

## CHAPTER I: PLANNING FUNDAMENTALS

### Introduction

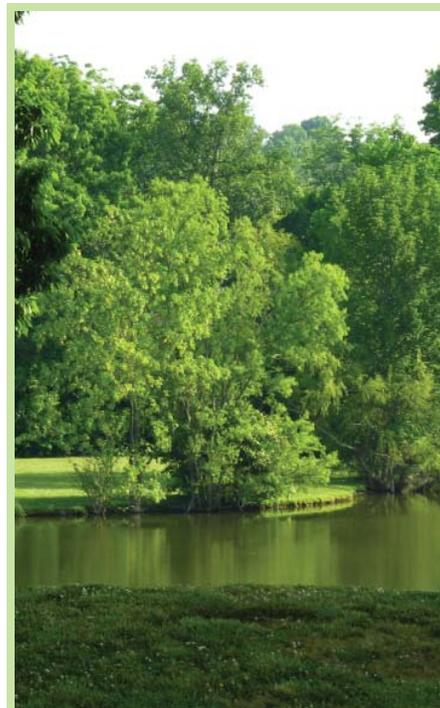
The Antioch - Priest Lake Community Plan: 2012 Update (“Antioch - Priest Lake Community Plan” or “the Plan”) was created with the help of Antioch - Priest Lake residents, property owners, business owners, institutional leaders, development professionals and elected and appointed officials, working together with planners from the Nashville and Davidson County Metropolitan Planning Department. This collaborative effort created a plan that establishes a vision for the future of the Antioch - Priest Lake Community and provides guidance for future development and preservation decisions.

The primary purpose of the Antioch - Priest Lake Community Plan is to provide a course of action for stakeholders to build the envisioned community. In doing so, the Antioch - Priest Lake Community Plan guides public and private decisions and actions that shape the future development and preservation in Antioch - Priest Lake. Key decisions guided by the Antioch - Priest Lake Community Plan include:

1. Public and private investment decisions about where to build infrastructure and buildings;
2. Metro Planning Commission’s recommendations and Metro Council’s actions regarding zone change proposals;
3. Metro Planning Commission’s actions regarding subdivisions;
4. Metro Planning Commission’s decisions on surplus properties; and
5. Metro Planning Commission’s recommendations to Metro Council for Metro Government’s Capital Improvements Budget (CIB) and Capital Spending Plan (CSP). The CIB guides the creation, extension and replacement of public facilities such as sidewalks, roads, bridges, etc., and the sale of surplus public property. The CSP is a more specific and final list of such projects and their funding sources.

The creation of the Antioch - Priest Lake Community Plan takes the participation of all stakeholders. In creating the plan, the stakeholders are also engaged in education on the fundamentals of planning and the tools used to achieve the community’s vision. This includes understanding Metro Nashville and Davidson County’s commitment to sustainable development that fosters health living and to understanding the role of the individual community in the larger region.

This chapter begins with a history of the Antioch – Priest Lake Community. It then moves to a discussion about the Antioch - Priest Lake community and its role within the region. The chapter then turns to explaining the relationship between a healthy and sustainable community and the built environment. Finally, the chapter concludes by explaining the legal basis of community planning, and how to use the community plan to realize the vision for growth and preservation in the Antioch - Priest Lake Community.



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### Antioch - Priest Lake Community History

For the purposes of future planning, Davidson County is divided into fourteen communities. The Antioch – Priest Lake Community 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. However, the community known as “Antioch” began at the convergence of Antioch Pike, Hickory Hollow Parkway, Blue Hole Road, and Mt. View Road. That intersection is where the small town of Antioch was founded, and the place from which the Antioch as we know it today, grew.

The original town of Antioch began as a church located by Mill Creek. Antioch was a commuter town because workers traveled to and from Downtown Nashville. From the beginning, the town provided immediate services like a post office and general store. For planning purposes, the community was given the name Antioch – Priest Lake because the study area encompassed areas near J. Percy Priest Lake and the neighborhoods that grew from the heart of Antioch in the early 1800’s.

#### Antioch in the 1800’s

In 1810 a church organized in the area near Mill Creek. Then in 1820, a large landowner by the name of Charles Hays donated land for the church to build on. The church’s original name was the “First Baptist Church”. Charles Hays changed the name, basing the name change on Bible scripture (Acts 11:26 KJV) which states “...and the disciples were called Christians first in Antioch.” The village was known as Antioch from 1820 onward. For a short time in the 1870’s and 1880’s, the post office designation for the village was Oneyville, named after the post master of that time – Dr. J. H. Oney. However it was later changed back to the name Antioch.

### A Town Built on a Mail Route

Now a town featuring a post office, Antioch began to grow covering an area of one to two miles in either direction. The Antioch mail route itself also covered additional areas outside of those communities. Beyond that initial two mile boundary were the communities of Una, Mt. View, Cane Ridge, Tusculum and Bakertown.

Much of the land in the town of Antioch was owned by Charles Hays and he remained the largest land owner through the first few decades of Antioch’s existence. By the end of the 1840’s however, road construction had begun on Mill Creek Valley Pike (now known as Antioch Pike), and the road opened for use in 1846. Construction also began on a rail road that would change the face of the community.

### The Town Grows along the Railroad

The railroad built near the town of Antioch was vital for mail delivery and those workers who had jobs in the “big city” of Nashville. Even back then, the commute to Downtown Nashville was a chore requiring a horse to Nolensville Road, followed by a trolley taking a half day to get to Downtown Nashville. The first train helped workers get to and from Nashville quickly. In its heyday, approximately 18 passengers were taking the train to and from the city of Nashville.

Over the years, there were four trains that ran both north and south that stopped at various station locations in Antioch. The first station was southwest of present day Una-Antioch Pike. The book *With Good Will and Affection...for Antioch* states that this may be in the spot where Hickory Hollow Parkway runs today. In 1891, the train station would move to its second location near the terminus of Blue Hole Road at Antioch Pike. This was the final location prior to the arrival of the automobile - the invention that would make travel by railroad less popular. In later years,



Mill Creek



Garden along Una Antioch Pike



CSX Railroad in Antioch

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because of the popularity of the automobile, the railroad would remain in operation, but primarily for mail delivery.

Even though the railroad was losing popularity, the town of Antioch continued to grow through its local commerce. By the 1880's, the village consisted of a railroad station, one church, one store, a blacksmith shop, and a few homes. In the 1930's an auto repair shop and later a village pub would replace the blacksmith shop. Also in the area, local music teachers taught lessons out of a home on Mill Creek Valley Pike (Antioch Pike), and a two-story grocery store was owned and operated by a bachelor, Mr. Harris who worked in the store and lived on the second floor. The post office remained as a community staple in the area and existed as part of the local grocery stores in subsequent years.

### Antioch Today

Overtime, as Antioch continued to grow through suburbanization, it became more difficult to pin-point where Antioch was located. Having never formed as an incorporated city, the town of Antioch was mostly defined by its postal address. Identifying the community this way also proved difficult because the mail route wasn't confined to the small area around Blue Hold Road. A 1993 SCENE magazine article titled "An Antioch State of Mind" reported that the Antioch post office grew to serve 14 rural routes and 11 urban routes. Despite the confusion about where Antioch started and stopped, people continued to be drawn to the area and it saw significant growth in subsequent years.

With the suburbanization that took place in the 1950's and the development of Hickory Hollow Mall in 1978, more residents were drawn to the area. Natural population growth and the success of the Hickory Hollow Mall in the 1990s brought new residents from surrounding cities. Many relocated to Nashville because the music industry was an appealing job sector. But others called Antioch home because of its great access to

commercial shopping, easy access to downtown Nashville, and its pristine trees and open spaces as alluring characteristics for many transplants (The SCENE, 1993).

Today, the Antioch – Priest Lake community continues to grow, experiencing significant population growth in the past ten years, including noteworthy growth in minority populations and in families with children. There is still an awareness and need for enhanced transit, whether by bus or rail, for commuting to and from employment centers and Downtown Nashville. Similar to the first church at Antioch, church congregations are leading the redevelopment movement by giving life to former big-box retail spaces. Lastly, despite recent economic challenges, the community still wants to see the Hickory Hollow Mall area regain strength as a service, employment and retail hub of the community.



Rock formations along Bell Road



TN Centennial Train 1897  
Photo: Metro Parks Department



Hickory Hollow Mall 1990s

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### The Antioch – Priest Lake Community Plan: The Role of the Community in Addressing the Economy, Environment, and Equity Concerns within the Region

In 1988, the Metro Planning Department began creating “community plans”, looking at growth, development and preservation in fourteen planning communities across the County. As the Middle Tennessee region grew, it became clear that these fourteen planning communities did not grow and change in solitude, instead they grew in concert. As the economic and environmental conditions of one community changed, it had an affect on the economic and environmental conditions of another community; such was the case with the Antioch - Priest Lake Community and adjacent communities. As a result, the Antioch – Priest Lake Community Plan and the remaining thirteen community plans consider regional impacts.

Today, Antioch - Priest Lake is one of the fastest growing communities in Davidson County, but it is adjacent to other rapidly growing counties and cities. As a result, economic successes in other communities affected the economic climate in Antioch-Priest Lake. Further, residents in this area live, work, shop, and recreate across municipal or county borders, thereby creating additional competition in housing, retail, and employment. This requires the Antioch – Priest Lake community to think about its larger role in this new climate and within a growing region.

