

DICKERSON SOUTH CORRIDOR STUDY

*A Small Area Plan Amendment to the
East Nashville Community Plan
of NashvilleNext*

Adopted
June 13, 2019
February 27, 2020

Planning Department
Metropolitan Government of Nashville and Davidson County

Acknowledgements

Steering Committee

Tony Clouse
Property Owner

Beau Daniel
*Bristol Development Group,
Developer*

Ashonti Davis
Highland Heights Resident

Myron Dowell
*Developer and
Highland Heights Resident*

Ramona Gholston
Pages Branch Resident

Terry Key
*Former Resident and East Nash
Chapter of Edgehill Bike Club*

Marty Lang
*Dickerson Road
Merchants Association*

Kathy Leslie
*Shugga Hi Bakery,
Business Owner*

Sam McCullough
*Cleveland Park Resident and
Highland Heights Property Owner*

Kelsey Oesmann
*Urban Housing Solutions,
Developer*

Taylor Perkins
Developer

Jamie Pfeffer
Architect Consultant

Adam Vollrath
McFerrin Park Resident

Nathan Weinberg
Retrograde Coffee

Other Acknowledgements

Scott Davis[†]
Council Member District 5

Sean Parker[‡]
Council Member District 5

McFerrin Park
Neighborhood Association

Cleveland Park
Neighborhood Association

Highland Heights
Neighborhood Association

Pages Branch
Neighborhood Association

Dickerson Road
Merchants Association

Greater Nashville
Regional Council

Nashville Area
Chamber of Commerce

Nashville Electric Service

Downtown Partnership

WeGo Public Transit
*(Metropolitan Transit Authority and
Regional Transit Authority)*

Metropolitan Development
and Housing Authority

Metropolitan Nashville-
Davidson County Government
*Historical Commission
Information Technology Services Dept.
Parks and Recreation Dept.
Public Works Dept.
Water Services Dept.*

State of Tennessee
*Dept. of Transportation
Dept. of Environmental and
Conservation*

Planning Commission

Greg Adkins
Chair

Jessica Farr
Vice Chair

Fabian Bedne[†]
Council Member Representative

Lillian Blackshear

Roe Elam IV[†]
Mayor's Representative

Ron Gobbell

Jeff Haynes

Mina Johnson[‡]
Mayor's Representative

Daveisha Moore

Kathleen Murphy[‡]
Council Member Representative

Dr. Pearl Sims

Brian Tibbs

Department Leadership

Lucy Kempf
Executive Director

Robert Leeman, AICP
Deputy Director

George Rooker
Special Projects Manager

Lisa Milligan, AICP
Land Development Manager

Michael Briggs, AICP[†]
Multimodal Transportation Manager

Greg Claxton, AICP
Community Plans Manager

Joni Priest
Design Studio Manager

Marty Sewell, AICP[‡]
Multimodal Transportation Manager

Department Staff Participants

John Broome
Peter Bird
John Broome
Jessica Buechler, AICP*
Gene Burse, AICP
Miranda Clements, AICP
Elham Daha*
Elwyn Gonzalez, AICP
Anna Grider
Lee Jones, PLA*
Eric Hammer, AICP
Jennifer Higgs
Jen Johnson*
David Kline
Kyle Lampert
Nicholas Lindeman
Jeffrey Leach
Anita McCaig, AICP
Stephanie McCullough
Daniel McDonnell*
Sharon O'Conner
Joni Priest
Dara Sanders*
Shawn Shepard, AICP
Justin Wallace*

**Participated in process, but no longer
employed at Planning Department.*

*† June 13, 2019, only
‡ February 27, 2020, only*

DICKERSON SOUTH CORRIDOR STUDY

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What is a Small Area Plan?

The Dickerson South Corridor Study is a small area plan produced by the Metropolitan (Metro) Planning Department. Small area plans illustrate the vision for designated land in neighborhoods and along corridors within Nashville’s 14 community planning areas. On a parcel-by-parcel basis, these plans steer the appropriate land use, development character, and design intent guided by goals established by community stakeholders. Like other forms of small area plans, corridor studies are developed through a participatory process that involves Planning Department staff working with stakeholders to establish a clear vision and provide detailed information and solutions to guide the future physical and regulatory characteristics for particular corridors of the city.

Small area plans are commonly used by the community, staff, the Planning Commission, and Metro Council members as a starting point for discussing public and private investment in a designated area, including proposed zone changes, subdivisions, and public infrastructure investments. Once adopted, the small area plan serves as the primary guide for the neighborhood’s future development.

The plan product most important to neighbors and business owners interested in redevelopment is the character area and subdistrict guidance that serves as a supplemental policy within the overall community plan for the area. Tailored to meet the needs of each individual area studied, the Character areas and subdistricts provide detailed guidance on the vision for zoning and design.

Design scenarios are also often included to illustrate how development consistent with the supplemental policy on the corridor might occur. This helps the surrounding neighborhoods consider how the land uses could be distributed along the corridor and what development could look like.

For the most current information on the Community Character Manual and the Community Plans:
www.nashville.gov/Planning-Department/Community-Planning-Design.aspx



Participant small group discussions during charrette kickoff

DICKERSON SOUTH CORRIDOR STUDY

PART 1: THE SETTING

The *Dickerson South Corridor Study* is a supplement to and a part of the *East Nashville Community Plan of NashvilleNext*. It addresses land use, transportation, and community design at the neighborhood scale. Dickerson South is the first of two phases to study Dickerson Pike. The second phase, Dickerson North, will follow completion of Dickerson South.

Beginning in November 2018, the Metropolitan Planning Department staff engaged residents, property owners, business owners, and other stakeholders along the Dickerson South corridor (corridor). This small area plan developed during that engagement process will guide future growth that supports high-capacity transit envisioned by *NashvilleNext* and *nMotion*.

Study Area

With its southern boundary located less than a mile north of downtown Nashville, the corridor study area includes properties abutting Dickerson Pike from Spring Street north to the Pages Branch overpass. The study area is mapped in **Fig. 1**. Dickerson North will include generally property fronting Dickerson Pike from just north of Trinity Lane to just north of Briley Parkway.

Process

Every successful plan requires robust community engagement and coordination with stakeholders. The process started with the selection of a steering committee to drive community engagement and advise during development of the corridor study. The Community Engagement Report (see **Appendix C**), documents in more detail the public participation opportunities and input received throughout the planning process for this study.

Community Engagement Summary

During the summer of 2018, the Planning Department staff hosted two early touchpoint meetings with the community to discuss the vision of Dickerson Pike from Spring Street to TriStar Skyline Medical Center. This occurred with an opportunity for Metro to apply for a BUILD (Better Utilizing Investments to Leverage Development) transportation grant through the U.S. Department of Transportation. The general consensus from the early touchpoint meetings was that

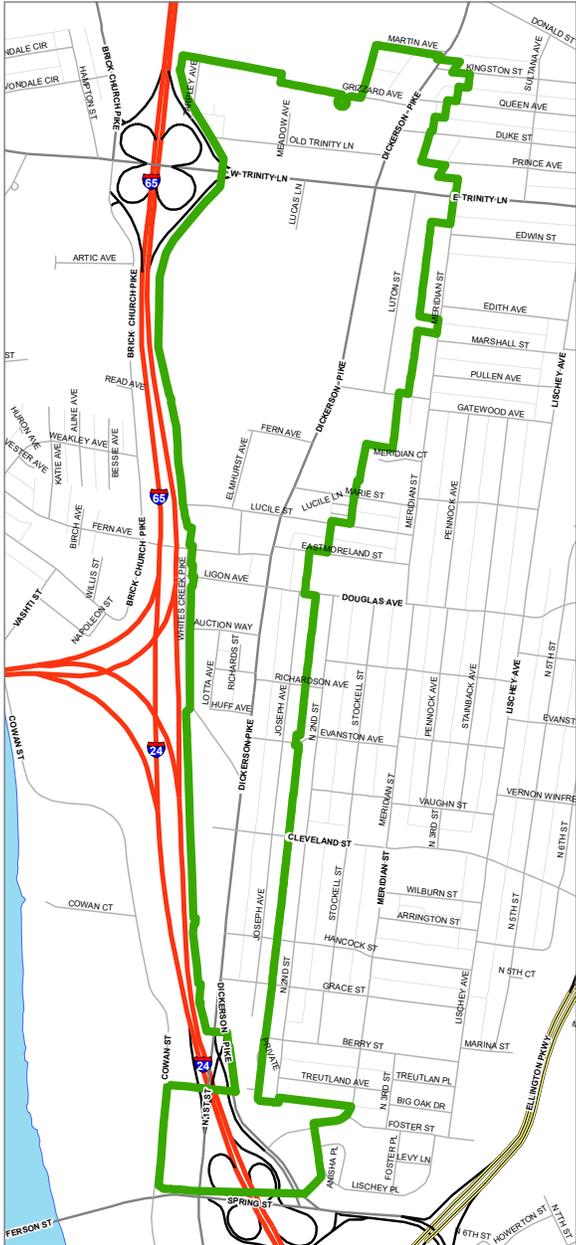


Fig. 1: Dickerson South Corridor Study Area (area within green boundary)

there is interest to re-examine the previous planning studies along the Dickerson Corridor and to apply for a BUILD Planning Grant to assist Metro in formalizing an updated vision for the corridor. While the grant was not successful, Planning staff proceeded with developing and executing a planning process to engage residents, property owners, business owners, and other stakeholders along the corridor and within adjacent neighborhoods to develop a corridor plan to guide future growth and to consider implementing zoning options.

