

Rolling Mill Hill:

A Plan for New Development in Rutledge Hill
Nashville, Tennessee

Development Guidelines

October 2003

Prepared for:

Metropolitan Development and Housing Agency

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1.1 Executive Summary

In April 2003, a team led by RTKL Associates, Inc., and also including: Robert Charles Lesser & Company, LLC (RCLCo); Everton Oglesby Architects, Hawkins Partners, Barge Cauthen & Associates, RPM, and Balancing Act, was engaged by the Metropolitan Development and Housing Agency (MDHA) on behalf of the City of Nashville to prepare a development strategy for Rolling Mill Hill. Rolling Mill Hill is a 34 acre site located on a bluff overlooking the Cumberland River, and is less than a half-mile southeast of downtown Nashville in the Rutledge Hill neighborhood. The goal is to create a model of "Smart Growth" infill development that mixes employment, shopping and housing. The development of this property will also act as a catalyst for the redevelopment of the surrounding neighborhood of Rutledge Hill and bring into being a long term goal of the community, a stable urban neighborhood that provides a constituency that can support and energize downtown Nashville.

The planning framework is composed of a grid of interconnected streets that creates a simple rectilinear parcelization plan that allows some flexibility in adapting to changing market conditions. This development format yields a connected, safe, pedestrian-friendly environment designed for walking instead of driving, facilitating community interaction and neighborliness. The goal is not to completely eliminate car use, but rather to avoid the use of the car for every daily trip. This approach to community development encourages owners and occupants to continually reinvest economically and emotionally in their community. It is this reinvestment that will make Rolling Mill Hill a sustainable development that is harmonious with its neighbors.

One of the keys to the success of a mixed-use district of this type is to create the same design controls, scale and urban form for each building, regardless of use. In other words, the residential, office and retail buildings should have a similar look and feel. At the densities projected in this plan, buildings will be located close to streets and to each other, resulting in an urban form that is quite different from suburban subdivisions or corporate campus plans in which large front and side yard areas and surface parking are the norm. A higher density urban form will give definition to the street as a public space and create a comfortable sense of place for pedestrians.

The primary barrier to redevelopment of the property has been the significant infrastructure costs that will be required up front to prepare the site for development. In the past, single developers have not been able to carry these significant costs, and MDHA and the City of Nashville were unable to subsidize development to cover these costs. Today, despite these barriers, the redevelopment of the site remains a top priority for the City and MDHA as it is viewed as a critical catalyst for urban development in and around downtown Nashville and the Rutledge Hill neighborhood.

MDHA engaged the RTKL team to develop a financially feasible framework plan based upon a realistic assessment of market demand. A number of critical issues were identified and are addressed in the body of this report; these are listed below. Note that the first three of these are discussed in *Volume 1 - Development Guidelines*, while the second three are addressed in *Volume 2 - Financial Analysis*.

- What is the appropriate mix of uses on the site?
- What uses will drive the development?
- What infrastructure is required on the site to encourage redevelopment - in particular, attractive, urban development that will act as a catalyst for future development in the neighborhood?
- What are the financial realities of redevelopment at the site? What are the returns given expected market demand and infrastructure costs?
- How should development at the site be phased in order to create an immediate sense of place while ensuring long-term sustainability and value creation at the site?
- What is the most effective disposition strategy?

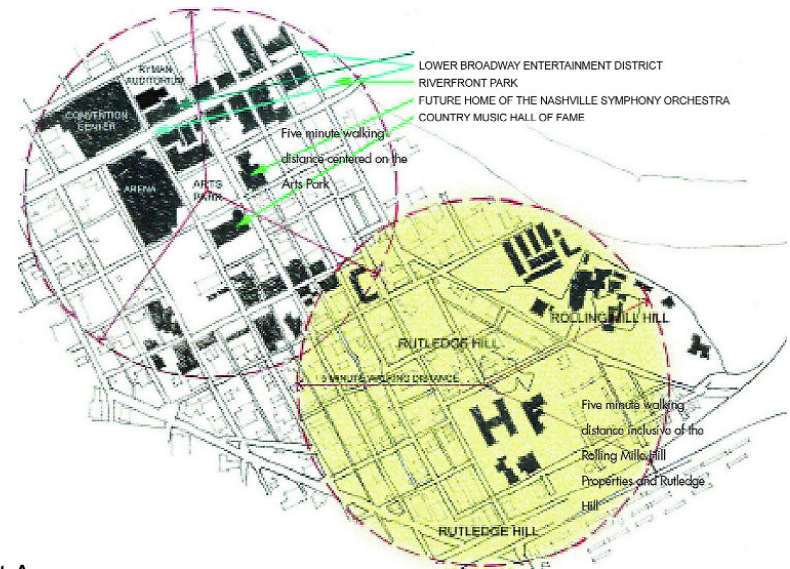
MDHA has also formulated a long term management plan for Rolling Mill Hill. While it is expected that MDHA will play the role of master developer for the site, the agency will be assisted by three new bodies:

- Rolling Mill Hill Development Committee - will oversee the development of the project, ensure the effective implementation of the master plan, and determine the appropriateness of development proposals for the site;
- Rolling Mill Hill Design Review Committee - will review the design of proposed development projects to ensure compliance with the development guidelines;
- Rolling Mill Hill Staff Person - will coordinate daily activities associated with the development of the site.

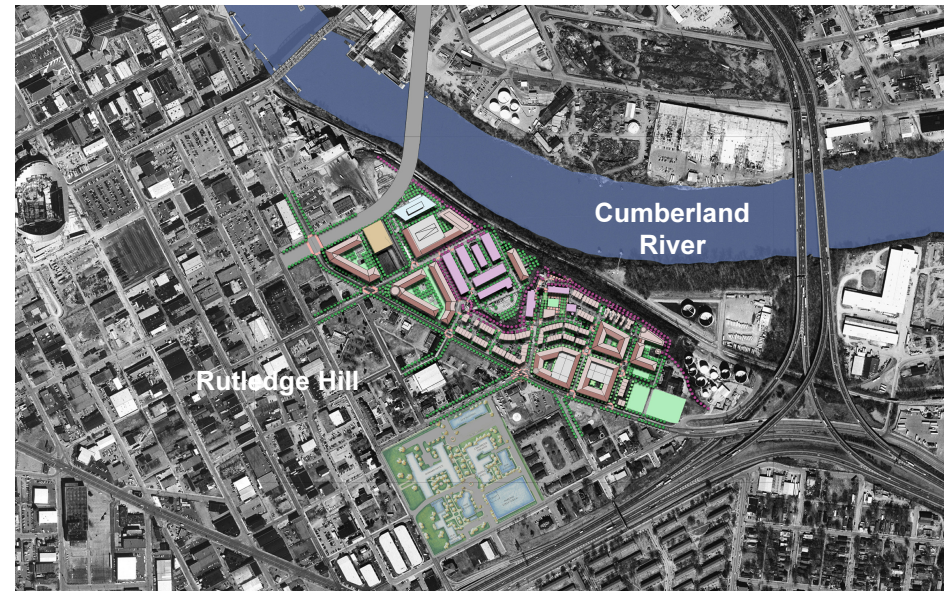
1.2 Planning Objectives

Certain urban design and planning objectives guided the work of the consultant team in this endeavor. These objectives are drawn from both public input and from current professional best practice.

- Create a vibrant urban neighborhood and a sense of place to support community identity
- Create a high quality, safe, energized, public realm
- Reinforce connections from Rolling Mill Hill to the riverfront and the Rutledge Hill neighborhood through vehicular and pedestrian links
- Provide a range of urban housing types for a mix of incomes
- Adapt select historic structures for compatible uses.



Context Area



Illustrative Plan in Context

1.3 Purpose of Development Guidelines

The planning of Rolling Mill Hill has progressed to the point where the development framework, land use plan, urban form, and phasing plan are complete. The sections following detail both the implementation strategies that should guide MDHA as master developer and the guidelines that will direct the efforts of individual builders on the site.

The development guidelines outlined in sections three and four address both the horizontal elements of the plan, such as the street framework, public parks, and the linear greenway along the Cumberland River, and the vertical elements: the design of individual buildings. This latter subset of guidelines addresses such issues as architectural massing and form, the design of the spaces between buildings, landscape architecture, parking, selection of exterior colors and materials, screening, fencing and site security. In contrast to a typical suburban development pattern in which a separate, stand-alone building form is the norm, the objective at Rolling Mill Hill is to create an environment with visual continuity and a user-friendly public realm. This more urban public realm is created both by the street space framed by a connected "street wall" of buildings, and by the consistency of the landscape architectural detail within the street space. High quality street landscape is an important feature for this type of urban neighborhood where the public street space becomes the primary place for the social interactions that build a sense of community.

