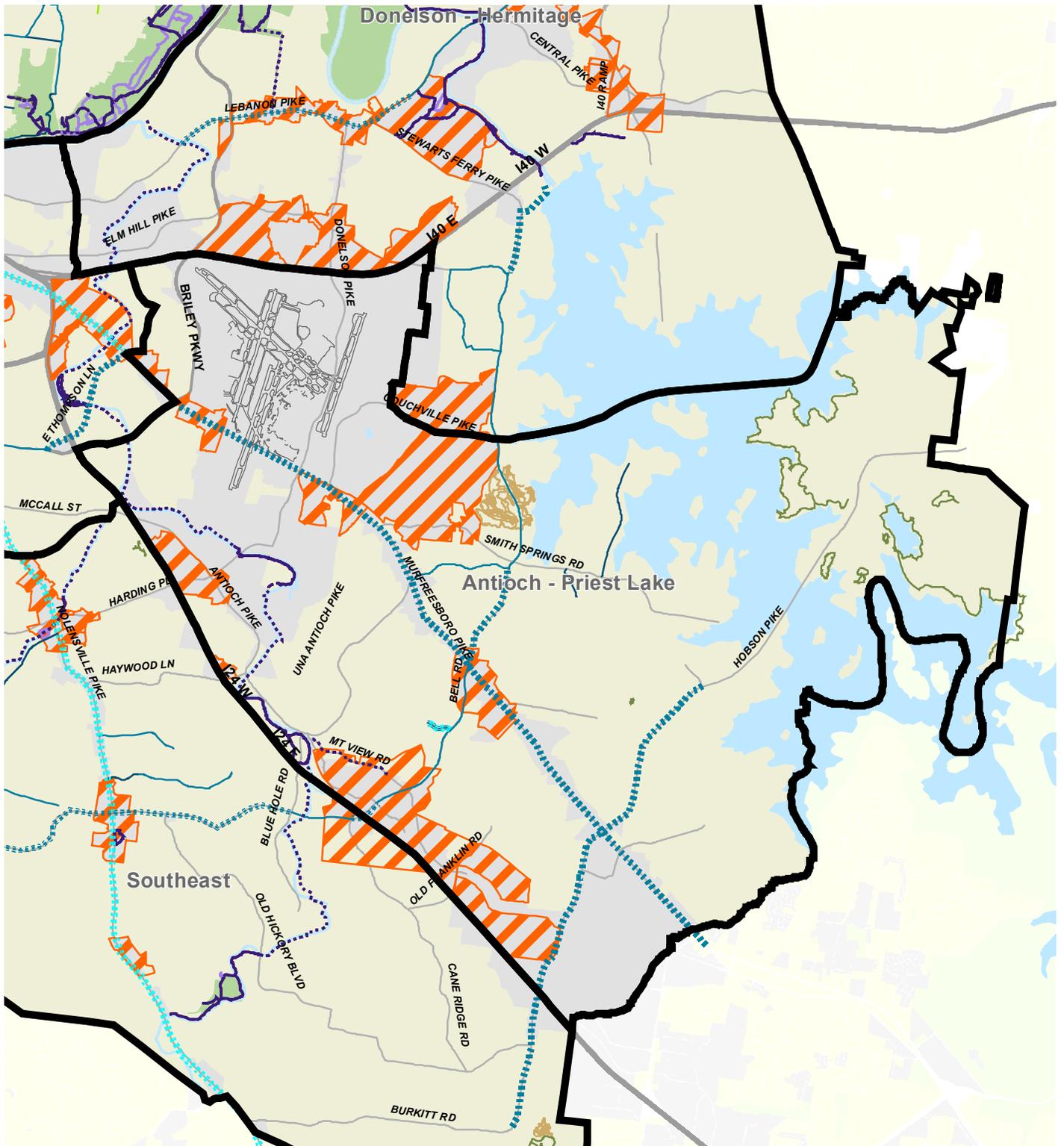
- » Mill Creek Greenway - Complete the Mill Creek Greenway from Antioch-Hickory Hollow area to Donelson area.
- » Mt. View Road Multi-Use Path - Develop a multi-use path adjacent to Mt. View Road from Una Antioch Pike to Rural Hill Road at the Southeast Community Center and Library.

Mill Creek Greenway - Complete the Mill Creek Greenway from Antioch-Hickory Hollow area to Donelson area.

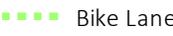
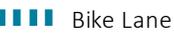


Mt. View Road Multi-Use Path - Develop a multi-use path adjacent to Mt.View Road from Una Antioch Pike to Rural Hill Road at the Southeast Community Center and Library.