Similar to how economic and environmental regional impacts are an important consideration in the land use plan, equity in the distribution of resources has also surfaced as a growing issue. The economy, population, and the expansion of communities have created new demands on resources. As residents have flocked to Antioch-Priest Lake, the need for transportation, parks, libraries and other social services has increased. Addressing these and other regional and equity issues means addressing the individual role of each community within the region. For example, some communities play a role in providing affordable housing in urban settings, while others provide estate housing in a rural setting. The forthcoming update to the Nashville – Davidson County’s General Plan will consider such issues in addition to sustainability (a community’s ability to meet the needs of this and future generations). The General Plan update will follow the Antioch – Priest Lake Update; therefore it is only appropriate that the Antioch-Priest Lake discuss these issues as well.

### Antioch-Priest Lake’s Economic Role in the Region

Adjacent to Antioch – Priest Lake are Rutherford and Wilson Counties. Within these abutting counties are growing employment and retail centers, which have attracted a growing number of families and homebuyers to these counties and to Antioch-Priest Lake. In Wilson County, the city of Mt. Juliet has expanded its city center with new mixed-use development and master planned residential communities. In Rutherford County, the cities Smyrna and LaVergne are growing with new suburban retail. The city of Murfreesboro continues to grow in size as an educational and employment center around Middle Tennessee State University.

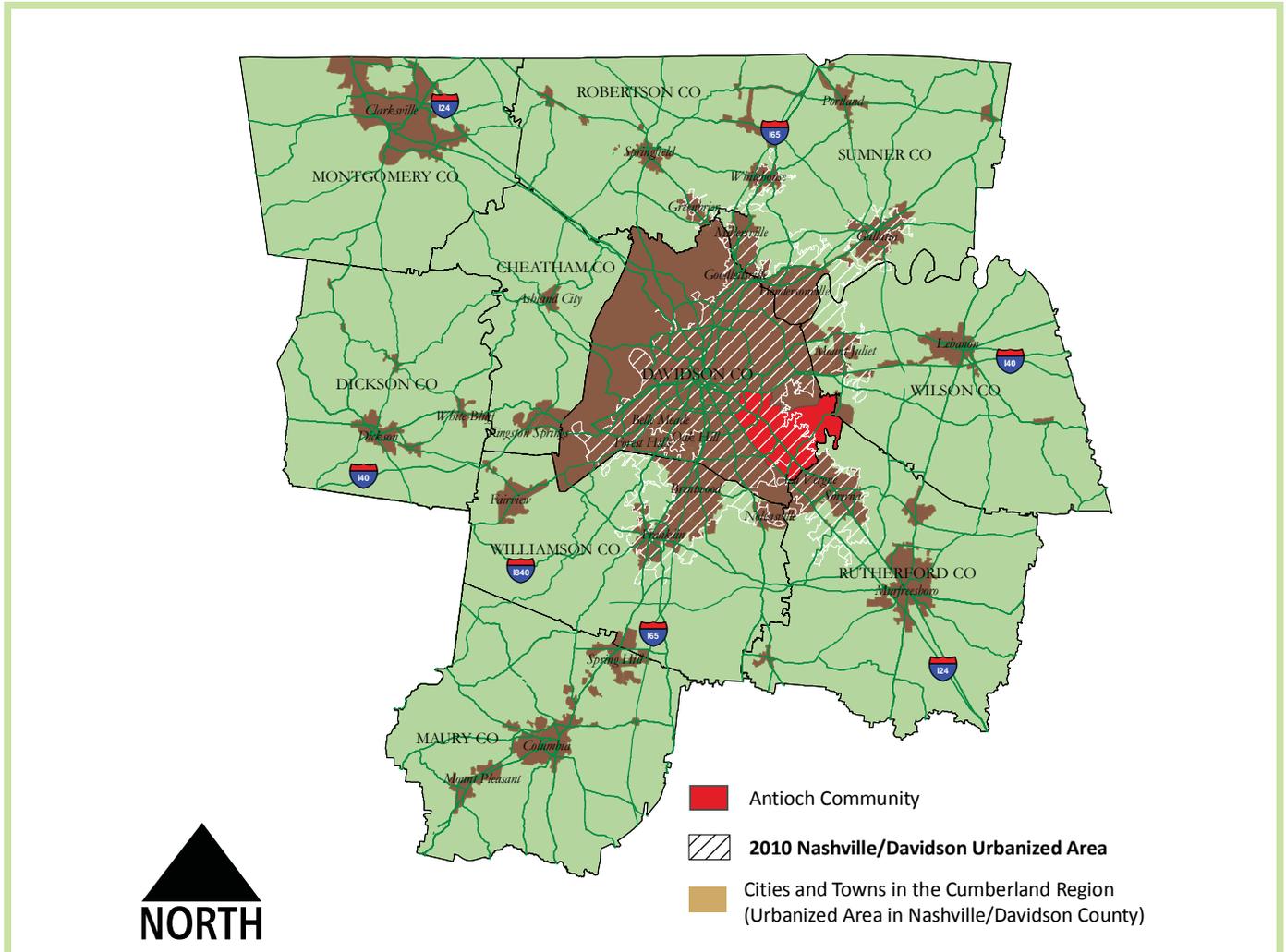
The 2010 Census reported that the “urbanized” area of Nashville now includes not only Nashville/Davidson County itself, but also the urbanized areas in Rutherford and Wilson County. (See Figure 1). As retail, housing, and employment markets continue to grow within the region, Antioch – Priest Lake must find its competitive niche in terms of residential, retail and employment development, and discover ways to complement services provided in outlying counties and cities. To help identify competitive advantages, Antioch – Priest Lake must first understand its current conditions, particularly in the areas of retail, workforce and employment (often drivers of the residential market). The community can then move forward to identify and promote the opportunities it has within the region.

#### Existing Retail Conditions

Like many traditional malls across the county, the Hickory Hollow Mall was the symbol of economic prosperity for the immediate community. When the mall’s performance struggled, so did the perception of the economic viability of the community. To remove any misperceptions about the economic vitality of the community, it is best to get a clear understanding of the factors that caused the decline of retail in the Antioch – Priest Lake area.

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 retail malls were built and remodeled within the 20 mile trade area.

Figure 1: Nashville - Davidson County US Census 2010 Urbanized Areas



Source: Nashville Area Metropolitan Planning Organization, US Census Data



Commercial along Murfreesboro Pike



Priest Lake Cedar Glade



Nashville Celebration of Cultures  
Photo: Gary Layda

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**Table 1:  
Mall and Town Centers in the Southeast Region:  
Opening and Construction Years**

Mall Property	Construction/ Opening Year	Remodeled Year
Hickory Hollow Mall	1978	1992 and 2002
Cool Springs Galleria Mall	1991	2006
Opry Mills	2000	2012 (Remodeled after the 2010 Flood)
Mt. Juliet – Providence	Prior to 2007	N/A
Murfreesboro – The Avenues	2007	N/A

Since the 1990’s, Cool Springs Galleria Mall (1991) and Opry Mills (2000) developed as traditional indoor malls with unique offerings. Cool Springs located in Williamson County, catered to a different trade area while Opry Mills was a niche product that relied on discount shoppers and tourists; both had minimal effects on Hickory Hollow Mall’s daily traffic. The Avenues in Murfreesboro and Providence Town Center in Mt. Juliet, however, developed as new “town center” developments with an open air, pedestrian oriented design. Both are located within the Hickory Hollow Mall’s 20 mile primary trade area and both had a more noticeable impact on Hickory Hollow Mall’s performance. (See Figure 2) 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 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.

### Existing Employment and Workforce Conditions

Employment conditions 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. (See Figure 3) 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 daytime, creating a daytime population that could support retail, restaurants and services. This could also reduce transportation cost for Antioch – Priest Lake residents who commute long distances for work.

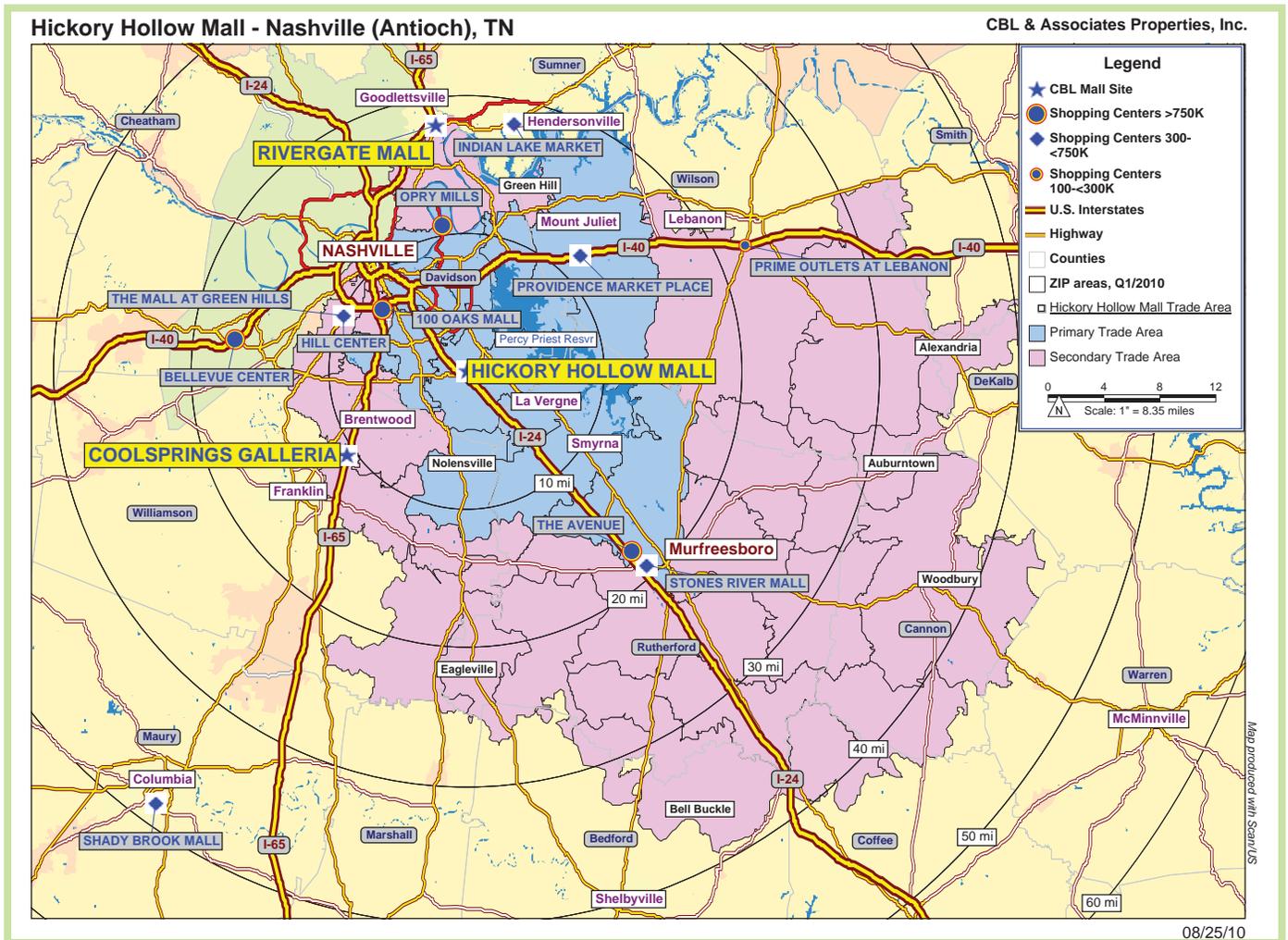
**Table 2:  
2009 Estimated Workers 16+ Travel Time to Work**