By encouraging attention to detail and design quality throughout Rolling Mill Hill, the aesthetic harmony of different development parcels and buildings will be enhanced and overall property values within Rolling Mill Hill preserved.

Elements of the Master Plan

2.1 Site Analysis and Market Opportunities

MDHA had previously engaged Economic Research Associates (ERA) to complete a market study for Rolling Mill Hill, which was completed in June 2003. As part of the RTKL Team's scope of work, RCLCo employed this study to support key market assumptions in preparing their development program and financial model. RCLCo also conducted interviews with a number of local brokers and developers in order to confirm these market assumptions, and gauge local builder/developer support for development at the property. In addition, the RTKL Team conducted field surveys of the property and buildings in order to analyze its redevelopment potential, its context, its position in the regional market, and general opportunities and constraints.

The strengths include the following:

- Location proximate to downtown
- Fine views of along the Cumberland River corridor and to the downtown skyline
- Prominent location on hill with high visibility to regional traffic
- As there appears to be significant pent-up demand for urban living opportunities in Nashville, development at the site will be driven by residential land uses.

Constraints associated with the site include:

- Lack of a sense of place and definition in the surrounding urban fabric
- The former quarry west of the main hospital building effectively cuts the site in two.
- Poor pedestrian connections into downtown
- Some views are compromised by unattractive uses across the river
- Higher density residential development untested due to current rent and pricing constraints: need to push the market

More detailed site analysis can be found in Appendix A.

Based upon a comparison of Nashville's ratio of downtown employment to downtown housing with that of several other comparable cities, ERA found that there will be an annual demand for 100 to 200 new units per year at Rolling Mill Hill. It is the Team's conclusion that there is an excellent market opportunity at the site to create a true urban neighborhood with approximately 1000 to 1,200 dwelling units.

Rolling Mill Hill is not seen as an especially strong office location as there is a large reserve of existing office space in the downtown central business district. However, there are several highly visible potential office sites on the property fronting both the new Gateway Boulevard and the Cumberland River. These would be exposed to Interstate traffic and may appeal to certain Class A office tenants looking for signature locations.

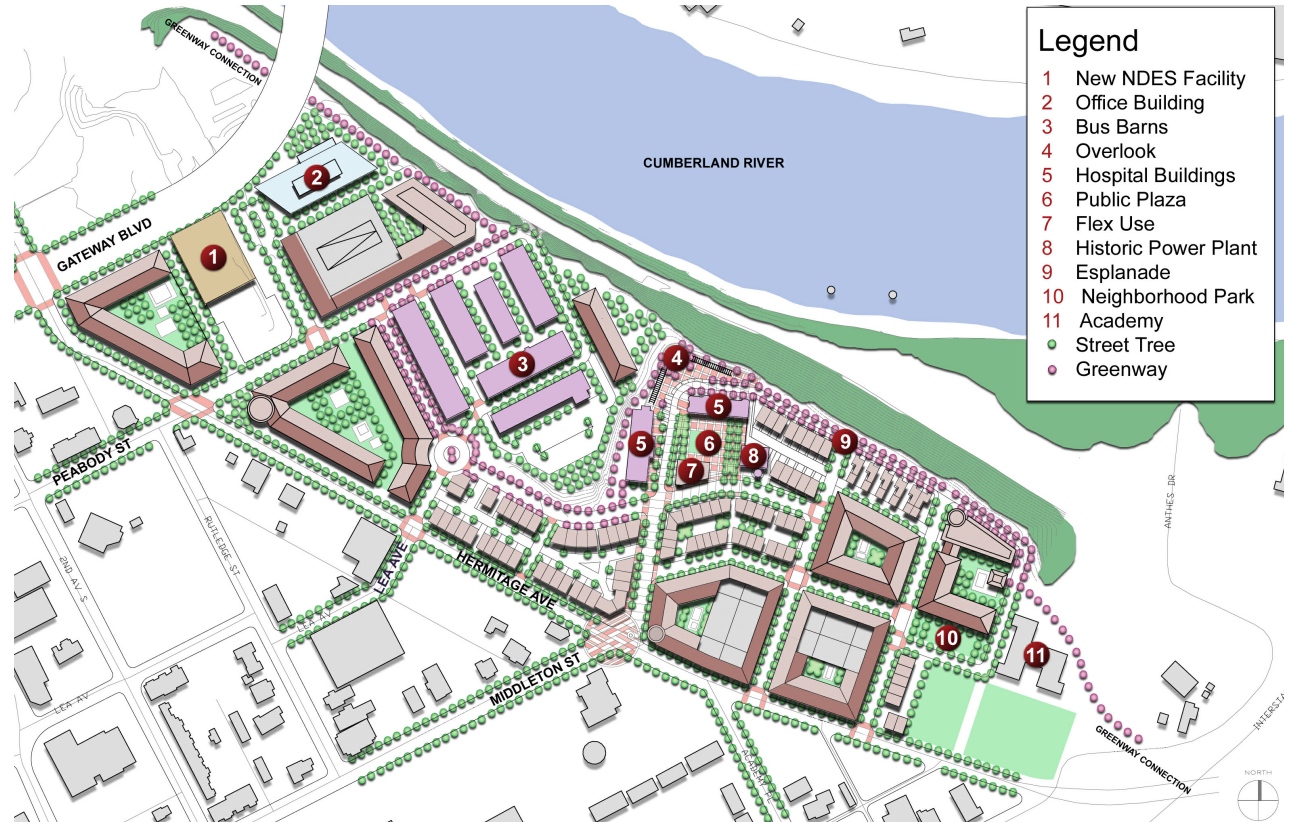
There is strong public interest in reusing the existing trolley barns for commercial use, specifically as flex/retail loft type spaces, including some live-work units. The trolley barns have a unique and interesting character, and are seen as an important element in broadening the appeal of Rolling Mill Hill as a niche retail/flex destination for light manufacturing, artist lofts, etc.