The public process specifically for Phase 1, or Dickerson South, kicked off with a week-long charrette during the last week of January 2019. Charrette week included multiple opportunities for public input, including

facilitated small group discussions during the visioning session, presentation of work underway during two open design studio sessions, and a presentation of preliminary recommendations during a work-in-progress session that closed out the week. All information presented at the work-in-progress was available on the project website for review throughout the planning process.

Staff continued working with the steering committee and community in the months following charrette week to draft and finalize the study. In addition, staff coordinated with multiple Metro, regional, and state departments and agencies throughout the process to ensure alignment with other plans and studies.



Planning team worked from Trinity Community Commons, formerly known as Trinity United Methodist Church, and is located a block off of Dickerson Pike and fronting East Trinity Lane (above)

PART 2: THE PLAN

Based on input described in Part 1: The Setting, the *Dickerson South Corridor Study* Part 2: The Plan presents the multifaceted policy plan preceded by the supporting vision. More specifically, Part 2 presents and details the community vision and the supplemental policy included with this plan.

Community Vision

Four elements described in this section detail Dickerson South's community vision, including a vision statement, goals and objectives, a conceptual framework, and development scenarios that represent potential build out consistent with the vision.

Beginning one mile northeast of downtown, Dickerson South stretches two-miles linking East Nashville neighborhoods and suburban points north to downtown Nashville. For many years, this area has been overlooked and undervalued due to reputation and market demand. An auto-centric design, missing sidewalks and protected crossings, and limited resident-based services and retail options places the street at odds with the vibrancy of adjacent neighborhoods it is intended to serve.

In a rapidly growing city, Dickerson South has embraced this moment of its history and readied itself for a renaissance. Market pressure, fueled by the city's overall growth and good economy, its stunning skyline and hillside views, and a desire for change, underlines a unique opportunity for investment.

Vision Statement

The vision statement was developed during the charrette with direction from the steering committee and input from the community. It represents the community's common goals and expectations for the future.

Dickerson South, in the heart of a rapidly growing city, is ready for its renaissance. With stunning downtown skyline views, flanked by great neighborhoods, and a desire for change, we are presented with a unique opportunity to create one of Nashville's safest and most attractive streets. We embrace this moment in time to plan for Dickerson South to transform into a complete, mixed use, urban street that meets the needs of our community.

Goals & Objectives

The result-oriented goals and objectives describe the community's vision. Each is formatted to read as the preferred outcomes over the next 10 years. They were created by the community during charrette week and follow up meetings.



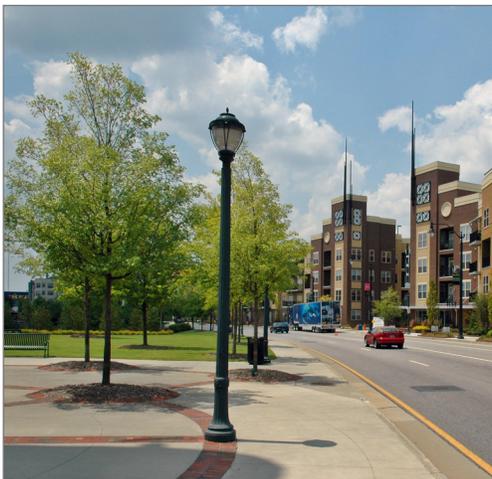
Steering Committee and planning team members on a walking tour of Dickerson Pike during charrette week (above)



Visioning workshop participants (above)



Tree-lined urban street (above)



Public open space serving nearby housing (above)

Beautiful street

Clutter free, tree-lined streetscape. Dickerson South will be a beautiful street lined by trees, sidewalks, and multi-story, mixed use buildings with ground floors activated by retail, restaurants, and other services, creating a busy, lively sidewalk in place of an outdated, auto-oriented strip.

Cohesive, authentic design. Harmonious redevelopment draws from the area's rich history and offers a strong sense of identity and visual quality. Buildings contribute to the character by facing the street with attractive entrances that welcome pedestrians, and have windows that overlook the street to create a sense of security.

Protected downtown viewsheds. Views from protected hilltops and other vistas provide the public a glimpse of an ever-expanding skyline consisting of the tall buildings of downtown, lush, historic neighborhoods, and the rolling hills of the region that surround the city.

Ample greenspace. Public spaces and amenities serving the area will include those:

- Incorporated into private redevelopment
- Along the banks of a greenway following the path of Pages Branch and connecting to the Cumberland River; and
- Metro parks accessed by pedestrian-friendly streets that include Tom Joy, McFerrin, and Cleveland parks.

Neighborhoods adjacent are protected from intrusion of incompatible heights. High development intensities located on the west side of Dickerson Pike progressively step down in height and massing moving eastward and into established neighborhoods.

Recognizable gateways reflect the street's history. Gateways to the corridor embrace history and capitalize on links to transit nodes and public open spaces.

Protected natural resources

Best practice stormwater infrastructure. Implementation of low-impact development strategies mitigates stormwater runoff during the corridor's transformation to a dense urban, mixed use community.

Protected natural features incorporated into site designs. Key amenities of redevelopment feature protected creeks, hilltops, and other sensitive and unique environmental features.

Transit supportive uses and densities

Taller buildings in appropriate locations. Taller buildings generally located on the west side of Dickerson Pike, away from established neighborhoods east of the corridor, provide transit-supportive residential and employment densities necessary for high-capacity transit service to succeed.

Residential opportunities for all incomes and family/household sizes. A diverse range of housing types provided with redevelopment accommodates a wide array of home buyers and renters.

Focus on mixed use. Vertically mixed use buildings activate the street with ground floor uses catering to residents and employees within walking distance of the corridor.

Served by a variety of neighborhood-focused retail and services. An influx of new residents and employees refocuses the retail and services market along the corridor and expands and enhances options for established neighborhoods.

Mobility options

Reliable, frequent transit options. Reliable, high-capacity transit provides the backbone necessary for the successful redevelopment of the corridor, offering a mobility option necessary to serve the needs of an intensely developed mixed use corridor.

Pedestrian-prioritized streets. Safer pedestrian access to commercial services and amenity areas from nearby neighborhoods and employment centers represent Dickerson Pike's shift in modal priority from moving cars to moving people via walking, cycling, and transit.

Ample street crossings for pedestrians. Safe and comfortable pedestrian street crossings link the two sides of the corridor, thereby reducing risks such as attempting to cross the street mid-block without protected crosswalks.



Transit supportive densities (above)



Variety of housing options (above)

Conceptual Framework

The conceptual framework, shown in **Fig. 2**, illustrates the community vision established during charrette week. Ideas expressed in this concept were refined post charrette to incorporate input gained from the Work-in-Progress and follow up meetings with the steering committee and other stakeholders. As the process of developing the plan progressed, the conceptual framework provided the structure for preparing supplemental policies that, in conjunction with the Community Character Manual guidance, provide a guide for private development and public investment.

The framework identifies the following:

- Conceptual street network
- Major intersections and transit nodes, and
- Appropriate building heights for new development.

Conceptual street network. A conceptual street grid identifies a future network of north-south and east-west streets that organize blocks suitably sized for urban development. These future links meet Dickerson Pike at established or planned street intersections. Additional connections outside of the corridor such as west to River North are noted.

Major transit nodes. Future development patterns are organized around high-capacity transit stations identified by *nMotion*, the greater region's plan for transit. These nodes highlight the importance of providing enhanced pedestrian infrastructure linking areas within walking distance safely to the station areas.

Appropriate building heights. The community expressed a desire for higher intensity (i.e. taller buildings) west of Dickerson Pike and appropriate transitions in massing and height to adjacent established neighborhoods to the east.

Pages Branch greenway trail. Pages Branch traverses the area west of Dickerson Pike where there is a lack of connected open space. Creating a greenway that connects to the Cumberland River provides additional opportunities to orient buildings and recreational activities towards the trail and enhance natural resources.

Design Scenarios

The design scenarios illustrate one possibility for the community's vision for future growth built out over time. Developed through a participatory process, the long-range vision depicts, on a parcel-by-parcel basis, the appropriate land use, development character, and urban design intent of future development based upon the neighborhood's goals and sound planning principles.