2009 Estimated Workers 16+ Travel Time to Work	37013	Nashville-Davidson
Less than 15 minutes	16.87%	23.82%
15 to 29 Minutes	43.54%	46.01%
30 to 44 Minutes	27.98%	21.51%
45 to 59 Minutes	7.83%	4.77%
60 or more Minutes	3.77%	3.89%

Source: Nashville Chamber of Commerce, from D. Sampanis’ The Fall of the Mall: What Can Communities Do?

In 2011, the Chamber of Commerce reported the total number of employees per business in the primary Antioch – Priest Lake zip codes of 37013 and 37217. As of 2011, the average

Figure 2: Hickory Hollow Mall Trade Area



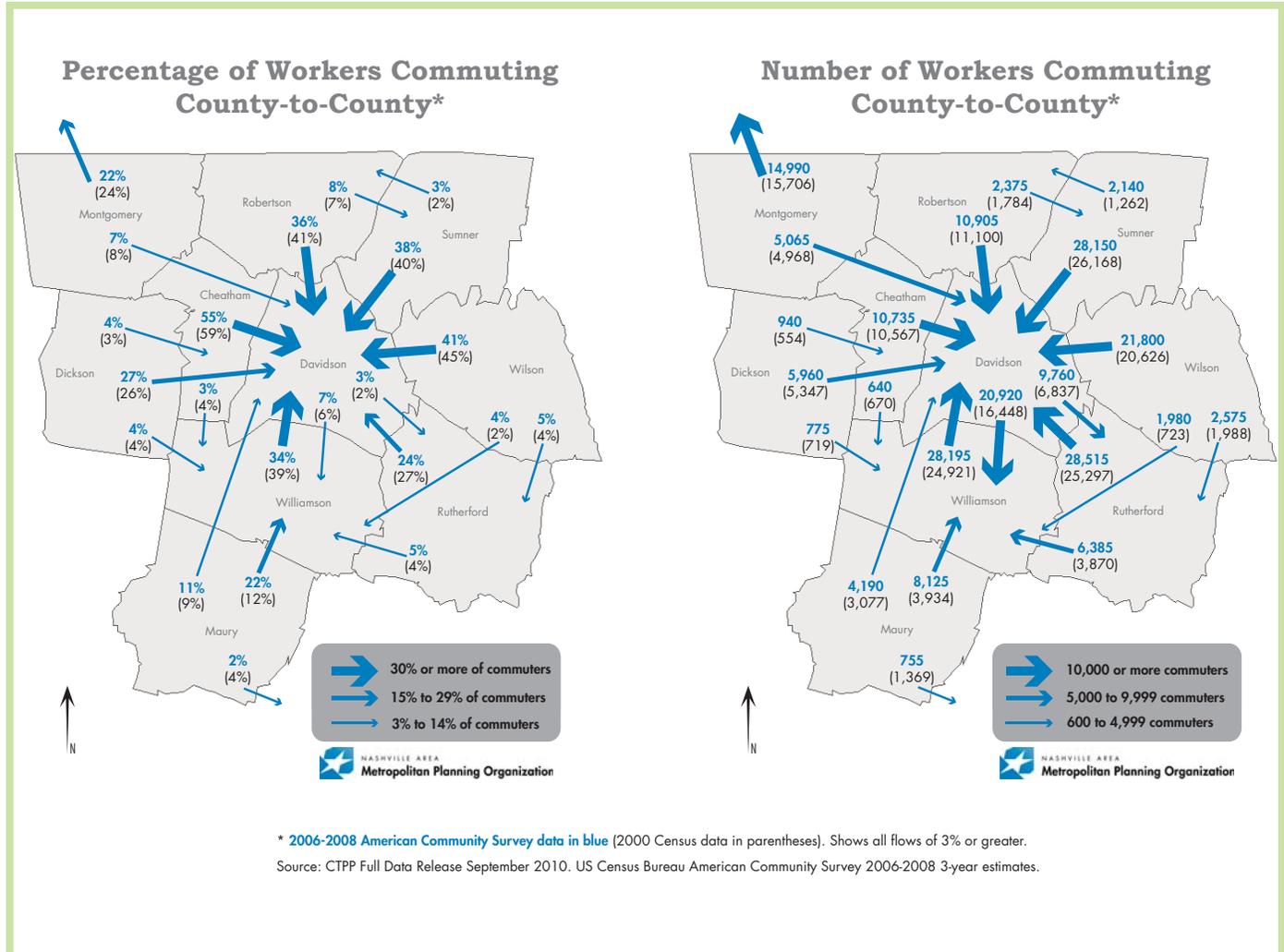
Source: CBL Properties, [www.cblproperties.com](http://www.cblproperties.com)



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Figure 3: Commuting Patterns in the Middle Tennessee Region



Source: Nashville Area Metropolitan Planning Organization, US Census Data



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employee size per business was 10 employees; the largest employers in the study area employed between 100 and 320 people. In context, adjacent counties and cities have attracted larger employers with the largest employers hiring from as few as 400 to as many as 3,000 employees.

Wilson County is home to the Nashville Auto Auction (425 employees) and Cracker Barrel (820 employees), as well as Amazon Books distribution center (1,300 employees) in the city of Lebanon. Rutherford County is home to Middle Tennessee State University (2,225 employees), while its cities Smyrna and Lavergne claim the large employers Nissan (3,400 employees) and Bridgestone Tires (900 employees) respectively. Overall, these areas have a diverse job market all within close proximity to Nashville-Davidson County and Antioch- Priest Lake.

Antioch – Priest Lake could however, grow its local job market because of its available workforce. The workforce in Antioch-Priest Lake remains competitive with regards to educational levels and occupation type. The Antioch – Priest Lake community exceeded Davidson County’s educational levels by small margins (most within a range of 3 percent). In Antioch – Priest Lake, 28 percent of the population has high school diplomas, 23 percent has some college, 20 percent has Bachelor’s Degrees, and 7 percent has Associate Degrees.

Unlike other communities where the majority of jobs are blue collar jobs in the service or production/industrial industries, Antioch – Priest Lake could compete for white collar, office and back-office jobs because of its educated workforce. A market study performed for the Antioch-Priest Lake Community Plan by graduate student Demetri Sampanis (with assistance from Nashville Chamber of Commerce data) reported that the majority of workers in the labor force are employed in the categories ‘Sales and Office Services’, ‘Management, Business and Financial Services’, and ‘Production, Transportation, & Material Moving’. More people within the 37013 zip code, Antioch – Priest Lake’s primary zip code, were employed in these areas than in Davidson County as a whole. The category of ‘Professional and Related Occupations’ was also a common employment sector in Antioch-Priest Lake, although the percentage of people working in this sector did not exceed percentages for Davidson County.

In summary, to remain competitive in a regional economy, Antioch – Priest must secure local jobs that appeal to the existing workforce. Local jobs are critical to growing a daytime population that can support additional retail, restaurants and services. Working locally may also improve the quality of life for residents who are currently commuting long distances for work.

### Local and Regional Economic Opportunities

To improve the existing employment and economic conditions, Antioch – Priest Lake could build upon its positive assets and the local and regional opportunities afforded by its location. These assets and opportunities include the community’s diversity, educational and economic attainment, the community’s developable land, and its growing transportation options and proximity to the airport.

Antioch – Priest Lake has grown in size and in diversity. The community is more diverse with larger African – American, Hispanic/Latino and other ethnic group populations that did not exist ten years ago. The community is also slightly younger with a quarter of its population under the age of 18. Diversity opens up a new market and demographic for retail and services. In Fort Worth Texas, developers took a dying mall and rebranded it for the growing Hispanic/Latino population. Similarly, in Crenshaw California, a developer rebranded the dying mall for its African-American clientele. Locally, developers are taking note and embracing a more diverse Antioch-Priest Lake. A Global Market is slated for the former Best Buy property on Hickory Hollow Parkway and is planned to offer food and retail options that reflect the diversity of the community. With a growing youth population, there are opportunities to provide services and activities that cater to youth and their families.