2.2 Illustrative Plan

The purpose of the illustrative plan is to show how Rolling Mill Hill might appear after the plan has been fully implemented. The plan also describes major elements in the neighborhood, its relationship to Rutledge Hill, and the expected level of quality required in the public spaces.

At a minimum, any new development plan should include the following characteristics:

- 1 A street grid similar in scale to that of the adjacent Rutledge Hill Neighborhood
- 2 An extended Greenway from Downtown
- 3 An enlivened public plaza that is defined by the surrounding buildings; this plaza will serve as the heart of the new neighborhood
- 4 A public overlook on the Greenway
- 5 Buildings with an appropriate architectural form, character and scale, which properly define the public realm
- 6 A mix of urban housing types.



2.3 Suggested Land Uses

Because of its location along the Cumberland River, its relationship to Downtown and its connections to Rutledge Hill, Rolling Mill Hill is uniquely suited to become a premier in-town urban neighborhood. In addition to the specific land uses outlined below, it is recommended that the Rutledge Hill side of Hermitage Avenue be developed in a manner consistent with that of Rolling Mill Hill. Land uses and building form should be similar.

Residential Types 1 - 6

As illustrated in the adjacent diagram, a variety of urban housing types is expected to be developed on the site. See Section 2.4 for explanation of these types.

Community Uses

The historic Power House and a new adjacent structure are designated for community uses.