Bikeways and Greenways Legend

- | | | | |
|---|---|--|---|
|  Anchor Parks |  Bike Lane Vision |  Greenway Vision |  Existing Greenways |
|  Water Bodies |  BL/Buffered BL |  Bike Lane, Paved |  Greenway, Paved |
|  Special Uses |  Bike Lane |  Greenway, Paved |  Greenway, Unpaved |
| |  Buffered BL | |  Mountain Bike Trail, Unpaved |
| |  Signed Shared Route | |  Park Trail, Paved |
| | | |  Park Trail, Unpaved |



Street – Vehicular Priorities for the Antioch-Priest Lake Community

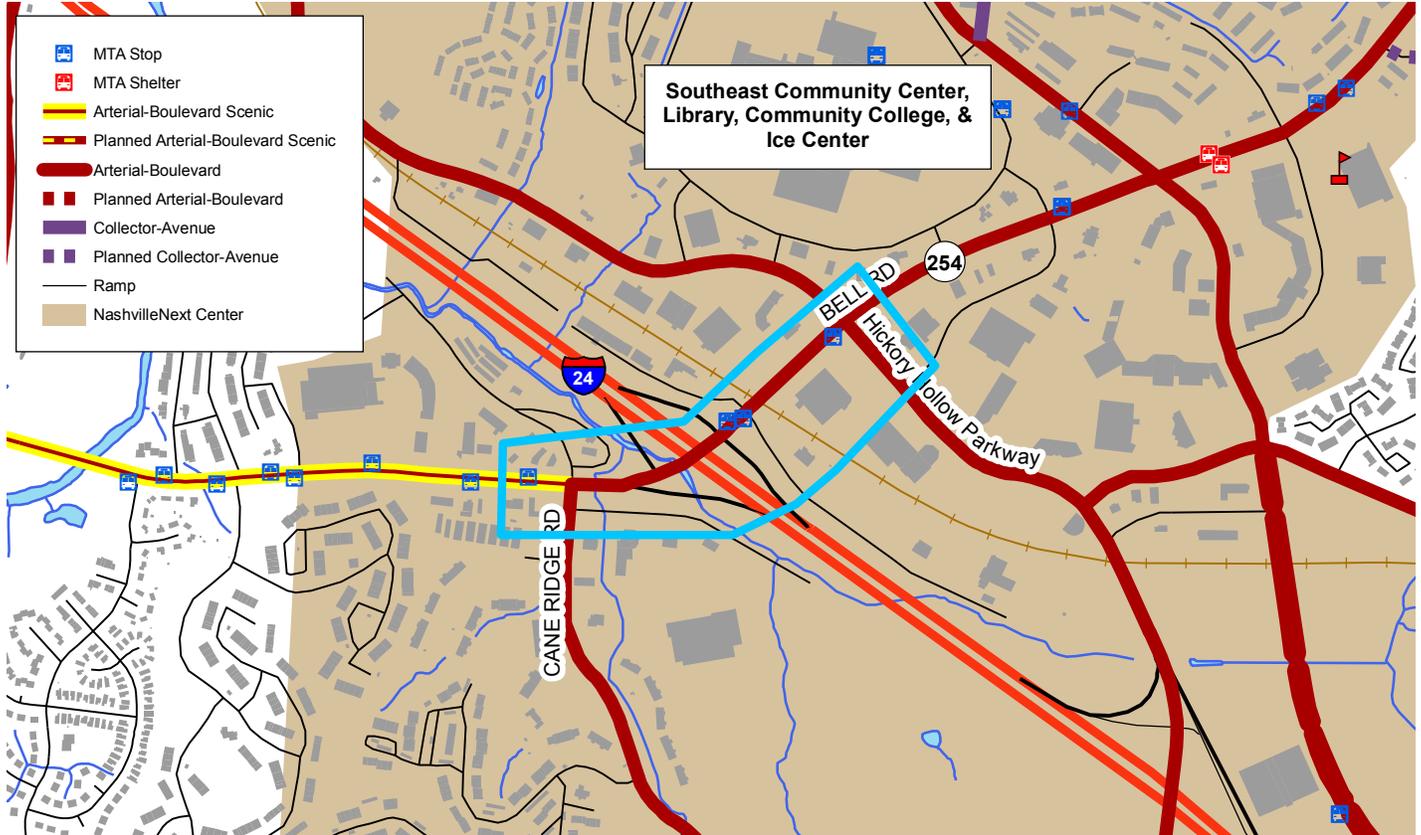
The Antioch-Priest Lake Community's transportation system is largely established in terms of surface streets that range from major arterials to rural roads, and includes interstates and rail lines. Interstates 24 and 40 serve controlled-access traffic. The arterial-boulevards (e.g. Bell Road, Old Hickory Boulevard) provide major surface street transportation throughout the community and connect the Antioch-Priest Lake Community to other communities adjacent to it. The collector-avenues (e.g. Rural Hill Road, Lavergne Couchville Pike) serve as major connections internal to the Antioch- Priest Lake Community linking neighborhoods to one another.