Antioch-Priest Lake is also 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 – Priest Lake, 56% 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 had 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.

Continuing that trend, residential development in Antioch – Priest Lake could serve the county and region. As residential development in the county’s inner-ring neighborhoods continues to demand a higher price point, Antioch – Priest Lake remains a more affordable option for those looking to maximize on land and housing square footage. Also with large tracts of developable land available, more comprehensive residential neighborhoods could be created. A ‘Lenox Village’ type of residential development is, according to participants in the Antioch-Priest Lake Community Plan update, the desired form and mixture of housing. This type of development is also a more competitive product in today’s housing market

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because it appeals to a variety of buyers. Baby boomers, young professionals, and families are all looking for a similar housing product; mixed-housing with less maintenance and access to parks and retail. This product could be included in Antioch-Priest Lake putting the community's housing product on a more competitive edge within the county and region.

With regard to non-residential land available, 4 percent of the vacant land is classified as commercial (1,243 acres) and 2 percent is classified as industrial (761 acres). A significant amount (roughly 325 acres) of the vacant land classified and zoned as industrial is located within the area known as The Crossings south of Hickory Hollow Mall. Planned to function as an industrial park, the northern portion of The Crossings has attracted light manufacturing/warehousing and some retail businesses. In 2012, HCA Healthcare announced its move to the area with a new data center at the southern terminus of Crossing Boulevard. This move set a precedent for other non-industrial and retail uses, which could complement the heavy and industrial uses that are found in the cities of Smyrna and Lavergne in Rutherford County. In a Nashville Post 2012 article tapped four top development professionals to discuss the Middle Tennessee real estate market; The Crossings was mentioned as a "good opportunity" because of its "space and infrastructure". Other employment opportunities exist to the east of the airport, where a comprehensive office park development could benefit from proximity to I40, Murfreesboro Pike and the airport. Accommodating a mixture of office and light manufacturing rather than solely heavy industrial/manufacturing could also appeal to Antioch – Priest Lake's workforce.

Developable land opportunities also exist amongst the study area's vacant retail and commercial properties. The market study performed for the Antioch-Priest Lake Community Plan update found that commercial centers surrounding the Hickory Hollow Mall were facing significant vacancy issues. Two such centers reported a vacancy rate of 16 percent and 24 percent. Other significant vacancies existed on the Hickory Hollow Mall site. However in 2011, the city of Nashville – Davidson County co-invested with Nashville State Community College to reuse the former Dillard's building for a community college satellite campus, and invested solely in a Park/Community Center/Library complex in the former JC Penny building at Hickory Hollow Mall. In other locations, religious institutions have expanded church campuses in vacant store fronts on Murfreesboro Pike and near Hickory Hollow Mall. Even with these investments, Antioch – Priest Lake has a significant inventory of vacant property. Infill development whereby new commercial, residential and office opportunities can benefit from existing infrastructure is an advantage over development of greenfield sites in outlying counties.

Antioch – Priest Lake's transportation system should also be seen as an opportunity. Antioch – Priest Lake is located on Interstate 24, a heavily traveled corridor with more than 140 thousand commuters daily. Interstate 24 provides access to Downtown Nashville, Murfreesboro and further south, to Chattanooga and Atlanta. The Nashville International Airport is located within the study area. The Nashville International Airport is an attractive asset to frequent travelers and businesses that rely on air distribution. The transportation system will also see enhancements in the future. The Murfreesboro Pike Bus Rapid Transit Lite (slated to open in 2013) will provide more frequent bus service from Antioch – Priest Lake/ Hickory Hollow Mall to Downtown Nashville. New BRT Lite bus stations will also provide economic development opportunities. As transit increases in popularity, transit oriented development – housing and commerce focused around a transit station – could create new job and housing opportunities along the Murfreesboro Pike corridor and at the Hickory Hollow Mall site.

### Antioch-Priest Lake's Environmental Role in the Region

Regionalism is very much concerned with the economic conditions of regional cities and municipalities, but it also considers natural systems that interact across municipal borders. The discussion below reviews the state of Antioch-Priest Lake's natural environment and features and how these features are part of larger environmental systems within the region.

Choices about the use of land, water and natural resources may be made by individuals; however, the impacts - both positive and negative - are felt by the entire community and region. Preservation of land for recreational and environmental reasons has positive impacts; recreational lands become economic and tourism assets, while natural systems help maintain balance between the natural and built environment. The mis-use of the region's environmental resources could yield negative impacts; the natural environment can impose unintended harm upon the built environment, and unique habitats and species can be threatened. In any case, impacts can happen with no regard for political boundaries. Therefore communities must use natural resources wisely so that negative impacts are minimized and positive impacts are maximized across the region.

J. Percy Priest Lake 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 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.

Finally, with regard to being an environmental resource, 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. This is the concept of Regional Equity. Equity amongst cities and regions is more of a concern, especially as governments made tough decisions on services and spending during challenging economic times. Regions must leverage the strengths of each municipality to meet shortfalls in services and amenities. The following section discusses the definition of equity in the region and how the Antioch – Priest Lake community plan responds to its tenants.

### **Antioch-Priest Lake and Equity in the Region**

Given its location on the county boundary near fast-growing portions of Rutherford and Wilson County, the concept of regional equity is a very relevant topic in Antioch-Priest Lake, because the community is impacted every day by choices made in adjoining counties. Specifically, the community was faced with new competition in housing, jobs, and retail, and while it has provided affordable and attainable housing for the region, it does not have much employment, yet it is burdened by commuter traffic. Meanwhile, as the community has added more and more residents, it has been a struggle to provide needed services such as open space, greenways and schools for a growing population. For these reasons, the issue of regional equity is important in the Antioch-Priest Lake Community Plan.

The Urban Land Institutes (ULI) report on Regional Equity and Land Use Strategies notes that Regional Equity occurs when:

All racial, ethnic, and income groups have opportunities to live and work in all parts of the region, have access to living-wage jobs and are included in the mainstream of regional life.

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All neighborhoods are supported in such a way as to make them vibrant places that offer choices for affordable housing, good schools, access to open space, decent transit that connects people with jobs, and healthy and sustainable environments.

The ULI report also notes that regional equity happens when city leaders work together to implement policies and programs to ensure that housing, infrastructure, and social services are distributed equally. Therefore, while the Antioch-Priest Lake Community Plan cannot greatly impact regional policy, it can react to and plan for equity within existing regional conditions. The discussion below explains how the Antioch – Priest Lake Community Plan’s policies encourages regional equity from within its boundaries.

*All racial, ethnic, and income groups have opportunities to live and work in all parts of the region, have access to living-wage jobs and are included in the mainstream of regional life.*

As stated previously, within the last ten years, Antioch – Priest Lake has seen dramatic increases in African – American and Hispanic/Latino populations, as well as other ethnicities and races. The Antioch – Priest Lake Community is also diverse in age; with a younger population, the study area also has more families or families with a larger number of children. The Antioch – Priest Lake community may be attractive to new residents due to its attainable housing, culturally relevant services, religious institutions and desirable mix of suburban lifestyle in proximity to employment and retail centers.

The Antioch – Priest Lake Community Plan update process has used many unique outreach efforts to ensure that all residents were involved in the process and the ‘mainstream of regional life’. Online outreach efforts, traditional community meetings, and culturally relevant flyers, media, and meetings were used to involve everyone in the planning process conversation. This was successful as people of many different backgrounds were able to contribute an idea or vision that would better their opportunity to live and work in the Antioch – Priest Lake community.

*All neighborhoods are supported in such a way as to make them vibrant places that offer choices for affordable housing, good schools, access to open space, decent transit that connects people with jobs, and healthy and sustainable environments.*

The Antioch–Priest Lake community excels in access to attainable housing and good schools, and a growing transportation system that is providing greater access to jobs. The community wishes to expand upon its assets by adding more “move up” housing, access to local jobs, open space, and healthy and sustainable environments. The Antioch – Priest Lake community recognizes

these strengths and weaknesses through its Neighborhood, District and Employment Center, and Transportation policies.

### Neighborhoods

The Antioch – Priest Lake plan encourages the preservation of housing choices and the affordability of neighborhoods, while encouraging the construction of more move-up housing and neighborhoods with a mixture of housing, amenities and services. The Antioch – Priest Lake neighborhoods are suburban in character, but unlike typical suburban neighborhoods that are homogeneous with regard to building types, Antioch-Priest Lake neighborhoods have a broad mixture. Antioch – Priest Lake neighborhoods include single, two-family, quads, and multi-family residential building types.

The housing is also diverse in character. Housing with rural character can be found in areas near J. Percy Priest Lake, near the Airport, and in older parts of the community where rolling hills and steep topography minimized suburban development. Suburban housing can be found throughout the remainder of the study in various forms; some in more traditional suburban form like the Summerfield neighborhood, or a more walkable design with mixed housing like Nashboro Village. Potential buyers are also able to find older homes with character or modern homes built within the last decade. The challenge is however, offering housing that would be considered move-up housing for growing families and professionals and housing that is located in complete neighborhoods; neighborhoods with access to parks, services, and employment.

To overcome the latter, the “Lenox Village” style of development is referenced throughout the plan as the ideal residential development type for this diverse market. This type of residential development encourages a mixture of housing types at various price points for people at different stages of their life. It offers smaller homes and multi-family for empty nesters and young families, while offering larger footprint homes for growing families. This development type also offers neighborhood amenities such as convenience retail and open spaces throughout the development and within walking distance.