Office

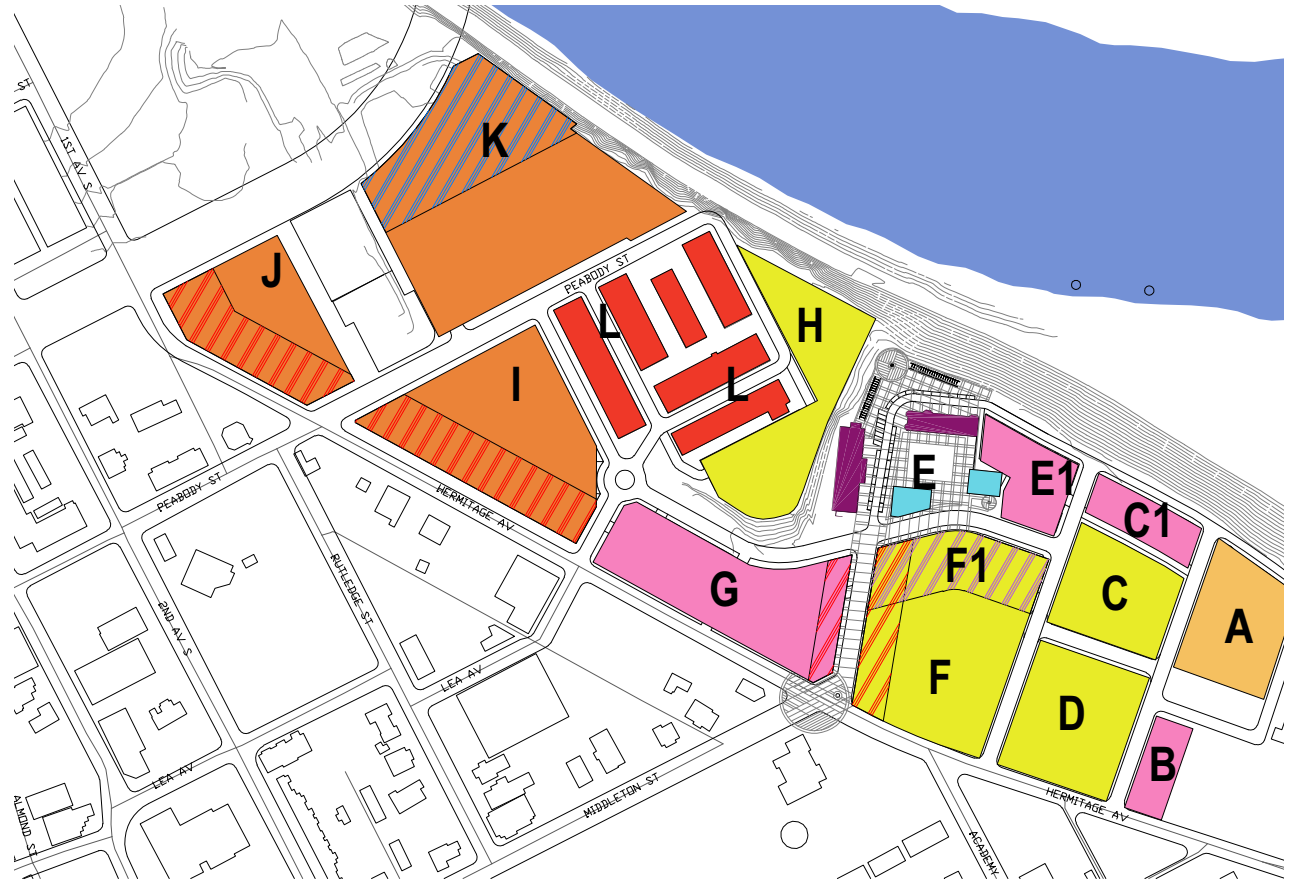
Because of the residential scale and character of Rolling Mill Hill, only Parcel K should be developed for office. Its adjacency to the Gateway and Greenway make it attractive as an office site.

Flex - Retail / Office (The Bus Barns)

While no specific use has been determined for the Bus Barns, they lend themselves to a wide variety of uses including, arts studio space, retail, restaurant, office or even live-work space.

Ground Floor Retail

The retail type that is expected to develop on the site will focus on serving the neighborhood rather than a wider area. It will consist primarily of small shops and perhaps several restaurants.



Legend

- Historic Rehab to Residential
- Residential Types 1 and 2
- Residential Type 3
- Residential Types 4 and 5
- Residential Types 5 and 6
- Any of Residential Types 1 - 6

- Community Uses
- Office
- Flex - Retail / Office
- Ground Floor Retail

2.4 Residential Typology Matrix

Rolling Mill Hill Residential Typology Matrix July 2003

Typology	Image	Site Plan	Building Footprint	Section	Characteristics
Zero Lot-Line Single Family Type 1 Memphis, TN					Ownership: Fee Simple Parking: Rear Loaded Lot Width: 35-45 ft Lot Depth: 75-100 ft Height: 3-4 Storeys Max. Lot Coverage: 80% Avg. Density: 10 units/acre
Urban Townhouse Type 2 Alexandria, VA					Ownership: Fee Simple Parking: Rear Loaded Lot Width: 20-30 ft Lot Depth: 60-80 ft Height: 3-4 Storeys Max. Lot Coverage: 80% Avg. Density: 15 units/acre
Condo Towns (above pkg) Type 3 Alexandria, VA					Ownership: Condominium Parking: 1/2 level below grade Lot Width: Varies Lot Depth: 120-140 ft Height: 3-4 Storeys Max. Lot Coverage: 80% Avg. Density: 20 units/acre