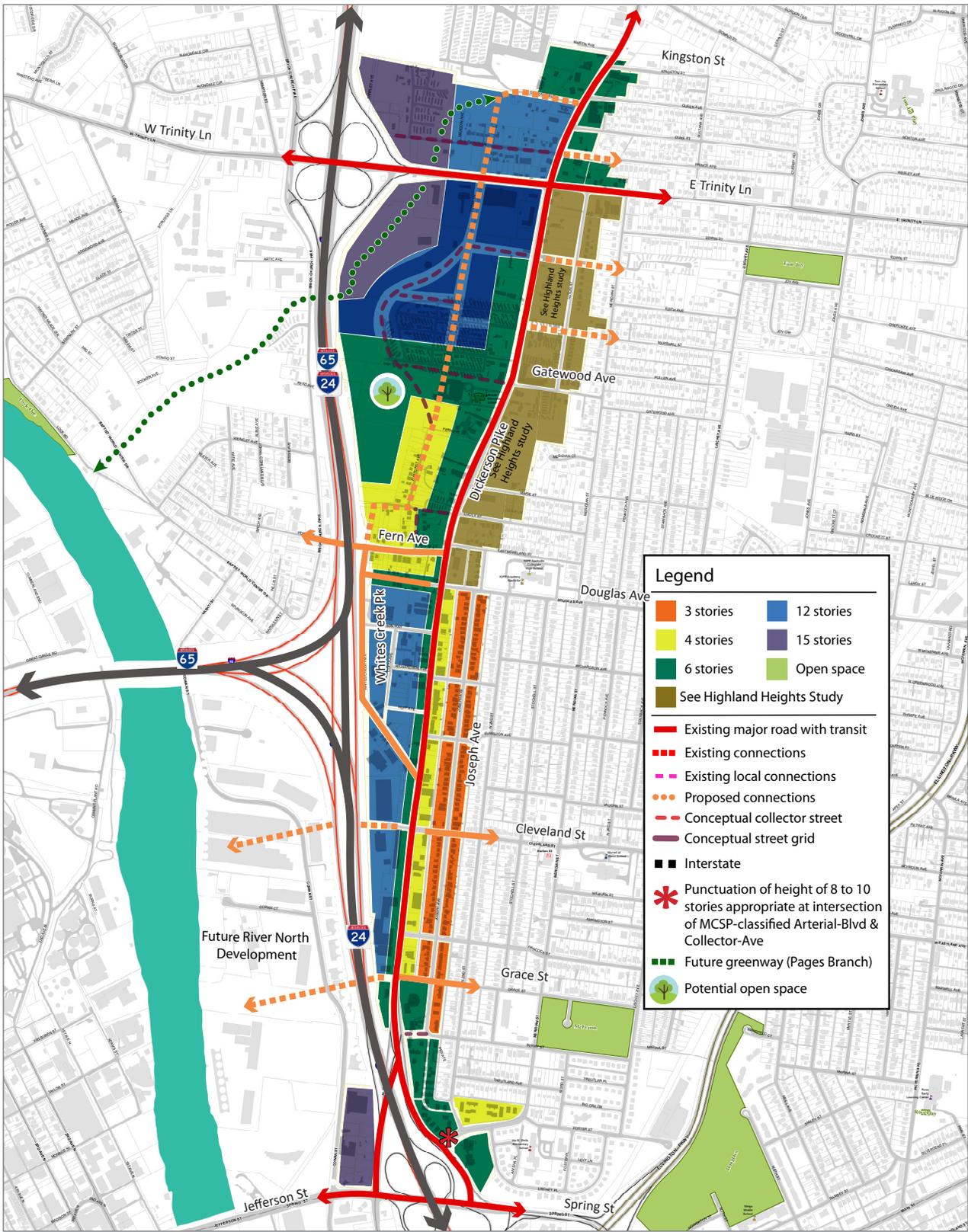


Fig. 2: Conceptual Framework

Trinity

The Trinity scenario envisions a major node at the intersection of Dickerson Pike and Trinity Lane with mid-rise buildings accommodating a mix of uses and high-capacity transit. Taller buildings are near the interstate and step down in height to transition to nearby neighborhoods. Pages Branch creates a unique natural feature incorporated into public open space and a greenway trail. Buildings frame the creek and greenway to create an interesting gateway. Buildings along Dickerson Pike are close to the street and create a consistent street wall that brings interest to the corner at Trinity Lane with unique architectural elements, outdoor plazas, and access to transit. Development east of Dickerson Pike relates to and transitions in scale to nearby neighborhoods.



Trinity plan view (above) and perspective view (below)





Cleveland/Whites Creek

The Cleveland/Whites Creek scenario envisions a commercial node at the intersection of Dickerson Pike and Whites Creek Pike. Buildings along Dickerson Pike range in height between one and four stories on the east side of Dickerson and one to six stories on the west side. Development adjacent to the interstate accommodates taller buildings with larger footprints. Development on the east side of Dickerson Pike relates to the neighborhood in terms of scale and height. Cleveland Street connects to River North west of the interstate and development responds accordingly to the design of the street.

Cleveland/Whites Creek plan view (above) and perspective view (below)



Supplemental Policy

Supplemental policies provide an additional level of guidance beyond that provided by the Community Character Manuel (CCM). Supplemental policies address unique features of the area and expand upon standard guidance of CCM in order to tailor policy to the needs of the study area and surrounding neighborhoods. Alone, the CCM policies applied to the study area do not provide the level of detail necessary to guide new development that is desired by community stakeholders.

The Dickerson South Supplemental Policy incorporates the following components, each of which is described in the following pages:

- **Subdistricts.** There are five building height subdistricts within the study area, as shown in **Fig. 3**.
- **Mobility.** Separate from guidance provided by subdistrict, the mobility plan (**Figs. 4-7**) identifies cross sections envisioned for the community and priorities for additional study and implementation.

Where conflicts exist between the Supplemental Policy and underlying CCM policy, the Supplemental Policy serves as the appropriate guidance. Where the Supplemental Policy is silent, the underlying CCM policy provides the appropriate guidance.

Subdistricts

Appropriate building height maximums are presented by subdistrict in **Fig. 3**. Each subdistrict is represented by a color on the map that indicates the appropriate maximum building height. A transition between heights that tend to be taller on the west will be needed across redeveloping properties abutting policy boundaries. These subdistricts provide enough detail to envision the future built environment. They also set the stage for appropriate zoning revisions (see **Table 1** in Part 3). They are not proposed new zoning districts; instead, the over-arching intent of each subdistrict is to narrate the community's vision and supplement applied community character policies.

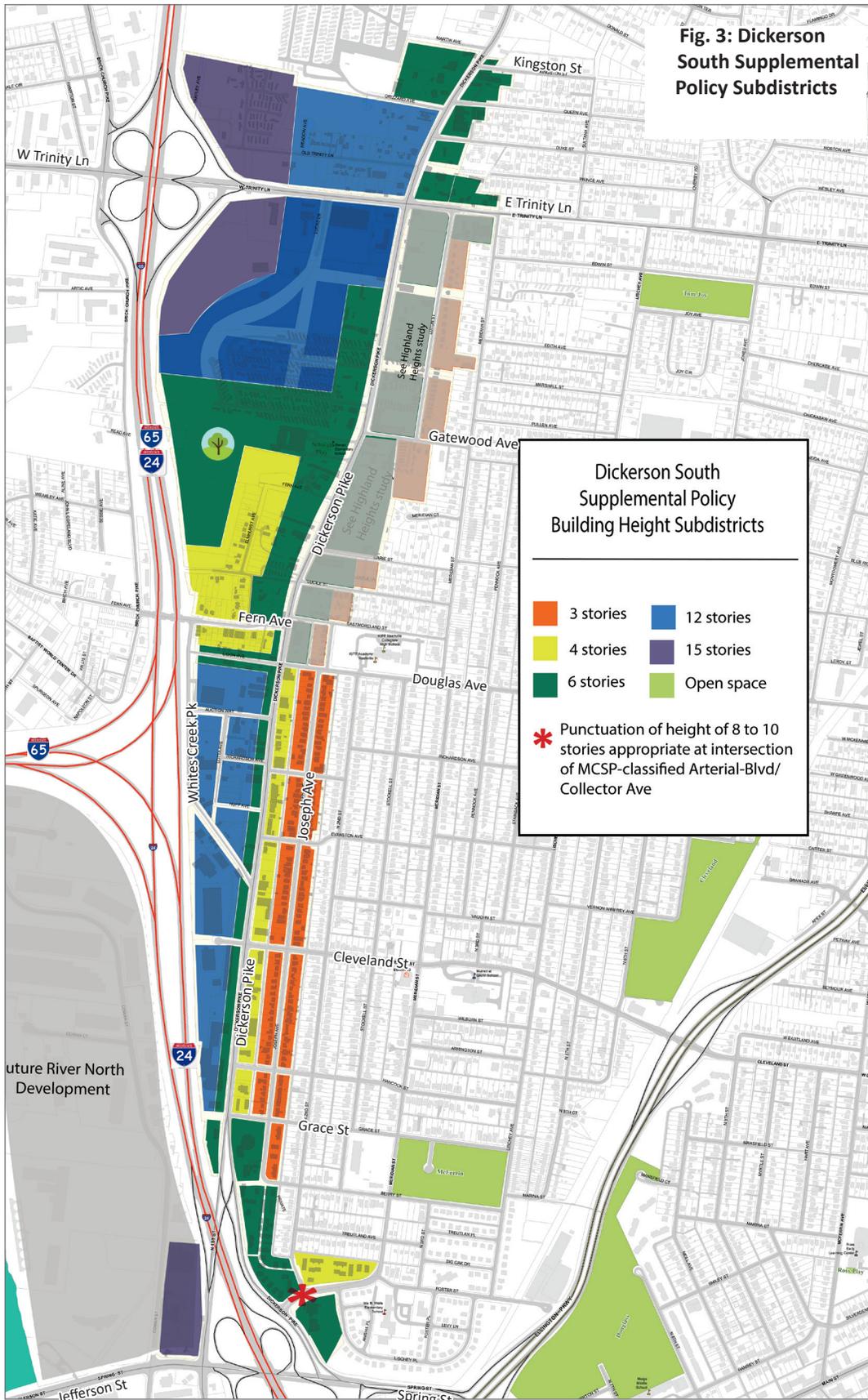
Consideration of appropriate heights within each subdistrict is based on the following factors:

- Proximity to other Community Character Policies and the role of the building to transition between policies;
- Planned height of surrounding buildings and the impact on adjacent historic structures;
- Relationship of the height of the building to the width of the street and sidewalks, with wider streets and sidewalks generally corresponding to taller building heights;
- Capacity of the block structure and rights-of-way to accommodate development intensity;
- Use of increased building setbacks and/or building stepbacks to mitigate increased building heights; and
- Ability to provide light and air between buildings and in the public realm of streets, sidewalks, internal walkways, multi-use paths, and open spaces.

Buildings at the edges of more intense Community Character Policies should form transitions in scale and massing where it adjoins lower-intensity Community Character policy areas, with thoughtful attention given to the placement and orientation of buildings within these edges as they relate to their surroundings. Buildings at the edges of intense policy areas should:

- Step down in height as they move closer to adjacent lower-intensity areas. This may require different heights within an individual structure and/or more varied building types;
- Respond to differences in topography to avoid buildings that loom over lower-intensity buildings at lower elevations;
- Are separated from lower-intensity areas by rear alleys or service lanes; and
- Pay particular attention to articulating façades that face lower-intensity Community Character policy areas.