### Employment and Access to Jobs

The Antioch – Priest Lake plan also encourages greater access to regional and local job opportunities. The plan identifies the area known as The Crossings and the area east of the Airport as opportunities for comprehensive mixed-use, office, and light industrial/warehousing development. It also recognizes the existing office areas near Harding Place and the Nashville

International Airport, as well as industrial areas near Antioch Pike and Old Hickory Boulevard near Interchange City. These planned and existing areas offer employment opportunities for residents within the immediate community.

While these opportunities for employment exist, some residents will continue to seek employment outside the community, but within the region. To facilitate travel within the region, the Metropolitan Transit Authority (MTA) provides bus service from Nashville to the city of Murfreesboro. Bus Rapid Transit (BRT) service will be added along Murfreesboro Pike to provide quick and convenient travel for those residents who work in other parts of Davidson County; this BRT Lite service is anticipated to have fewer stops, allowing for quicker travel times. It will travel from Downtown Nashville to the Hickory Hollow Mall. Regular express services are still provided along Interstate 24 and local bus and the on-demand service, Bus Link, provides transportation around the Antioch – Priest Lake community. The plan supports maintaining existing bus service and the enhancement of bus service through BRT Lite by encouraging transit stations near planned and existing employment centers.

### Open Space / Healthy and Sustainable Environments

Access to nearby open space continues to be a challenge for the Antioch – Priest Lake Community. There are over 3,000 acres of existing park land in Antioch – Priest Lake; however, only 18 percent is in actual community and neighborhood parks. The remaining 82 percent is land owned by the Army Corps of Engineers (J. Percy Priest Lake and Long Hunter Park). Percy Priest Lake and Long Hunter Park meet regional open space needs, but they do not negate the need for community and neighborhood open space.

The lack of community and neighborhood park space is a disadvantage that causes residents to seek open space and recreational resources elsewhere – in the county and within the region. During the community plan update process, many stakeholders noted that they travel to nearby communities of Lavergne to utilize their ball fields and community centers. Others requested open space for more recreational and entertainment uses; dog parks, meeting spaces, and spaces for community gatherings were noted as missing from the open space system. To overcome this challenge, the Antioch – Priest Lake plan identifies property for potential open space and encourages the enhancement of existing parks.

The Antioch – Priest Lake plan proposes 641 acres of land as potential open space. These are privately owned lands that could be secured as open space. These Potential Open Space areas are located primarily south of Bell Road, because this part

of the community is the most deficient in open space and park land. While these Potential Open Space areas could be secured in the future, the most significant open space and park addition that is currently underway is the creation of a Regional Park, Community Center, and Library complex located on Bell Road at the Hickory Hollow Mall. This park will be an estimated three acres with a walking track and play fields. At this proposed park location and near existing parks, the Antioch – Priest Lake plan recommends specific improvements for sidewalks, bikeways, and greenways; to make sure that parks are accessible, and to encourage walking and biking in support of healthy lifestyles.

### Antioch - Priest Lake – Sustainable Development and Healthy Living

As discussed in the previous section, a healthy and sustainable community is created by examining the built environment (buildings, streets and other infrastructure, parks), in addition to the natural environment. The Antioch – Priest Lake Community has many elements that make it a healthy and sustainable community - attainable housing, access to regional jobs, and transit that is improving. These elements assist in creating a sustainable community that can last multiple generations. Yet, while these practices help support sustainable development patterns, the Antioch - Priest Lake community still struggles with the built environment's impacts on the health of its individual residents.

Davidson County, like the nation as a whole, struggles with public health concerns including, but not limited to, obesity, hypertension, and diabetes. While personal behavior choices and responsibility are important, they exist within a larger social and environmental context that can often make choosing healthy options easy or difficult. For example, lack of access to healthy foods or negative perceptions of safety within a neighborhood can prevent people from maintaining a healthy diet or taking a leisurely evening stroll - two behaviors that are shown to result in healthier lifestyles.

Considering the social and environmental influences on the spread of chronic illnesses within a population is a more holistic perspective of health. These influences are called health determinants and include the design and structure of the community itself – the very aspects of community that are the focus of the community plan. Focusing on these determinants also brings more focus on disease prevention. To follow from the examples above, increasing access to healthy food increases the likelihood that residents will maintain a healthy diet. Similarly, creating safe and attractive places for walking and bicycling increases the likelihood that residents will incorporate physical

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activity into their daily lives. These and other similar planning principles can help to prevent serious illnesses amongst the Antioch – Priest Lake population.

### **Metro Public Health Department – Communities Putting Prevention to Work**

In 2010, the Metro Public Health Department (MPHD) won a highly competitive Communities Putting Prevention to Work (CPPW) grant administered by the U.S. Department of Health and Human Services. The goal of CPPW Nashville was to increase the likelihood of people eating healthy foods and getting enough physical activity, leading to better overall health. The grant facilitated collaboration between city and community partners to ensure equitable opportunities for healthy living regardless of income, race or ethnic background. Under the CPPW grant, MPHD developed specific strategies to create the policy, systems, and environmental changes needed to achieve its goals. The Antioch - Priest Lake Community Plan and its community character policies align with several of these CPPW strategies.

The policies of the Antioch-Priest Lake Community Plan cannot guarantee better health outcomes because social and economic factors that exist beyond the scope of the plan also have bearing on the individual behaviors that ultimately lead to a community's health status. However, this Community Plan Update will help address public health issues in Antioch - Priest Lake by implementing policies that reduce barriers to healthy behavior choices and increase access to healthy places. And while the CPPW grant period has ended, its goals are still relevant in addressing the built environment and the health of a community. A discussion of how the CPPW's goals and the Community Plan's policies align is below.

*CPPW Strategies Concerning Access to Healthy Food - The CPPW strategies address access to healthy food through ensuring healthy corner stores, creation of programs and policies that would lead to better food environments (including healthy food for youth) and supporting community gardens.*

Unlike some urban neighborhoods, the Antioch – Priest Lake community does not suffer from the issue of Food Deserts. The definition of a Food Desert does include proximity to fresh foods and grocery stores, but is also defined by certain socio-economic conditions. The Community Food Advocates' report From Charity to Justice: Building a healthy and equitable food system through faith and community action, defines a food desert as also being in areas where there is a high concentration of poverty, low vehicle ownership, and high concentrations of

single parent, female-headed households. The Antioch – Priest Lake Community does not face these same demographics and therefore is not thought to be a Food Desert.

The Antioch - Priest Lake Community Plan however, does still encourage actions and development that would increase access to healthy food; the Community Plan encourages enhancement of the food system in the community. Community gardens, corner stores, and typical big-box grocery stores would be allowed in many of the community's mixed use community, neighborhood center, and corridor policy areas. Community centers and corridors can be accessed by car, walking, or by transit, an important amenity for residents who do not have personal vehicles, but need access to grocery stores. These areas are typically more intense retail areas where large grocery development would be appropriate. Neighborhood centers are embedded within the neighborhood and are envisioned to be walk-to locations for daily convenience needs and shopping. Therefore smaller footprint corner stores would be a likely fit in these locations.

The Antioch - Priest Lake Community Plan also directly addresses access to these areas and potential grocery store sites by promoting coordinated bike, pedestrian and transit facilities in these areas. The transportation plan also discusses transit and supports existing bus routes and systems such as bus rapid transit (BRT) and Bus Link; both will help increase the frequency of transit in the area, making it easier to access grocery stores and healthy food options.

The Antioch - Priest Lake Open Space Plan component also promotes community gardens as a way to provide healthy food within individual Antioch - Priest Lake neighborhoods that desire more local and organic options.

*CPPW Strategies Concerning Bikeways, Open Space and Public Transportation - The CPPW strategies address bicycling as a method of transportation, creating easy access to open space through directional signage, as well as promoting public transportation as a viable option for travel.*

During the Antioch - Priest Lake Community Plan Update, stakeholders expressed concern with the incomplete sidewalk network in heavily traveled areas, the lack of low risk bike facilities for less experienced cyclists, and the lack of access to open space. Therefore, the Antioch - Priest Lake Community Plan's Transportation and Open Space components identify sidewalks priority's in heavily traveled areas, neighborhood bike loops for low risk bicyclists, and strategic connections to the area's parks and its most prominent open space - J. Percy Priest Lake.

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The Antioch – Priest Lake Community Plan recommends sidewalk connections near the Hickory Hollow Mall. The forthcoming Nashville State Community College, the Metro Nashville Park, Community Center, and Library complex, and the Murfreesboro Pike BRT Lite bus route warrant a complete sidewalk network in this area. Other sidewalk priorities are recommended near the Metro Schools on Hobson Pike, and Anderson Road near Smith Springs Road. In the latter two locations, wide shoulders would be appropriate for bike lanes, which could, as a temporary measure, serve as a safe walking (multi-use) path in areas where sidewalks cannot be constructed immediately.

With regard to bikeways, the Antioch – Priest Lake Community Plan provides bikeways recommendations for high and low risk bicyclists. Bike lanes and routes are recommended along major corridors where riders may be comfortable riding in a dedicated bike lane near higher speed traffic. In other areas, neighborhood bike routes were identified on local streets with low traffic speeds, to attract low risk bicyclists. These routes connect neighborhood centers, schools, and parks. In all cases, these routes connect to transit routes throughout the Antioch – Priest Lake community.

The Antioch - Priest Lake Community is fortunate to have the Mill Creek greenway trail at Antioch Park and the Stone's River Greenway at the J. Percy Priest Dam (which it shares with the adjacent Donelson/Hermitage/Old Hickory community). The Antioch–Priest Lake Community Plan encourages the completion of the Mill Creek Greenway from Antioch Park to Ezell Park and identifies this as a greenway priority. With additional sidewalk connections and strategic trail heads, the Mill Creek Greenway can become more accessible to the neighborhoods around it.