Smaller local streets serve individual neighborhoods and subdivisions. In Antioch – Priest Lake, there is a lack of connectivity between smaller local streets. The lack of connectivity can make daily navigation to work, school, the library or the grocery – a challenge. An interconnected street network provides more options and alternatives as opposed to forcing all travel onto a few arterial streets. The benefits behind street connectivity include: more efficient service delivery, increased route options, decreased vehicle miles traveled (VMT), improved access for emergency vehicles that need to leave an area during an emergency, and efficient subdivision of land.

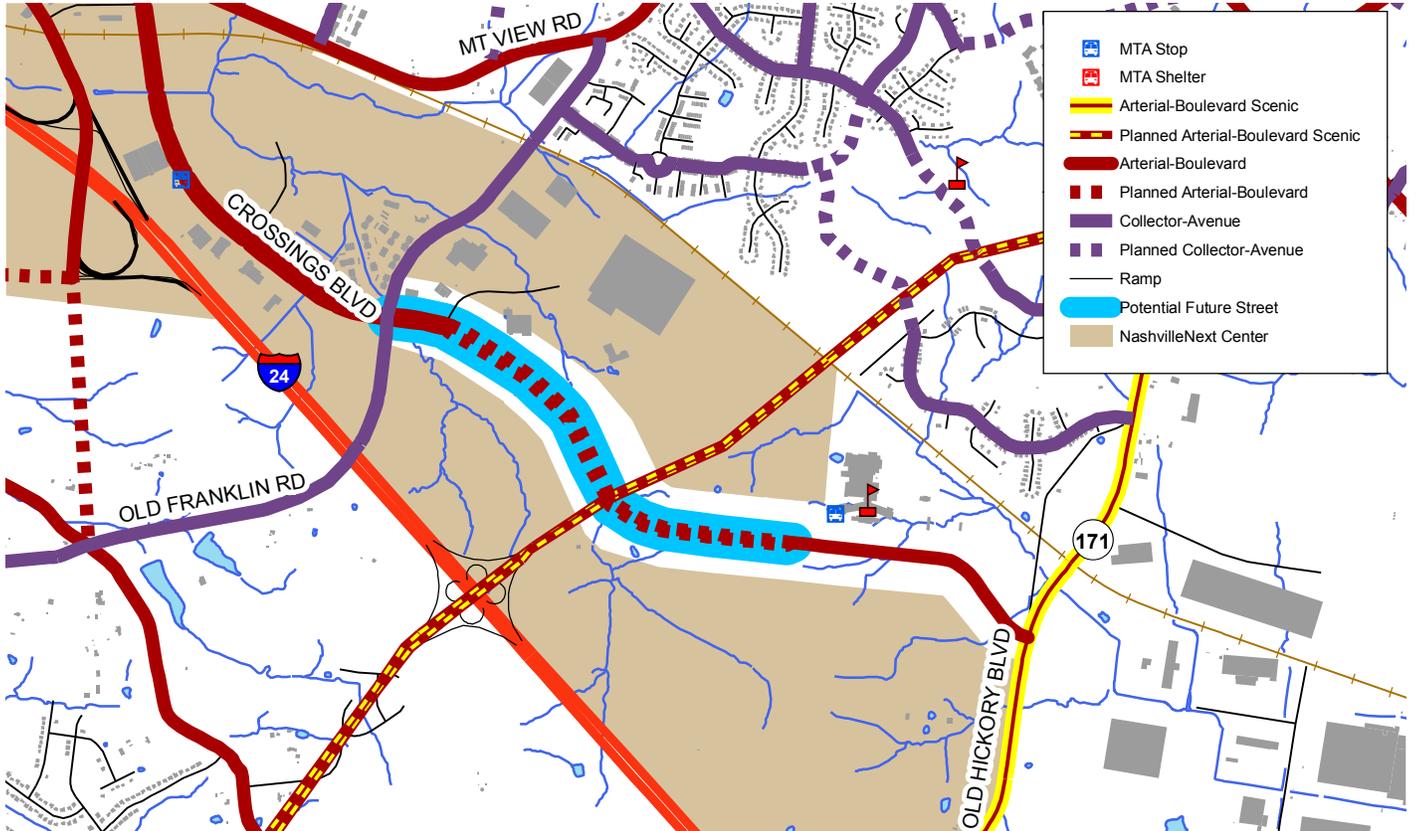
Some areas of the Antioch-Priest Lake Community Plan have opportunities to improve street connectivity, especially on local streets in areas of new development. As new or re-development occurs, all reasonable opportunities to expand street connectivity will be examined and implemented as part of the development review process. Other priority street projects are larger connections that would serve as a regional connection, to better connect Antioch – Priest Lake to other areas and have an economic development benefit. These projects are listed and shown in the maps below.