Fig. 3: Dickerson South Supplemental Policy Subdistricts



Dickerson South Supplemental Policy Building Height Subdistricts

■ 3 stories	■ 12 stories
■ 4 stories	■ 15 stories
■ 6 stories	■ Open space

✱ Punctuation of height of 8 to 10 stories appropriate at intersection of MCSP-classified Arterial-Bldv/Collector Ave



Mobility

The Mobility Plan (**Figs. 4, 5, 6, and 7**) identifies priorities and existing important connections and improvements included in adopted plans such as *NashvilleNext*, *nMotion*, and *WalknBike* (e.g. high-capacity transit corridors and general station locations). It also identifies the following:

- Multimodal infrastructure improvements for further study and analysis that complement the land use and transportation relationship (**Fig. 4**);
- Cross sections applicable to Dickerson Pike (**Figs. 5, 6, and 7**); and
- Cross sections applicable to new street connections (**Figs. 8 and 9**);
- Guidance for a future parallel bikeway or neighborway adjacent to Dickerson Pike for further study and engineering; and
- Guidance for constructing a future greenway following along the path of Pages Branch in addition to providing guidance for future development of properties adjacent to the branch corridor.

Multimodal infrastructure improvements

Multimodal transportation describes the various options or transportation modes such as walking, bicycling, taking the bus, and driving, and the connections among these modes. These ways to get around the city form the options for people to walk, bike, drive, carpool, and take mass transit to get to jobs, services, and other activities. The ability to reach goods, services, activities, and destinations is accessibility. Access typically improves for walking, bicycling, and transit options as major corridors transform to a mix of uses with more density.

Recommendations for additional study and multimodal improvements described by **Fig. 4** have been vetted at the planning level. These improvements include:

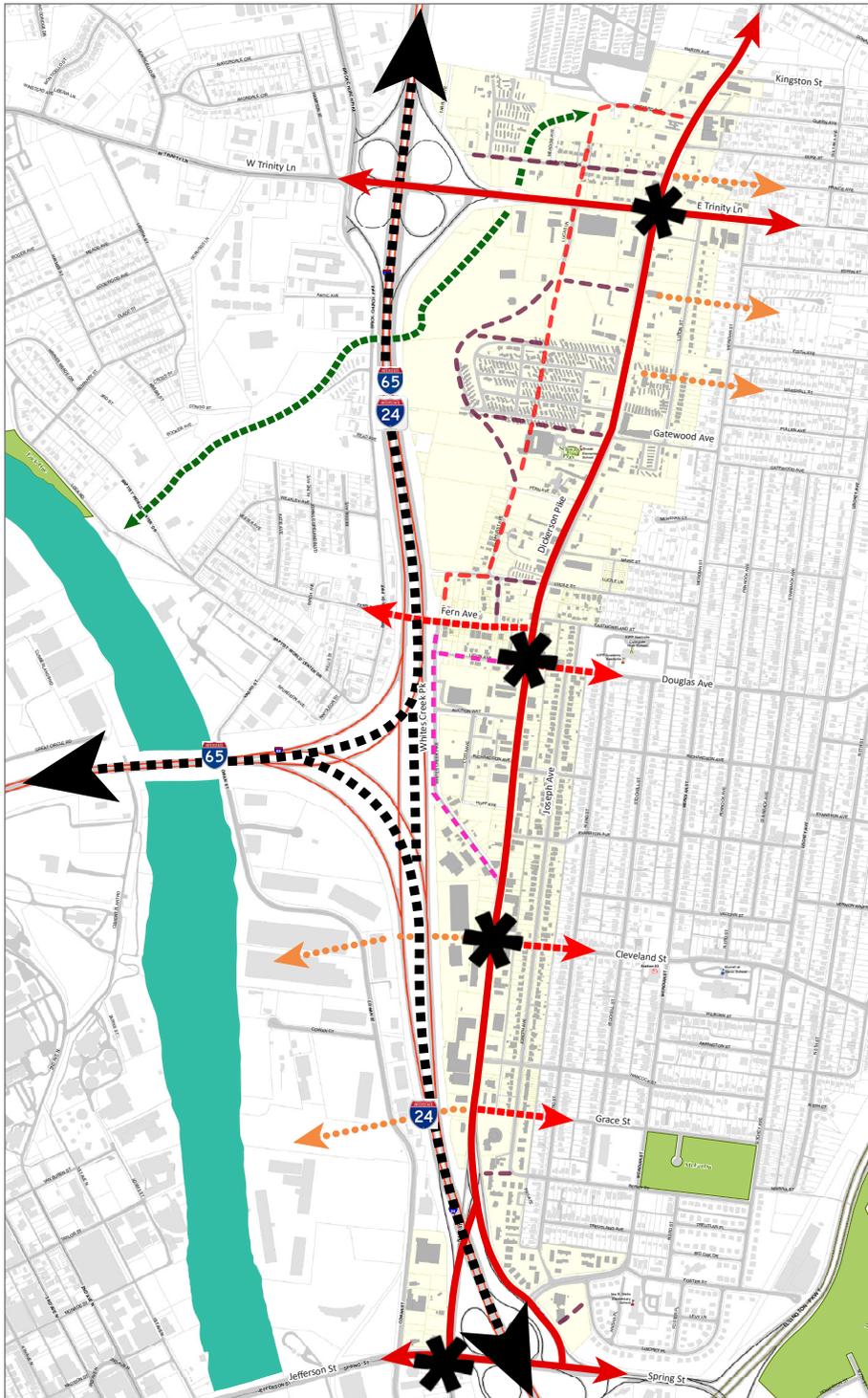
More frequent transit service along Dickerson Pike. Additional study is needed to determine engineering and operational high-capacity transit concepts which can be phased over time and extended north to a transit center near TriStar Skyline Medical Center, as identified by *nMotion*.

A regional transit connection is identified in the *Northeast Corridor Mobility Study*, developed by the Nashville Area MPO in 2010. The MPO study identifies a preferred transit alignment between Nashville and Gallatin that follows the routes of Ellington Parkway, I-65, and Vietnam Veterans Boulevard. Dickerson Pike was one corridor considered for potential future alignment. The alignment outlined in the *Northeast Corridor Mobility Study* serves commuter trips more readily while an alignment along Dickerson Pike or integrated with redevelopment along Dickerson Pike might serve midday and evening trips.

Discover more about transportation plans online at:

Access Nashville (including MCSP)
<http://www.nashville.gov/Government/NashvilleNext/The-NashvilleNext-Plan.aspx> (search for Vol. V)

MCSP classification of streets:
<https://maps.nashville.gov/MCSP/>



Legend

- Existing major road with transit
- - - Existing connections
- - - Existing local connections
- . . . Proposed connections
- - - Conceptual collector street
- - - Conceptual street grid
- xxx Proposed street closure
- Interstate
- * Major intersection
- - - Future Greenway (Pages Branch)

Fig. 4: Mobility Plan

TDOT will likely reconstruct the downtown interstate loop south of Fern Avenue parallel to Dickerson Pike. There is potential to utilize adjacent interstate right-of-way to improve transit service and mobility through this corridor. Balancing commuter through-trips with access to the corridor might be considered with an update to regional mobility plans. In the interim, bus service along Dickerson Pike should continue to be improved with more frequency.

Street grid established west of Dickerson Pike. A connected street grid will support the urban density of office, commercial and residential development envisioned for the area between Dickerson Pike and I-24/I-65. As development occurs, the private sector should consider how to connect and provide mobility options.

Improved crossing locations along Dickerson Pike. As the corridor evolves into a mix of uses supported by people walking along the street, TDOT and Public Works should continue to work on crossing improvements. Private sector development should consider ways to improve crossings as part of future traffic impact studies.

Crosstown transit service along Trinity Lane. New crosstown bus service along Trinity Lane linking Clarksville Pike to Gallatin Pike, identified by *nMotion*, will allow riders to transfer to transit routes at Dickerson Pike and Trinity Lane. Nashville's pikes such as Dickerson Pike, Clarksville Pike, and Gallatin Pike form the backbone of the city's transit network connecting to a downtown hub. The transit hub-and-spoke operations require riders to travel to downtown to transfer to other service along the city's pikes, something the new crosstown routes will address.

Reconstruct gateway to Dickerson Pike. A new roadway design around the interstate interchange with Dickerson Pike, North 1st Street, and Spring Street intersections that facilitates safe walking and bicycling conditions and an enhanced gateway should be considered with TDOT's reconstruction of the downtown interstate loop. Gateway features should celebrate Dickerson Pike's history, preserve the buffaloes which were mentioned as a community identifying feature, and identify arrival into a place where people live and work. The current merging and weaving patterns create inefficient vehicular turning movements. The perception of this area is confusing and hazardous.

Connections across I-24 to River North. Connections across I-24 are identified at two locations. These planned crossings were adopted by Metro Council along with entitlements for the planned River North development— an area bounded on the west by the Cumberland River, south by I-65, east by I-24, north by Jefferson Street.

Greenway along Pages Branch to river. A new greenway alongside Pages Branch, a Cumberland River tributary, will link the corridor to the river and a greenway system. As development occurs, developing a greenway and orienting development to the greenway along Pages Branch will provide additional mobility and recreation options. Specific guidance for developing the greenway is provided below under the heading "Pages Branch Greenway."

Parallel bicycling network to Dickerson Pike. A parallel network composed of neighborways (**Fig. 10**), will accommodate needs of bicyclists and micromobility devices (e.g. scooters). These facilities will incorporate traffic calming to make a parallel local street comfortable for users of all ages and abilities. A parallel route is necessary because Dickerson Pike’s right-of-way is prioritized for transit, vehicles, and pedestrians.