The Stone's River Greenway, on the other hand, is a regional asset that, unfortunately, is solely a drive-to destination for many residents. Just recently a bike lane was completed on Bell Road, from Smith Springs Road to Pleasant Hill Road near J. Percy Priest Dam; this is most direct route to J. Percy Priest Lake and the Stones River Greenway by bike, but it is a high risk riding facility. Therefore, the Antioch – Priest Lake Community Plan recommends bike lanes, sidewalks, and multi-use trails in the Anderson Road / Smith Springs Road area to provide greater access to J. Percy Priest Lake, specifically the Anderson Road/ Smith Springs Road Public Use Areas. There are other public access areas along Bell Road, which are now more accessible because of the bike lane; however, stakeholders noted that the areas are not easy to locate. Therefore the plan recommends areas where additional directional signage should be provided to guide people to those areas.

*Additional CPPW Strategies - The CPPW strategies also address safety issues that may prohibit physical activity such as stray dogs and panhandling.*

The Antioch – Priest Lake community members mentioned general crime and perception of crime as issues of concern. Crime and the perception of crime have kept stakeholders from visiting areas near Hickory Hollow Mall, and have caused concern for some residential neighborhoods. The Metropolitan Nashville Police Department (MNPD) is the primary agency working to address serious safety issues in the Antioch – Priest Lake Community. The Antioch – Priest Lake Community Plan encourages safety by encouraging site design and building design elements that increase safety. For example, residential units facing streets and parks to create “eyes-on-street”, promoting mixed use areas where there is a sense of “24 hour” activity, and creating well-connected streets and neighborhoods to reduce dead-end streets and isolated homes. These and other planning concepts help to create a community that is safe and therefore encourages more physical activity.

### Foundations of the Antioch-Priest Lake Community Plan

There are several foundational documents and concepts that inform the creation of the Antioch-Priest Lake Community Plan. They are described in greater detail below.

#### **Concept 2010: A General Plan for Nashville and Davidson County**

State law (TCA 13-3-301 through 304 and TCA 13-4-201 through 203) charges municipal governments with creating a general plan to guide future development decisions. Concept 2010: A General Plan for Nashville and Davidson County (“the General Plan” or “Concept 2010”) is Nashville and Davidson County’s general plan, adopted by the Metro Planning Commission in 1992.\* The General Plan is not a single document, but a group of related documents. Concept 2010 establishes the general philosophy and vision for the future growth and development in the County. Concept 2010 contains broad, long-term, foundational countywide policies to guide the more detailed planning conducted for each community.

In addition to Concept 2010, the General Plan includes fourteen community plans (formerly called “subarea plans”) and several functional plans that provide in-depth study of specific topics. The functional plans, developed by Planning Department staff and/or in conjunction with other Metropolitan Government departments, include plans for transportation, economic development, historic preservation, parks and recreation, and

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housing. The community plans and functional plans are adopted as part of the General Plan, but are reviewed and updated more frequently than the General Plan.

The authors of Concept 2010 thoughtfully chose to structure the General Plan to ensure that the plan would be a timely, relevant, meaningful guide rather than a static document. As the document states, "Rather than formatting a plan in one document that might remain static for twenty or even thirty years, this Commission has chosen a general plan consisting of a twenty year overview, which is the guiding document, and various functional plans, locational or subarea plans and various implementation tools that would be reviewed on a more frequent basis." The Antioch-Priest Lake Community Plan is one of fourteen community plans, updated every seven to ten years that are designed to guide public and private development decisions to create the community envisioned by community stakeholders.

*\* The update to the General Plan Concept 2010 was underway during the time that the 2012 update to the Antioch – Priest Lake Plan was created and adopted.*

### The Antioch-Priest Lake Transect

The Transect is the central organizing tool of the Community Character Policies, which are the main product of the Antioch-Priest Lake Community Plan. The Transect is a system for categorizing, understanding and guiding the various development patterns of a region, from the most rural to the most urban. The Transect calls for all elements of the natural and built environment to be consistent with the character of the Transect Category within which they are located. The Transect argues that there is room in Nashville and Davidson County for rural, suburban and urban communities, the key is making sure that each of these communities is distinctive and not identical.

The Nashville/Davidson County Transect consists of seven categories of natural and built environments:

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

The Transect system is used to ensure diversity of development in Davidson County. The Transect system discourages homogeneous development. Instead, it recognizes that

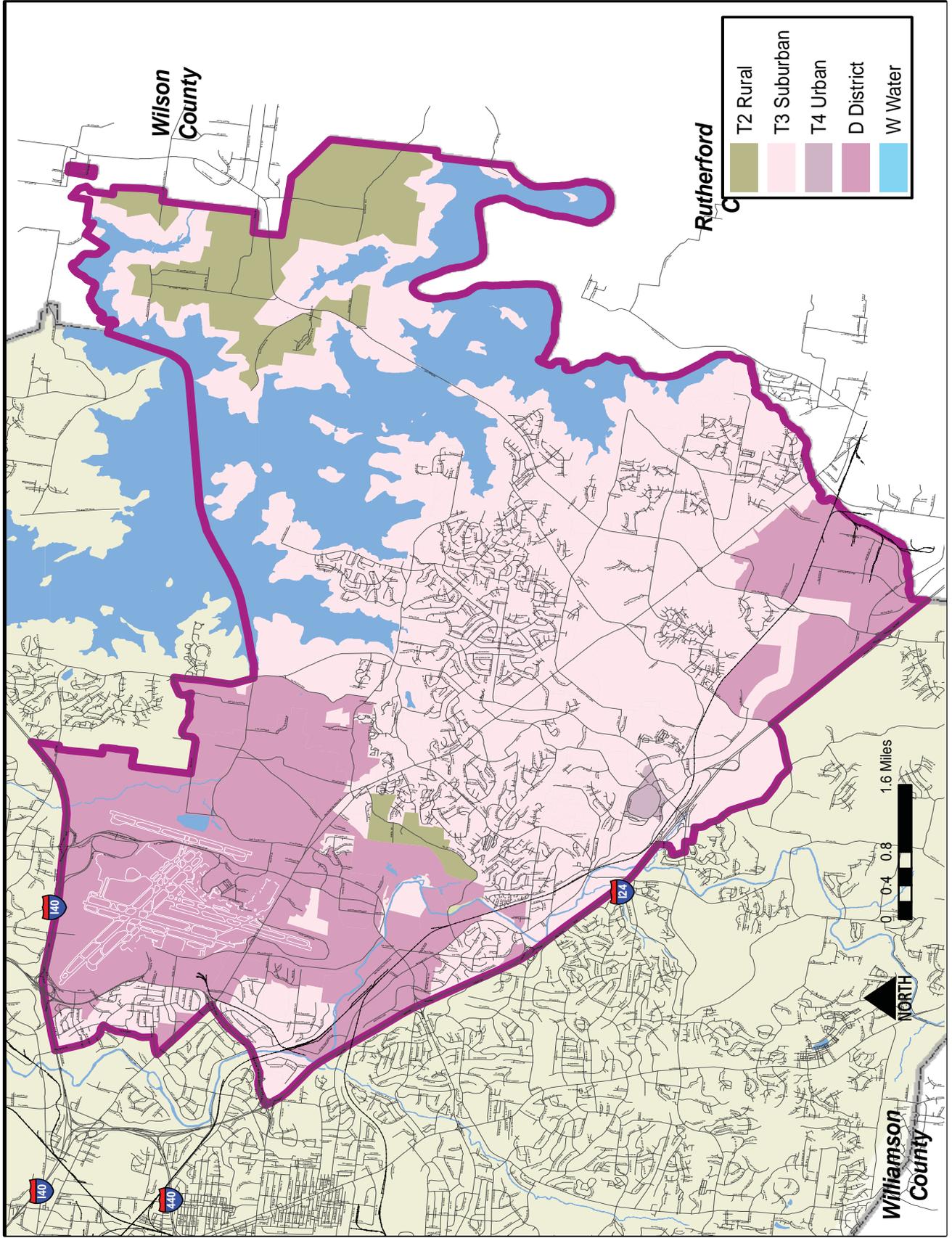
neighborhoods like those found in the Antioch-Priest Lake Community are suburban and should be encouraged to remain that way. While different Transect categories can sit side-by-side, it is crucial that within each Transect category, each element of development should be harmonious with that category. The Transect recognizes the differences, values the differences, and helps to ensure appropriate development occurs in Antioch-Priest Lake neighborhoods.

Antioch-Priest Lake contains Rural, Suburban, and Urban Transect areas. The character of each of these areas was then refined by determining which community elements were present (see discussion below) and what Community Character Policies should be applied to each area. Figure 4 shows the Antioch-Priest Lake Community Transect.

T2 Rural Transect Areas are sparsely developed with agricultural and low density residential as the primary uses, complemented by limited, low intensity commercial uses. The Rural Transect Category provides residents with the choice of seclusion within the natural and rural countryside. Unlike small rural towns in outlying counties, Rural Areas in Davidson County exist in close proximity to Suburban and even Urban Areas. The proximity to more intensely developed areas offers easy access to retail and services. Within Rural Areas, however, residential and agricultural buildings are sparsely located and are scattered across the landscape in a pattern that honors environmental features and agricultural uses and does not create a dense road network. Residential buildings are often irregular in their orientation to the rural road with deep and varying setbacks. Building footprints are small in relation to their lot size. They are often placed on large contiguous acres of land, resulting in wide spacing between buildings. Historically, some groupings of homes have clustered in small "hamlets" where residential buildings may be more regularly spaced, sitting closer to the road and oriented to the road. Two areas in Antioch-Priest Lake fall under the Rural Transect Category. They include the frontage of Franklin Limestone Road, and the area east of J. Percy Priest Lake around Long Hunter State Park.