2.4 Residential Typology Matrix

Rolling Mill Hill

Residential Typology Matrix

July 2003

Typology	Image	Site Plan	Building Footprint	Section	Characteristics
Urban Village with Below-Grade Parking Type 4 <i>Melrose, MA</i>					Ownership: Condo/Rental Parking: 1-2 level below grade Lot Width: Varies Lot Depth: Varies Height: 3-4 Storeys Max. Lot Coverage: 80% Avg. Density: 50 units/acre
Urban Wrap Type 5 <i>Addison, TX</i>					Ownership: Condo/Rental Parking: Adjacent Structure Lot Width: Varies Lot Depth: Varies Height: 3-5 Storeys Max. Lot Coverage: 85% Avg. Density: 80 units/acre
Luxury Highrise Type 6 <i>Atlanta, GA</i>					Ownership: Condo/Rental Parking: Adjacent Structure/ Below Grade Lot Width: Varies Lot Depth: Varies Height: 6-12 Storeys Max. Lot Coverage: 85% Avg. Density: 120-150 units/acre

Implementation Strategies for MDHA

3.1 Critical Success Factors & Recommendations

Based upon the analysis of market demand, and informed by experience with similar developments across the nation and interviews with key players in redevelopment efforts in Chattanooga and Albuquerque, the RTKL Team strongly believes that a high-quality, urban neighborhood can be created at Rolling Mill Hill. The redevelopment can be incentivized with public investment that generates a real financial return. However, the realization of this goal will not happen without strong leadership and project management. Outlined below are four recommendations for the successful redevelopment of Rolling Mill Hill.

1 Hit a home run in Phase 1

In order to create a unique sense of place and real value for the remainder of the site, Phase 1 needs to be an overwhelming success. Rolling Mill Hill must be quickly established as a premier urban residential location in Nashville, with prices and rents at or near the top of the market. This transformation will drive demand for future buyers, and allow builders and developers to better gauge the market for future phases. It is also critical to the creation of a sense of place and history at Rolling Mill Hill that the hospital buildings are rehabbed in phase one. MDHA should aggressively pursue development opportunities, even if initial land prices appear below market.

2 Maintain a strong and consistent vision for the site

The success of the redevelopment Rolling Mill Hill hinges on its ability to provide the market with something unique. If the development becomes ordinary, it will fail to achieve

the financial returns necessary to create a high-quality, urban neighborhood. While it may be tempting to cut infrastructure costs, any weakening here will make it difficult to telegraph the vision to builders and consumers. Adherence to the development guidelines will also be critical, as they will set the standards for the public realm and the architecture. To succeed, the development guidelines must be backed up by conscientious enforcement by MDHA.

While the master developer should aggressively pursue opportunities to develop Phase 1, this must not come at the expense of project quality. This is especially true in later phases, when MDHA must evidence patience and wait for opportunities that complement rather than compromise the vision: a strategy of "aggressive patience." The greatest asset MDHA will have - the ability to wait due to relatively low carrying costs and investment hurdles - should be fully utilized in order to attract and capture the appropriate opportunities.

3 Select a variety of builders/developers based upon qualifications and vision

Urban neighborhoods are greatly enhanced by a diversity of housing types and styles. The development should include a number of different builders and developers in order to create this variety. It is critical that development partners are chosen based upon qualifications and shared vision, and not highest bid or response to a developer solicitation or request for proposals (RFP). RFPs are especially poor tools, as developers and builders are often proficient at presenting their qualifications without actually committing to the development vision. A two stage process with requests for qualifications (RFQs) followed by a full proposal offers more control over the selection process.

4 Expand redevelopment beyond the borders

Rolling Mill Hill is not a stand-alone development and must become a catalyst for development throughout the Rutledge Hill neighborhood. Connecting the property into the adjacent community structure has been a central driver of the framework plan. Net-net financial returns could also be used to seed redevelopment efforts in surrounding neighborhoods.