These multimodal improvements address needs identified during preparation of this study, including input from transportation agency stakeholders (i.e. Public Works, TDOT, and WeGo) and the community. The future project development process employed by agencies responsible for implementation will more specifically define the scope of improvements following a detailed analysis. Implementation of these measures will occur via a combination of private-sector development and public capital infrastructure projects.

Cross Sections

The following pages present the preferred interim and long-range cross sections for Dickerson Pike, in addition to cross sections for future collector and local streets identified by the mobility plan (**Fig. 4**). Interim represents the near term prior to establishing planned high-capacity transit service and infrastructure. Long range accommodates planned high-capacity transit.

Based on the *nMotion High-capacity transit Corridor Briefing Book Opportunities and Challenges*, these cross sections offer generalized guidance for segments of the street. Where transit stations are envisioned or where the street widens, additional right-of-way will be needed to avoid conflicts when implementing future capital projects. Always consult the interactive map for the *Major & Collector Street Plan* for detailed right-of-way information.

Each of these multimodal cross sections reflect future right-of-way necessary to support more frequent and reliable transit service and enhanced safety for pedestrians while balancing street life activities such as outdoor dining and public space. The Metro Code of Ordinances ties zoning setbacks to the *Major & Collector Street Plan* to result in future building placement. This relationship for future right-of-way needs ensures that a balance is achieved in continuing to allow future redevelopment while improving multimodal mobility.

Dickerson Pike – Interim Conditions

Figs. 5 and **6** show the interim cross section for Dickerson Pike. **Fig. 5** shows the segment north of Douglas Avenue. **Fig. 6** shows the segment south of Douglas Avenue. As the corridor redevelops, general policy guidance provided below will guide the street’s transition from an auto-oriented road to a walkable street surrounded by a mixture of land uses supported by frequent transit. The following guidance accompanies **Figs. 5** and **6** and updates the *Major & Collector Street Plan* until a capital project implements the long-term cross section that accommodates dedicated lanes for high-capacity transit vehicles envisioned by *nMotion*.

- Provide a wider pedestrian zone with a minimum of 10 feet for sidewalks. Provide additional sidewalk space between the clear path of travel for pedestrians and new building facades for outdoor dining and bike racks or micromobility zones.
- Incorporate an eight-foot-wide green zone for trees to be set in four-foot-wide tree wells and four foot-wide additional space for future street expansion south of Douglas Avenue.
- Incorporate a 4.5-foot-wide green zone for trees to be set in a four-foot-wide tree well north of Douglas Avenue. One additional foot is needed for the street space in this area for street expansion.

The street expansion is necessary for high-capacity transit.

- Phase out head-in parking, and reduce the number of driveway access points.
- Enhance existing bus stop locations and provide additional sidewalk space where high-capacity transit stations are envisioned.
- Consult the *Major & Collector Street Plan* interactive map for specific right-of-way amounts.

Dickerson Pike – Long Term

To achieve the cross section envisioned in **Fig. 7** that incorporates high-capacity transit, interim guidance above (Dickerson Pike – Interim Conditions) with additional right-of-way in transit station areas should guide placement of new buildings. Metro and TDOT will coordinate to develop the a comprehensive final street design. The following policy guidance accompanies **Fig. 7**. Participating agencies should reference this guidance while developing a future capital project to implement high-capacity transit along Dickerson Pike.

- Provide as wide of a pedestrian zone as feasible within the corridor’s constraints – ideally, a 10-foot-wide sidewalk.

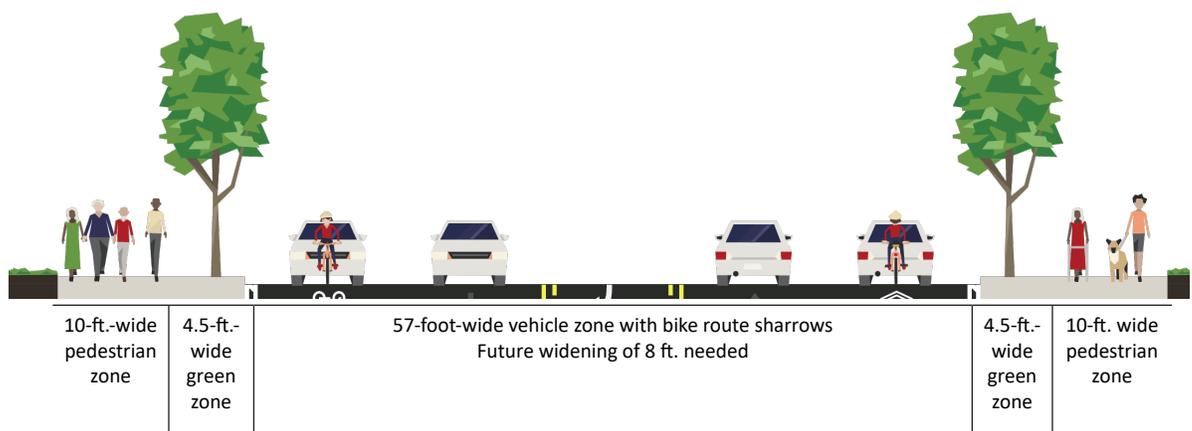


Fig. 5: Dickerson Pike north of Douglas Ave. - Interim Cross Section (86-foot-wide right-of-way)(above). Consult *Major & Collector Street Plan* interactive map for specific guidance.

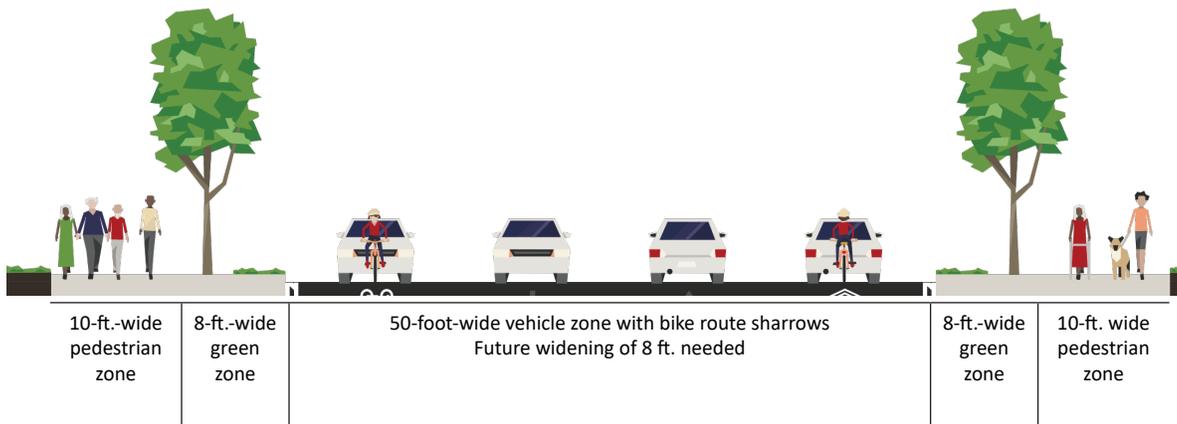


Fig. 6: Dickerson Pk - south of Douglas Ave. - Interim Cross Section (86-foot-wide right-of-way)(above). Consult *Major & Collector Street Plan* interactive map for specific guidance.

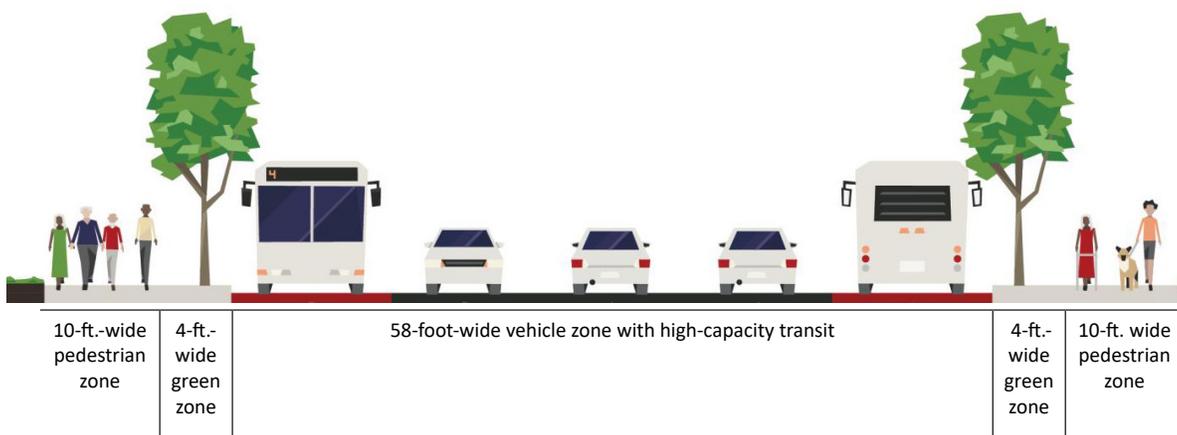
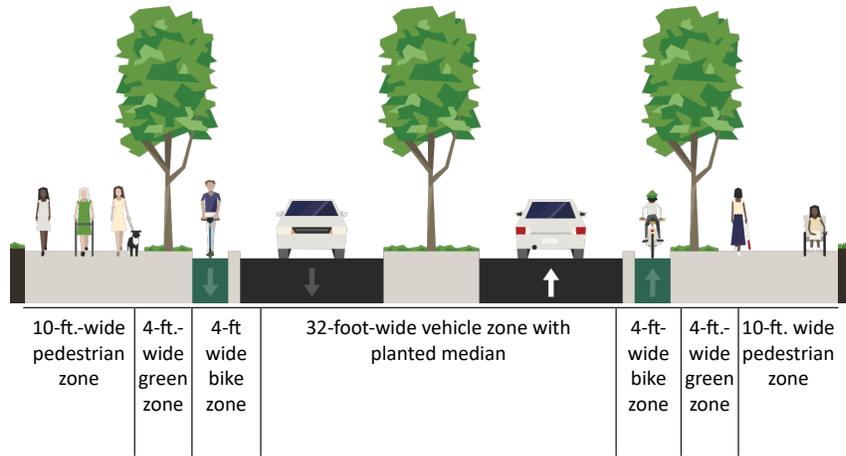


Fig. 7: Dickerson Pk - Long-Term Cross Section (86-foot-wide right-of-way)(above). Consult *Major & Collector Street Plan* interactive map for specific guidance.