T3 Suburban Transect areas have a mixture of uses, including residential, civic and public benefit, and mixed uses, that are generally separated from one another, with residential as the predominant use. Building patterns vary, but Suburban Transect areas are generally characterized by moderate to deep setbacks and side yards, curvilinear streets, and less formal landscaping. Residential building types include single- and two-family structures as well multifamily structures. Most of the neighborhoods and commercial areas in the Antioch-Priest Lake Community are considered Suburban Transect areas.

Figure 4: Antioch - Priest Lake Transect



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T4 Urban Transect areas also have a mixture of uses – residential, civic and public benefit, commercial and office – but these are more likely to be found in closer proximity or even mixed together. Mixed use and commercial buildings are characterized by shallow setbacks where buildings may be built to the back edge of sidewalks. Residential buildings generally have shallow setbacks and spacing. Streets are linear with a higher level of connectivity, and landscaping is more formal with street trees and other formal plantings. Urban Transect areas generally contain a greater mixture of housing as well. Single- and two-family homes may be located in close proximity to multifamily and are ideally building types are mixed creating a cohesive development pattern. In Antioch-Priest Lake, there is one Urban Transect area, which is the site of the former Hickory Hollow Mall. This site is being redeveloped with a new mixture of activities. The envisioned form of the redeveloped site is an urban mixed use town center.

District Transect areas are for singular uses that may interact differently from their surroundings; they may need to be isolated from surrounding uses (such as industrial use), or may need to engage with surrounding uses (such as universities or office parks), while still recognizing the difference in use and built form. District Transect areas in Antioch Priest-Lake include Impact, Industrial, Employment Center, and Office Concentration areas. As an example of the unique situation of Districts, Industrial Districts may need special isolation of buffering so as to not be a nuisance to residential areas. Industrial Districts in Antioch-Priest Lake include two areas, one south of the airport and one near the Rutherford County line. Office Districts are found near the Airport, as is one of the two Employment Centers. The second Employment Center is considered the southern portion of The Crossings, south of Old Franklin Road and north of Old Hickory Boulevard.

A detailed description of each Transect category is contained in the Community Character Manual, which is a dictionary of all of the Community Character Policies that are applied to property through the community plan update process (see a more detailed description of the document below). Understanding the Transect, how it is applied, and the character that it establishes, creates consistency in development in Nashville and Davidson County. The policies and regulations that govern land development in Nashville and Davidson County should promote development that is consistent within each Transect category. This consistency needs to extend from the broad policy level (for example, what land uses or transportation elements are appropriate) all the way down to the specific regulations that implement the policies (for example, how building setbacks should look in different Transect categories).

### The Antioch-Priest Lake Community Elements

The Transect describes the built environment from the most natural and rural areas to the most urban areas across a region. The “built environment” that the Transect describes is comprised of four basic Community Elements – Open Space, Neighborhoods, Centers and Corridors. Each of these Community Elements is found within most of the Transect Categories, but the scale, character, and intensity of the Community Element varies depending on the Transect Category in which it is located. For example, a Center in the Rural Transect Category may consist of two storefronts at a rural intersection, a Center in the Urban Transect Category may be an entire block or more of shops, offices and residences built to the sidewalk.

Ideally, each area in the Antioch-Priest Lake Community would have convenient access to all four Community Elements. Every Neighborhood would have access to Open Space and Centers and/or Corridors where residents could work, shop or visit. In the Antioch-Priest Lake Community Plan, where a community element does not exist, the policy encourages its incorporation into the fabric of the community or the creation of the Community Element in nearby proximity.

Open space is the least developed Community Element in each Transect Category. In many instances, open space preserves the natural environment from growth and development. In other instances, open space may be developed in a low-impact manner to provide recreation opportunities for the community. Open space can take many different forms within a Transect Category, but requires planning in order to create a space that is truly beneficial to its users. In Natural and Rural settings, open space is generally passive, utilizing the natural vegetation as its landscape with few if any additional amenities. In Suburban and Urban settings, open space becomes more formal to accommodate active recreational uses, with passive uses appearing in the form of plazas, courtyards, lawns and squares. As described in the Nashville and Davidson County Metropolitan Parks and Greenways Master Plan, open spaces do not exist in isolation and should be designed to reflect the needs and context of the surrounding neighborhood and community.

In Antioch-Priest Lake, examples of open space range from the Army Corps of Engineers property around J. J. Percy Priest Lake to smaller neighborhood parks like Ezell Park and the new Southeast Park. The open space may also exist as part of a public benefit uses, such as open space with a school, community center, or library. Antioch-Priest Lake also has many small family cemeteries. Some of their locations are known and others are not. When on a separate parcel, these cemeteries are mapped as open space. See Chapter IV: Open Space Plan,

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for recommendations regarding open space in Antioch-Priest Lake.

Neighborhoods are the backbone of the larger community, providing a diversity of housing for residents at every point in their lives. The Antioch-Priest Lake Community Plan encourages a carefully integrated, well-designed mixture of housing types and densities. To strike balance between providing diversity in housing and maintaining the existing or envisioned character of the neighborhood, several factors are considered including building type and location, and the building's size, placement, and orientation. Neighborhoods in Antioch-Priest Lake are very diverse in terms of housing type mixture. This applies to established neighborhoods as well as those still under development. The Community Character Policies generally place neighborhoods in one of two categories – “maintenance neighborhoods,” which indicates that the neighborhood is not anticipated to change significantly within the planning period of seven to ten years and “evolving neighborhoods,” which indicates that the neighborhood or undeveloped land is likely to experience significant change over the planning period. In the Antioch-Priest Lake Community, Nashboro Village, Patricia Heights, and Edge O’Lake are examples of Maintenance Neighborhoods. Several Evolving Neighborhoods are found south of Hobson Pike.

Centers are gathering places situated within neighborhoods or at the edges of adjoining neighborhoods or communities. Centers offer access to retail and services, civic and public benefit uses such as schools, churches and post offices, employment and, in some cases, residential options as well. Centers vary in form, character and intensity across the Transect. In Rural settings, centers are encouraged to be smaller main street areas and village centers where the intensity and scale are smaller to complement the rural character. In Suburban and Urban areas, centers become larger concentrated areas of commercial, residential, employment, entertainment, and civic/public benefit uses that may serve the immediate neighborhood or the larger community.

In Antioch-Priest Lake, centers range from small-scale neighborhood centers to the moderately-sized community centers like the ones at several major intersections along Murfreesboro Pike, such as Una Antioch Pike and Bell Road. To be sustainable, centers are encouraged to be mixed use and accessible to pedestrians, cyclists, transit and vehicles. The Antioch-Priest Lake Community Plan encourages the centers to develop into walkable, mixed use areas of activity at scale appropriate to their service area and to the character of development surrounding them.

Corridors link neighborhoods, communities and the region.

The scale and character of the corridor can vary depending on its use and location in a particular Transect Category – Rural, Suburban and Urban. Corridors are intended to be designed and to function differently depending on the Transect Category through which they pass.

As corridors pass through Transect Categories from a more natural setting to an urban setting, they change in character and size. The land uses adjacent to corridors change as well. Corridors often act as throughways and destinations, moving people to and from the outer areas of the region into more densely populated urban areas and offering access to some mixed use centers along the way. Land uses adjoining these corridors include from residential and mixed use.

### How to use the Antioch-Priest Lake Community Plan

#### Community Character Manual, Community Character Policies and Special Policies

The Community Character Manual (CCM) is a functional plan component of Nashville’s Concept 2010: A General Plan for Nashville and Davidson County. Adopted by the Planning Commission in 2008, the CCM has three main functions: to explain and institute the Community Character Policies that will be applied in each Community Plan; to provide direction for the creation of implementation tools such as zoning; and to help shape the form and character of open space, neighborhoods, centers, corridors and districts within communities. The Antioch-Priest Lake Community Plan is the fifth community plan to utilize the Community Character Policies in the CCM.

The CCM is the dictionary of Community Character Policies that are applied to land in the Antioch-Priest Lake Community. The CCM organizes the policies first by Transect Category then by Community Element as discussed above. The Antioch-Priest Lake Community Plan is structured in this way as well. For example, all Suburban Community Character Policies are found in one section in Chapter II; they are discussed starting with Open Space, then Neighborhoods, Centers, and finally Corridors.

#### Interpreting Maps in the Community Plan

The following is the step by step process of how to read and understand which Community Character Policies apply to any given area in Antioch-Priest Lake.

## 1. Look at the Antioch-Priest Lake Community Character Policy Map to determine what the policy is for your area of interest.

The Antioch-Priest Lake Community Plan includes several maps. The Transect Map shows the first assessment of the envisioned character of the Antioch-Priest Lake Community, determining which areas will be rural, suburban, urban, and districts. The Transect Map is translated into the Concept Plan found in Chapter II. The Concept Plan reveals many of the ideas that the community has about its future growth, development and preservation.

The Concept Plan is translated into a Community Character Policy Map, found in Chapter II, where the vision for the community is enacted through Community Character Policies. When using the Antioch-Priest Lake Community Character Policy Map to determine the guidance for a particular property, there are several items on the map to be aware of – the Community Character Policies and their symbols, Community Character Policy Areas (their numbers and Special Policies), and Infill Areas.

### Community Character Policy Symbology –

Community Character Policies are applied to all of the land in Antioch-Priest Lake. Each Community Character Policy has a unique symbol that is a combination of a color and a pattern. The color indicates the Transect Category and the pattern indicates the Community Character Policy. For example, all Suburban Transect areas are denoted by a pink base color. The various Community Character Policies have different patterns layered on the base color to create each unique symbol. See Figure 5.