- » Gateway to Antioch - Reconstruct the existing I-24/Bell Road interchange and include appropriate walking, biking, and streetscaping infrastructure.
- » Crossings Boulevard - Extend Crossings Boulevard to as a 4/5 lane facility to Old Hickory Boulevard and include sidewalks, bike lanes, and streetscaping.

Gateway to Antioch - Reconstruct the existing I-24/Bell Road interchange and include appropriate walking, biking, and streetscaping infrastructure. (see Hickory Hollow Area Sidewalks)



Crossings Boulevard - Extend Crossings Boulevard as a 4/5 lane facility to Old Hickory Boulevard and include sidewalks, bike lanes, and streetscaping.



Development Scenario - Bell Road and Interstate 24

The existing Interstate 24/Bell Road interchange was repeatedly mentioned by stakeholders during the Antioch-Priest Lake Community Plan process as a constraint to future growth, development and success of the Hickory Hollow Mall area and the Crossings. Currently, over 140,000 vehicles travel over Bell Road each day on Interstate 24, and close to 40,000 vehicles travel through the interchange each day. The unusual column supports for Interstate 24 that divide the traffic and congestion were mentioned as detractors to economic development in the area. Additionally, there are no sidewalks forcing pedestrians to walk out in the street or straddle the area between the travel lanes and curb under the bridge. The illustrations on the following pages show the general area of the interchange, its proximity to Hickory Hollow Mall, and lack of sidewalk connectivity along Bell Road.

During the Antioch-Priest Lake Community Plan update process, the Nashville Civic Design Center examined the interchange and worked with Planning staff and the community to create several design scenarios that might accommodate both vehicular traffic and pedestrians. The Nashville Civic Design Center was given a task to create alternative scenarios for creating pedestrian connections at the interchange. Scenarios range from moderate levels of added amenities and alterations to existing infrastructure, to more intensive transformations of roadway networks and pedestrian-friendly connections.









Transit Priority for the Antioch-Priest Lake Community

Transit service consisting of buses and other enhanced transit concepts provided by the Metropolitan Transportation Authority (MTA) are vital transportation links for Antioch-Priest Lake. MTA currently operates bus lines running in a “pulse network,” meaning lines generally run in and out of downtown Nashville along the radial pikes (e.g. Gallatin, Charlotte, Nolensville, Lebanon, Elm Hill, and Murfreesboro Pikes). The NashvilleNext transit vision however, considers cross town routes, that connects major centers throughout the county with the Downtown core. In Antioch-Priest Lake there are several transit recommendations for the Antioch-Priest Lake community that also support the overall transit vision of NashvilleNext.

Priority Transit Need:

- » Increase the marketing, visibility, and frequency of mass transit service connecting Downtown and the Nashville International Airport.
- » Neighborhood mini hub location near Hickory Hollow

The Antioch-Priest Lake plan recommends the creation of a mini-hub at the Hickory Hollow Mall/Global Mall site where there is currently an MTA Park and Ride location. With the development of the community center, library, and schools at the former mall site, the Park and Ride has the ability to accommodate more riders. As MTA enhances its radial service with cross-town connectors, this is a logical community hub for a few routes within the system to connect. The mini-hub could be constructed to suit MTA’s needs with a small waiting area and several bus bays integrated with the services offered at the site.

Immediate Route Needs:

- » Murfreesboro Pike-Bell Road from Downtown to Global Mall at Hickory Hollow

Long Term Route Needs:

- » Old Hickory Boulevard-Bell Road from Charlotte Pike to Global Mall at Hickory Hollow
- » Thompson Lane-Woodmont Boulevard-White Bridge Road from Charlotte Pike to Murfreesboro Pike
- » Harding Place from Franklin Road to Couchville Pike

Regional Route Needs:

- » Southeast Corridor to Murfreesboro

Conclusion

The information provided in this chapter builds on the guidance found in other components of NashvilleNext:

- » For land use policy guidance, please refer to the Community Character Manual in Volume III.
- » For transportation network guidance – including streets, bikeways, sidewalks, greenways, and multi-use paths, please refer to the Access 2040, Volume V.