- Incorporate four-foot-wide tree wells where feasible.
- Widen the street to maintain a minimum of three vehicular lanes and two lanes dedicated for use by high-capacity transit vehicles.
- Reduce the number of driveway access points.
- At transit station locations, provide additional sidewalk space to accommodate waiting transit passengers. Provide additional amenities such as bike racks, micromobility parking zones, benches, and trash receptacles.
- Remove the sharrow bike route, and provide a parallel bikeway facility, as outlined in **Fig. 10**, connecting neighborhoods east of Dickerson Pike.

Fig. 8: New Collector Street Cross Section (68-foot-wide right-of-way)(right).



New Collector Street

Fig. 8 shows a cross section for a new north-south collector identified for the west side paralleling Dickerson Pike to serve as a backbone for a future urban street grid and bike network. Refinement of the new collector street alignment will happen as the corridor redevelops. The following guidance accompanies **Fig. 8**.

- Minimum of two travel lanes is needed with additional travel lanes to accommodate turning movements at key intersections.
- Median with street trees should be incorporated where left turns are not feasible.
- 10-foot-wide sidewalks are needed to promote walking connections to Dickerson Road and access to transit. Additional sidewalk space will be needed for outdoor dining, benches, sandwich boards, bike racks, and other obstructions that might impede the clear path of travel.
- Street trees in a grass strip are preferred. Where pedestrian and bicycle traffic is anticipated to be high, tree wells are an acceptable alternative design.
- A minimum four-foot-wide raised cycle track for bicyclists and micromobility devices.
- On-street parking may be appropriate where a building program’s function make it desirable. This additional width is not depicted in the cross section.
- Micromobility parking zones and bike racks should be installed near building entrances.

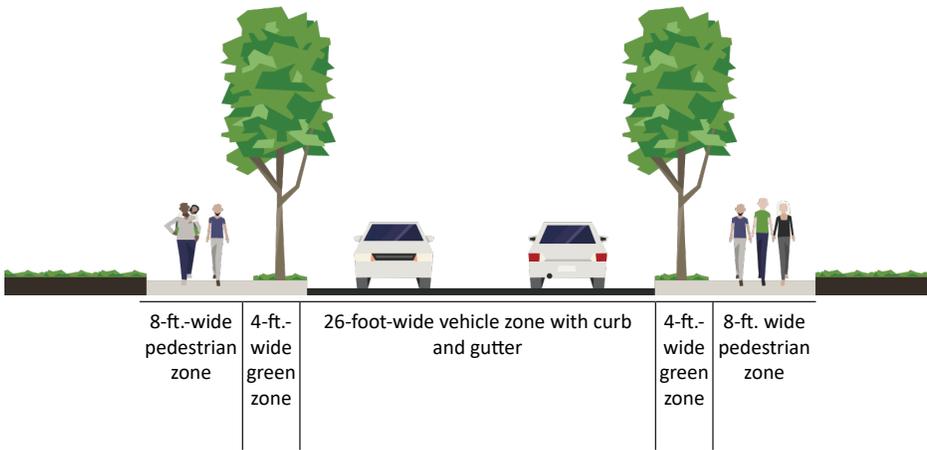


Fig. 9: New Local Streets Cross Section (50-foot-wide right-of-way)(above).

New Local Streets

Fig. 9 shows a cross section for a grid of local streets identified for the west side of Dickerson Pike. These streets should be designed to feed to a collector street connecting to Dickerson Pike. Refinement of each new local street alignment will occur with redevelopment. The following guidance accompanies **Fig. 9**.

- Two travel lanes are needed with a turn lane possible at key intersections.
- Eight-foot-wide sidewalks are needed to connect to internal streets and services in the developing area. Additional sidewalk space will be needed for outdoor dining, benches, sandwich boards, bike racks, and other obstructions that might impede the clear path of travel.
- Street trees in a grass strip are preferred.
- On-street parking may be appropriate where a building program's function make it desirable.
- Micromobility parking zones and bike racks should be installed near building entrances.

Pages Branch Greenway

It is a goal of this Supplemental Policy to create a greenway along the natural corridor of Pages Branch that extends from Lock One Park along the banks of the Cumberland River east to its crossing under Dickerson Pike, and potentially, points east. This will ultimately link with the Riverfront Greenway planned along the Cumberland River’s north bank with the surrounding neighborhood.

Actual detailed plans, design, and locations of the Pages Branch Greenway may vary subject to constraints and conditions as yet to be determined. However, all zoning, subdivision, and applicable development applications will be reviewed for consistency with the intent of this policy.

Design Guidance:

- Spans Pages Branch for the entire study area from Dickerson Pike to the Cumberland River at Lock One Park.



Example (above) of buildings oriented to a multi-use BeltLine's Eastside trail in Atlanta (right). Ground floor outdoor dining area engages the trail.

- Consists of a publicly accessible, safe and attractive paved trail with a minimum width of 12 feet and a minimum of two-foot-wide gravel shoulders on each side.
- Provides viewpoints and overlooks where topographically appropriate.
- Provides opportunities for community access to Pages Branch.
- Engages with the built environment through means such as interactive ground floor uses, wayfinding, and boardwalks; and
- Buffers the built environment from the stream to preserve or enhance the scenic and natural context along the greenway.

Siting Guidance:

- Pages Branch greenway will be located along the stream-side frontage of a given parcel, property, or development, and may be located within the floodplain.
- If extenuating circumstances preclude a stream-side frontage (such as the location of existing development), then the greenway may be located elsewhere along the property such that it may connect and continue onto adjacent properties unencumbered, including connecting back to the stream frontage as appropriate.

Development Guidance:

- Orient primary facades toward the greenway.
- Provide direct pedestrian connections from buildings and units to the greenway.
- Provide interactive ground floor uses that engage with the greenway, and/or provide adequate screening to preserve or enhance the scenic and natural context along the greenway.
- Provide adequate upper level facade treatment and architectural cladding that is appropriate to the greenway, as well as the surrounding context and viewsheds.
- Upper level liners are encouraged along these frontages.
- Parking areas shall not be located adjacent to the greenway without a minimum 20-foot-wide buffer that is adequately planted to screen vehicles from view. Exceptions may be warranted for Metro Parks facilities.
- Buildings should be setback a minimum of 15 feet along these frontages to allow for additional programming (such as outdoor dining, exercise stations, stoops, plazas) or for additional buffering, light, and air.



Example (above) of a curb extension that helps to slow traffic and make pedestrians more visible by shortening crossing distance.



Example (above) of a speed cushion which slows drivers and dissuades cut-through traffic.



Example (above) of a neighborhood traffic circle which slow drivers approaching an intersection, dissuades cut-through traffic, and provides an opportunity to incorporate public art or plantings.

Public Access Guidance:

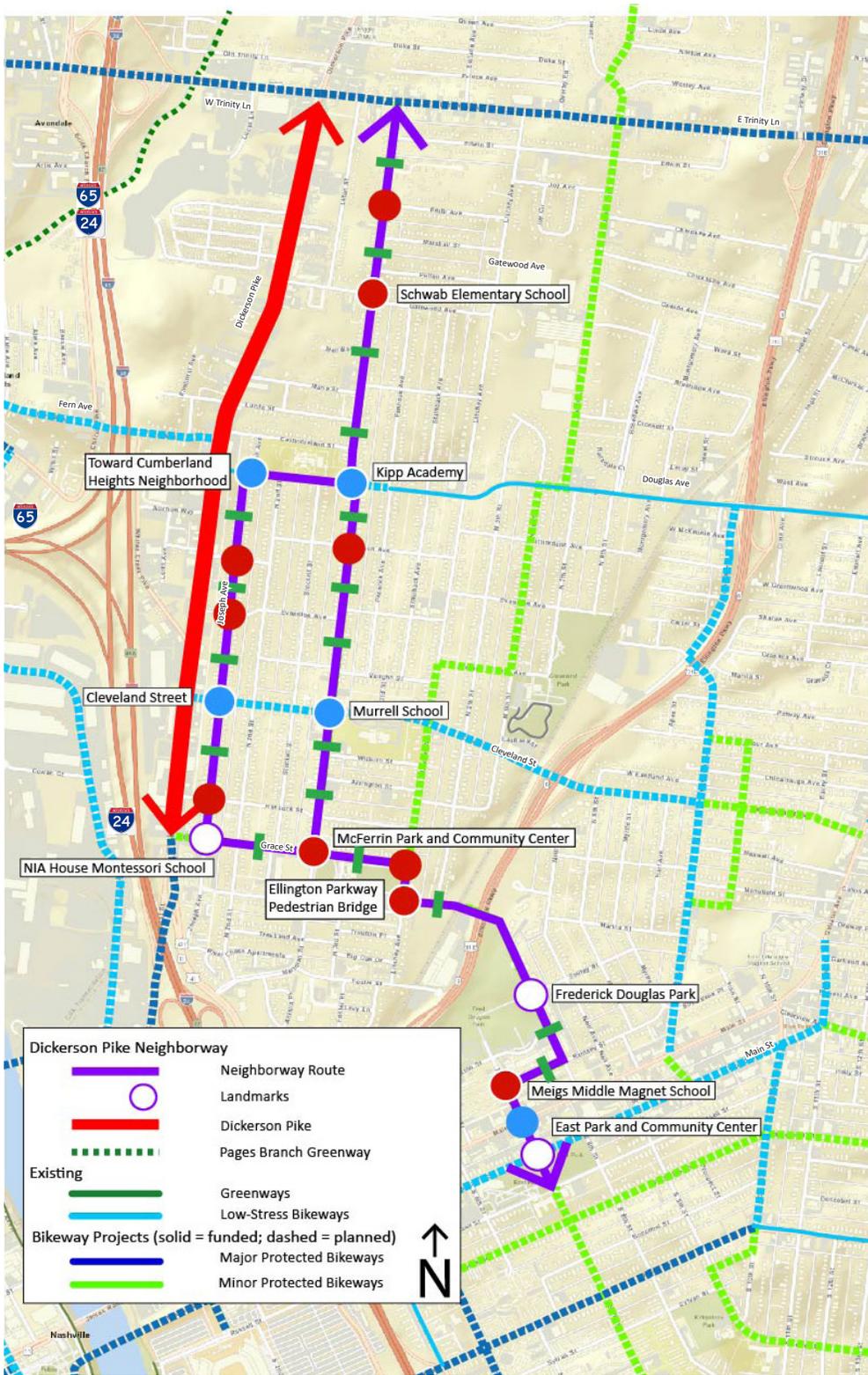
- Pages Branch greenway shall be publicly accessible, and work with the Metro departments, boards, and commissions to ensure acceptance.
- Dedication of land, conservation easements, public/private partnerships, and other similar use and maintenance agreements are appropriate tools to ensure the creation of the greenway, and any park or open space, within the supplemental policy area.
- All applicable development applications shall be consistent with the intent of this policy, with the explicit goal of creating and contributing to the implementation of the Pages Branch greenway and park spaces.