### Community Character Policy Areas Numbering –

Because different areas can have the same Community Character Policy, but still have different character, the community character policies are further identified by areas and are called Community Character Policy (CCP) Areas. The CCP areas have policy boundaries that are identified by the development patterns (lot sizes, spacing of homes, in some instances density and intensity, and zoning), and unique features in the area. To further identify these areas, a CCP Area Number is assigned to them and is subsequently mapped on the Antioch-Priest Lake Community Character Policy Plan Map as shown in Figure 6.

Figure 5: Symbology for CCM Policy Categories

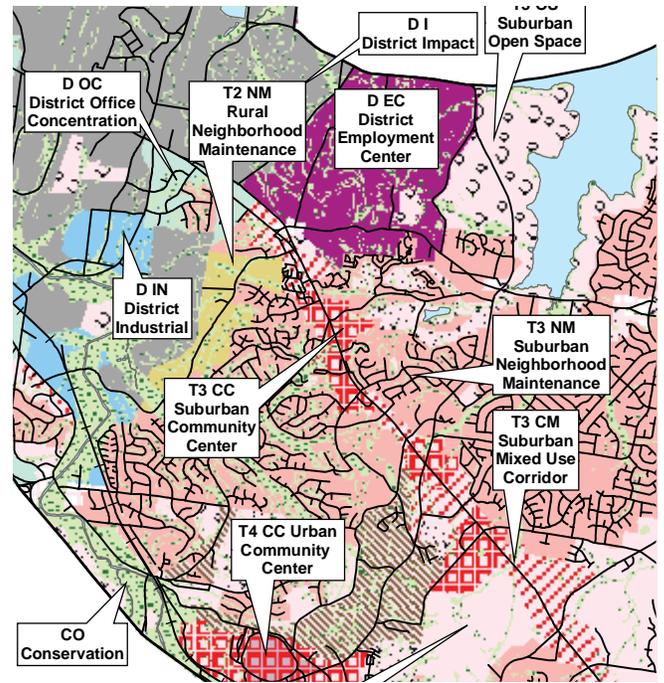
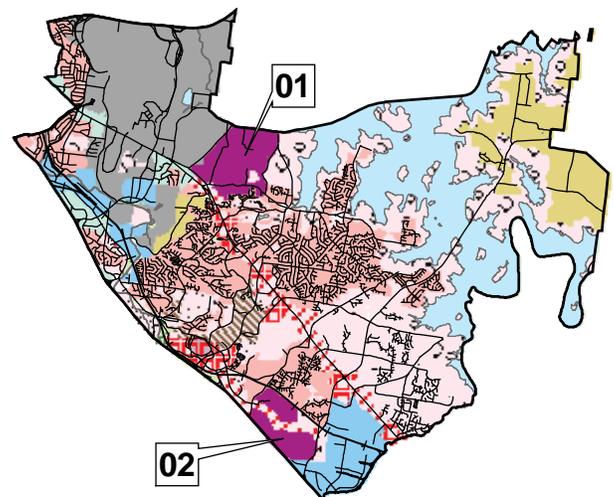


Figure 6: Similar Policy Areas with Different Numbers



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The CCP Area Number is displayed as: 13-T3-NE-01. The 13 identifies the community planning area. The Antioch-Priest Lake Community is Subarea 13. The T3 identifies the Transect Category. In this case the Transect Category is T3 Suburban. The NE identifies the Community Character Policy. In this case the Community Character Policy is Neighborhood Evolving. Finally, the 01 identifies the Community Character Policy area. In this case, it is Area 1. See Figure 7.

Note that there may be areas with the same Community Character Policies applied in different neighborhoods or areas that are non-contiguous, but because the character is the same, their CCP Area Numbers are the same. See Figure 8.

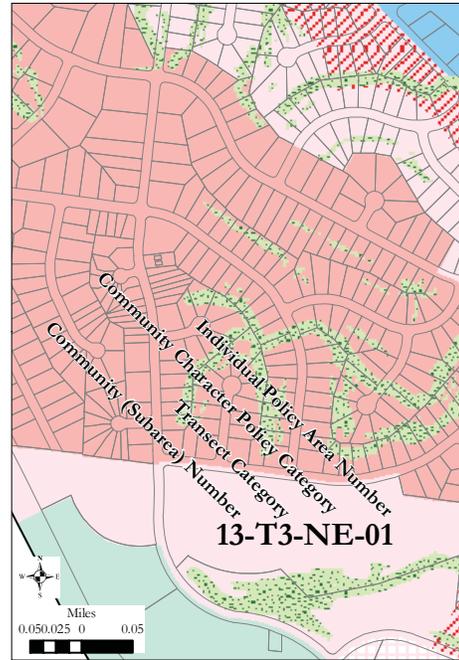
## 2. Read the Community Character Policy in the CCM

After looking at the Community Character Policy Map and determining which Community Character Policy is applied to the area that interests you, next turn to the Community Character Manual to read more about that policy. The CCM will provide guidance, per Community Character Policy, on a variety of design principles, appropriate zoning districts, and building types.

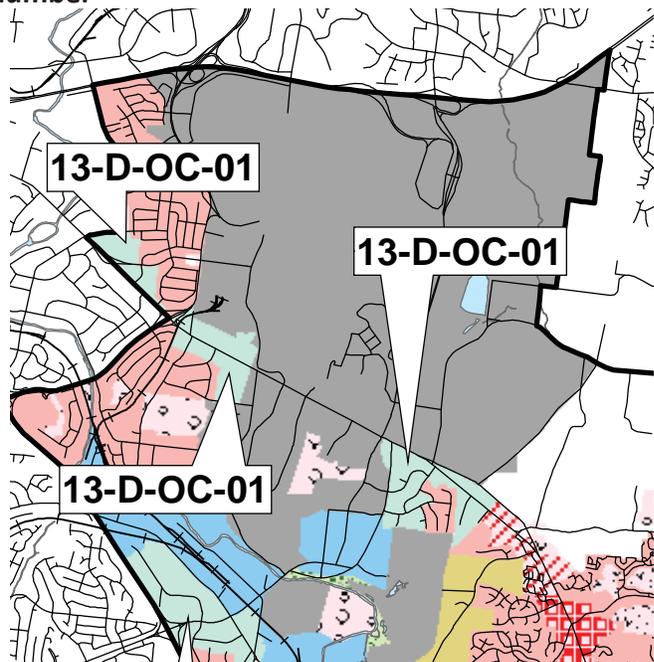
Third, read the Antioch-Priest Lake Community Plan to determine if there are any Special Policies for the area, including Infill Areas

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 Antioch-Priest Lake 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.

**Figure 7: Community Character Policy Number**



**Figure 8: Non-contiguous areas with the same policy number**



Some Neighborhood Maintenance Community Character Policy areas also have infill areas, which are denoted on the Community Character Policy Map with purple dashed lines. Infill areas are those that are underutilized or under-developed properties in mostly developed areas that may redevelop over the next seven to ten years and would be an appropriate location for more intense infill development. The infill areas are highlighted so that the Antioch-Priest Lake Community Plan can provide guidance on how the properties should develop.

A small map is included at the beginning of the section for each Community Character Policy category in Chapter II. It highlights the community character policy for that section.

### 3. Read the “General Principles” in the CCM for additional guidance on specific development and preservation topics.

In addition to the Community Character Policy and special policies unique to the area, users are encouraged to review the “General Principles” at the beginning of the CCM, where topics such as historically significant properties, transitions between Community Character Policies, healthy communities, and stormwater are addressed.

The CCM provides general principles and is where the Community Character Policies contained in the Antioch-Priest Lake Community Plan are defined, but with generalities for flexibility in the use of the policies. The Antioch-Priest Lake Community Plan is where the Community Character Policies are applied and where generalities are made more specific through the use of special policies. The Community Character Policies and special policies should be used in the creation of development proposals and neighborhood, center, corridor and community planning efforts.

#### Community Character Policies Influence Future Development

The Antioch-Priest Lake Community Plan is a policy document. Unlike zoning, it is not regulatory. The Plan does not alter the existing zoning on properties, nor does it initiate the taking of property. Rather, the Antioch-Priest Lake Community Plan is used to guide Metro Planning Department staff recommendations to the Metro Planning Commission and Metro Council when future zoning decisions are made. Zoning decisions determine

land uses and densities/intensities of the property. When a zone change application is filed, Metro Planning staff refers to the Community Plan to make its recommendation on whether the Commission and Council should support or reject the zone change request. Zone change proposals are encouraged to follow the guidance of the Antioch-Priest Lake Community Plan. The Plan also guides decisions on Metro’s Capital Improvements Budget and Program and decisions regarding surplus properties. The Plan guides subdivision decisions to a lesser degree.

The Community Plan can set the stage for individual property owners or groups of owners to change their zoning to fully realize the future vision. The Community Plan is the first step toward developing an Urban Design Overlay (UDO) or to rezone an area to a Specific Plan District (SP).

The UDO is an additional layer of zoning that overlays base zoning and allows for additional urban design regulations. The SP is a base zoning district where the rules of development are created to be more specific to the proposed development or to achieve a specific vision. Both tools are used to achieve more specific, higher design standards than traditional base zoning would allow and both are required to follow the Community Plan.

The UDO and the SP are a next step from the Community Plan if the community wishes to fully implement its vision. While the Community Plan applies the more specific policy guidance, which guides decisions on future zone change and subdivision requests, the UDO and the SP actually change zoning and have regulatory effect. After a UDO or SP is adopted at Council, any final development construction plans submitted for approval of development within the UDO or the SP must be reviewed to ensure that they follow the standards stipulated in the UDO or the SP.

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