Parallel Neighborway for Bicycles and Micromobility

A neighborway is a street where bicyclists, drivers, and people, share the same space because everyone is going slow. They are most appropriate on smaller neighborhood streets, and make great parallel routes to busier streets like Dickerson Pike. The route can also be branded as a unique neighborhood amenity or cultural trail. The traffic calming treatments identified correspond with the blue, green, and red symbols on the map. Additional study and engineering plans will be needed to determine exact design elements. **Fig 10** depicts this network east of Dickerson Pike. The primary objectives of a neighborway network are:

- Slows drivers to 20 mph;
- Connects people to places such as parks, schools, neighborhood centers, place of worship, and other neighborhoods; and
- Gets people safely across busy intersections such as Trinity Lane, Douglas Avenue, and Cleveland Street.

Fig. 10: Neighborway network and supporting bike connections east of Dickerson Pike



PART 3: ACTION PLAN

The action plan documents follow-up activities necessary to make the recommendations of Part 2 a reality. It also implements the plan's vision statement and goals established during the public engagement process.

Community Plan

With the adoption of this study, the recommendations for the Community Character Policy summarized below and described in detail in **Appendix A** are adopted into the *East Nashville Community Plan* (community plan). Specifically, the adoption incorporates the following into the community plan:

- **Community Character Policy.** Amendments are recommended with adoption of this plan. Policy recommendations are presented in **Appendix A**; and
- **Supplemental Policy.** Components of the Dickerson South Supplemental Policy, include building height subdistricts (**Fig. 3**), and the mobility plan (see **Figs. 4-7**).

Major & Collector Street Plan

With the adoption of this study, the recommendations for cross sections presented in the Mobility Plan represent the recommended updates to street classifications in the *Major & Collector Street Plan*. Always consult the Planning Department's interactive mapping site for specific street segment guidance on right-of-way. Note that separately, the mobility plan is a component of the Dickerson South Supplemental Policy. *Major & Collector Street Plan* amendments (cross sections) adopted with adoption of the plan are presented in **Fig. 5-7**.

WalknBike and nMotion

Accordingly, *WalknBike* is updated to reflect the envisioned bike connectivity needs with a new collector street on the west side of Dickerson Pike (**Fig. 8**) and the neighborway network on the east side of Dickerson Pike (**Fig. 10**). No updates are needed to *nMotion* since this study reaffirms the current concept along Dickerson Pike until more detailed engineering is conducted.

Implementation Opportunities

Appropriate Zoning Districts

Community Plans are primarily implemented as private property owners make the decision to rezone, subdivide, seek an exception to zoning rules, or develop their property. Planning Department staff (staff) will use this plan whenever a zone change or subdivision request is made within the study area. When these applications are made by private property owners, they are reviewed by staff and several other Metro departments involved in the development process.

Discover more about the *East Nashville Community Plan* and Character Policy online at:

Community Character Policy
<http://www.nashville.gov/Planning-Department/Community-Planning-Design/CCM.aspx>

East Nashville Community Plan
<https://www.nashville.gov/Planning-Department/Community-Planning-Design/Community-Plans/EastNashville.aspx>

Discover more about Metro's Zoning Ordinance and subdivision regulations online at:
<http://www.nashville.gov/Planning-Department/Rezoning-Subdivision.aspx>

Staff reviews the proposed zone change or subdivision request to determine how well it conforms to the guidance of the Community Character Manual, the *East Nashville Community Plan*, and the *Dickerson South Corridor Study*, the latter describing any supplemental policies that are applied in addition to language in the community plan. Staff provides a recommendation to the Planning Commission — a ten-member board of volunteers appointed by the Mayor and confirmed by Metro Council — on subdivision requests, and the Planning Commission makes the final decision on subdivisions. Staff provides a recommendation to the Planning Commission on zone change requests and the Commission makes a recommendation to the Metropolitan Council, which makes the final decision on zone changes.

Rezoning is needed to ensure that the design objectives associated with the Community Character Policies are realized through new development. Zoning determines “bulk standards” of new development, setting standards for setbacks, height, height control plane, and density (units per acre) or intensity (square footage based on property size). These standards vary from zoning district to zoning district.

- **Refer to Community Character Manual** for guidance by Community Character Policy classification within the study area for land use policy and zoning, with the exception of building heights (**Fig. 3**).
- **Appropriate Zoning Districts.** Establishing a design-based zoning district, such as an Urban Design Overlay, will be critical following adoption of this plan. Additional description of a UDO is provided in following subsection. Until a UDO is adopted, to obtain the maximum height envisioned by the *Dickerson South Corridor Study* a Specific Plan (SP) zoning district is the appropriate zoning tool. If a development does not wish to obtain the maximum height, **Table 1** provides other appropriate zoning districts that meet the policy and might achieve up to the height envisioned by the plan.

Discover more about Urban Design Overlays online at:
<https://www.nashville.gov/Planning-Department/Rezoning-Subdivision/Urban-Design-Overlay.aspx>

Urban Design Overlay

Establishing a design-based zoning district to implement Part 2 of this plan is a high priority action. Staff should to continue to coordinate with the district councilmember and the community in order to establish an Urban Design Overlay (UDO) along with appropriate base zoning districts. A UDO is a zoning tool that requires specific design standards for development in a designated area. UDOs either protect the pre-existing character of the area or create a character that would not otherwise be ensured by the development standards in the base zoning district. UDOs overlay the current base zoning and allow for development standards above and beyond those in the base zoning.

- **Pursue a Dickerson South Corridor UDO.** Adopt a UDO with design standards sufficient to implement community character policies applied (**Appendix A**) and in accordance with each subdistrict identified in the Dickerson South Supplemental Policy established in Part 2. This UDO would replace the existing UDO that addresses signage along a small portion of the corridor.

Table 1: Subdistrict Zoning Guidance by Community Character Policy

Community Character Policy	Appropriate Zoning Districts Listed by Supplemental Policy Subdistrict (maximum building height)				
	up to 3 stories	up to 4 stories	up to 6 stories	up to 12 stories	up to 15 stories
T4 -NM	RS7.5-A*				
T4-NE	R6-A * R8-A* RM9-A* RM15-A*	R6-A R8-A RM9-A RM15-A RM20-A*	R6-A R8-A RM9-A RM15-A RM20-A RM40-A*		
T4-MU			RM9-A RM15-A RM20-A RM40-A* MUN-A MUL-A OR20-A OR40-A*	RM100-A* MUN-A MUL-A MUG-A ORI-A*	
T4-CM		RM20-A* MUN-A* MUL-A*	RM9-A RM15-A RM20-A RM40-A* MUN-A MUL-A OR20-A OR40-A*	RM100-A* MUN-A MUL-A MUG-A ORI-A*	
T4-CC			RM9-A RM15-A RM20-A RM40-A* MUN-A MUL-A OR20-A OR40-A*	RM100-A* MUN-A MUL-A MUG-A ORI-A*	RM100-A MUN-A MUL-A MUG-A MUI-A* ORI-A
T5-MU					RM100-A MUN-A MUL-A MUG-A MUI-A* ORI-A

* Zoning districts that meet the policy and achieve close to the maximum height envisioned by the subdistrict.

Urban Zoning Overlay

The intent of the Urban Zoning Overlay (UZO) is to preserve and enhance existing development patterns of areas generally developed prior to the mid-1950s to ensure the compatibility of new development in those older portions of the city. The UZO promotes reinvestment within its boundary by modifying development standards that could add unnecessary expense without improving the safety or compatibility of resulting new development. The UZO also implements provisions of adopted plans that call for particular areas to evolve to a development pattern characterized predominantly by lot sizes, street patterns, and alley systems commonly used before the mid-1950s.

As a zoning overlay, the UZO's application does not change the base zoning or existing entitlements on any property. The standards vary by zoning district, but generally address the placement and size of buildings, amount and location of parking, and landscaping. The UZO is also among the criteria considered when determining sidewalk requirements for new development on streets designated as local by the *Major & Collector Street Plan*.

- **Explore expanding the UZO to encompass the study area.** With such expansion, as redevelopment or infill development occurs, the standards of the UZO will support a development form that is coherent and connected with what exists today.

Capital Improvements Budget

The capital improvements budget (CIB) is a planning tool to prioritize and coordinate investments in long-term, durable improvements. Capital improvements include improvements for Metro facilities and equipment, as well as funding for infrastructure (capital investments that shape private activities, such as deciding where to live, start a business, or invest). The Planning Commission's role is most closely tied to infrastructure, which must be closely coordinated with land use regulations.

The Planning Department is continually working to ensure that the CIB aligns with *NashvilleNext*, is more accessible and transparent, and is data-driven. Prioritizing the recommended infrastructure improvements in the CIB will work to achieve a wide range of goals identified during the charrette.

Metro should continue exploring funding opportunities to implement the following projects that are currently included in the CIB:

- **Dickerson Pike Corridor Improvement (20MT0001)** to evaluate the multimodal facilities on the corridor, utilizing a Complete Streets approach to the redesign of the corridor with focus on improved transit and pedestrian amenities and accessibility.
- **Neighborhood Planning and Infrastructure Studies (20PC0002)** includes multiple studies throughout the county, contains Dickerson Pike, that address infrastructure, community character, and growth.

Transit Oriented Redevelopment District

Another potential implementation option is the Transit Oriented Redevelopment District (TORD), a tool made available to Metro by the Tennessee General Assembly in 2017. This legislation allows housing authorities to create a TORD in transit-deficient areas, such as Dickerson Pike. A transit-deficient area is an area where facilities for high-capacity transit are necessary to promote the elimination of traffic hazards, the implementation of regional solutions to traffic congestion, and the improvement of traffic facilities in order to protect the safety, health, morals and welfare of the community.

The plan associated with a TORD sets a 30-year transit-oriented redevelopment period, establishes tax increment financing (TIF) capacity, grants MDHA land acquisition authority for public purposes, creates a design review process, and provides land use controls. The associated TIF may be used to fund infrastructure, affordable housing, and economic development activities.

The purpose of a potential TORD for Dickerson Pike would be to incorporate additional design criteria that advances the goals and vision of the *Dickerson South Corridor Study*. Primary actions for such a plan could include creating better transit connections; additional retail spaces, including small-scale, local retail businesses; and housing that attracts new residents with a mixture of incomes, including workforce and affordable units. New streetscapes, infrastructure, and public facilities could be created.

- **Explore creating Dickerson South TORD.** Consider developing a TORD for Dickerson South that would help meet the vision and goals of the Dickerson South study.

Business Improvement District

A business improvement district (BID) is a defined area within which businesses voluntarily pay an additional tax (or levy) in order to fund projects within the district's boundaries. The BID is often funded primarily through the levy, but can also draw on other public and private funding streams. These districts typically fund services such as cleaning streets, providing security, making capital improvements, construction of pedestrian and streetscape enhancements, and marketing the area. The services provided by BIDs are supplemental to those already provided by the municipality. Most BIDs are supported at least in part by assessments on businesses in the area. Locally there are currently two BIDs: Nashville District Management Corp. (a.k.a. Central Business Improvement District) and Gulch BID.

- **Explore establishing Dickerson South BID.**

Transportation Demand Management

Transportation demand management (TDM) refers to a set of strategies aimed at reducing the demand for roadway travel, particularly single occupancy vehicles. TDM strategies address a broad variety of constraints related to driving, including

traffic congestion, less habitable communities, peak period travel demand, and poor air quality. Examples of TDM initiatives includes telework, transit improvements, transit incentives, ridesharing, and parking management and parking pricing.

- **Explore opportunities to incorporate TDM with new development projects within Dickerson South study area.**

Implementation Matrix

Table 2 is a matrix of potential implementation processes and partners. Currently, more discussion is needed within the community about how to pursue these activities and assign responsible parties.

Table 2: Implementation Matrix

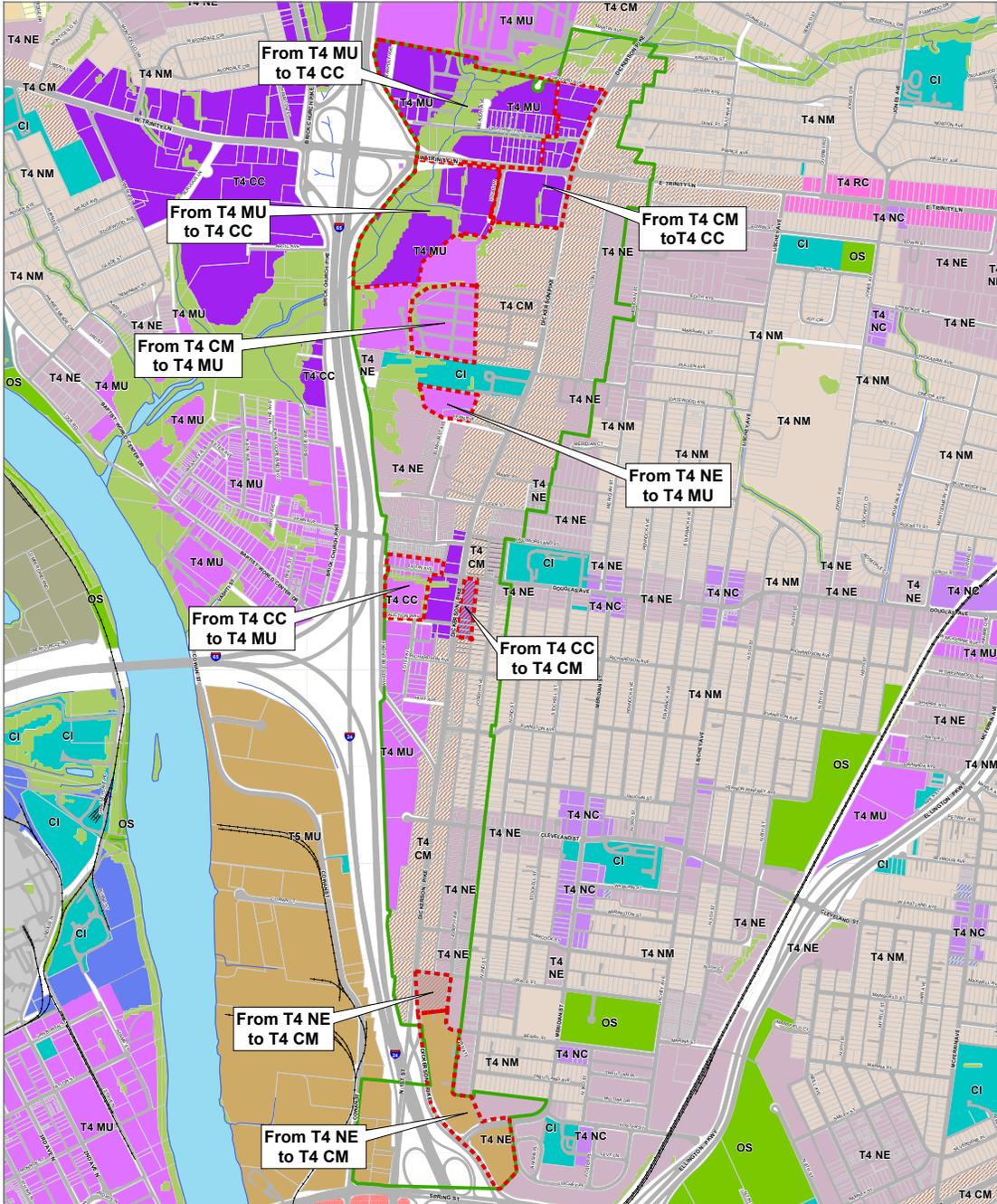
Action	Description	Time Frame	Responsible Agency
Urban Design Overlay (UDO)	Expand UDO or pursue new UDO for Dickerson South	2020-2021	Planning & Metro Council
Urban Zoning Overlay (UZO) expansion	Expand UZO to include Dickerson South	To be determined	Planning & Metro Council
Transit Oriented Redevelopment District (TORD)	Create TORD for Dickerson South	To be determined	MDHA & Metro Council
Business Improvement District (BID)	Establish Dickerson South BID	To be determined	Dickerson Rd. Merchants' Assn.
Retail, office, and residential market study	Conduct a market study to determine opportunities and barriers along corridor	To be determined	To be determined
Capital Improvements Budget (CIB) submittal	Submit identified projects for capital funding:	Annually	Metro infrastructure departments
	Dickerson Pike Corridor Improvement (20MT0001) to evaluate the multimodal facilities on the corridor, utilizing a Complete Streets approach to the redesign of the corridor with focus on improved transit and pedestrian amenities and accessibility.		
	Neighborhood Planning and Infrastructure Studies (20PC0002) includes multiple studies throughout the county, contains Dickerson Pike, that address infrastructure, community character, and growth		

APPENDICES

- Appendix A - Policy Amendments
- Appendix B - Community Assessment
- Appendix C - Community Engagement Report

A – Policy Amendments

The recommended Community Character Policy map changes to be considered for adoption by the Planning Commission with the *Dickerson South Corridor Study* are presented in the figure below.



B – Community Assessment

This report consists of pre-charrette documentation of and analysis of existing conditions available for the study area.

C – Community Engagement Report

This report documents activities and output from charrette week and follow-up community engagement opportunities associated with the *Dickerson South Corridor Study*.