3.2 Parcel Plan / Phasing Strategy

Parcel Plan

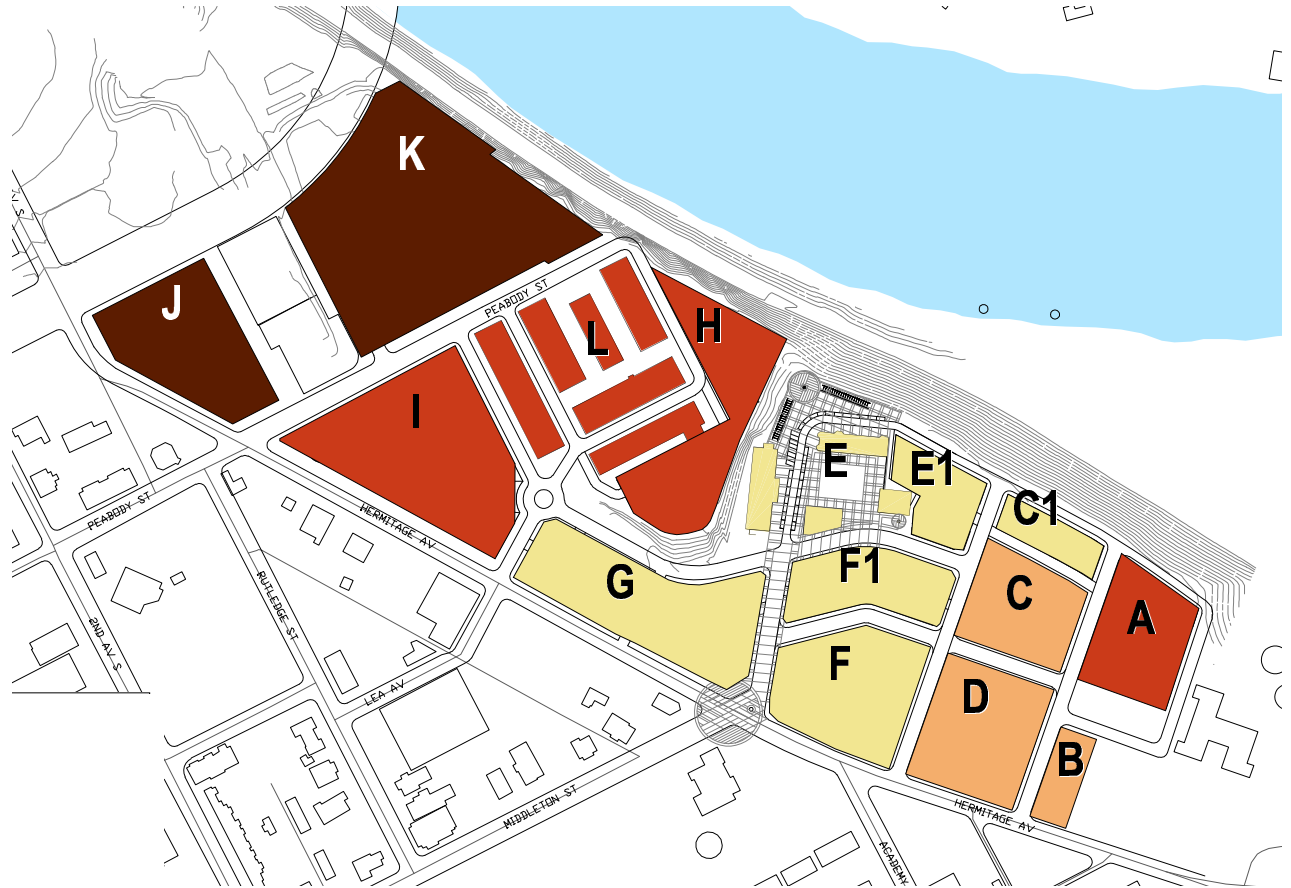
The development program includes 1,175 residential units and 235,000 square feet of retail space to be developed over four phases. The phasing strategy is a function of the site's two most valuable assets: the views that exist from the upper portion of the site, and the sense of place that will be engendered in the first phase. The adjacent plan reflects the approximate extents of each developable parcel; however, as the development framework is intentionally flexible, the parcel areas may change slightly.

Area	Square Feet	Acres
Parcel A	50,700	1.16
Parcel B	16,300	0.37
Parcel C	48,500	1.11
Parcel C1	20,650	0.47
Parcel D	65,500	1.50
Parcel E approx.	60,000	1.38
Parcel E1	27,950	0.64
Parcel F	72,650	1.67
Parcel F1	43,400	0.99
Parcel G	91,900	2.11
Parcel H	79,500	1.83
Parcel I	115,900	2.66
Parcel J	73,500	1.69
Parcel K	178,000	4.09
Parcel L approx.	166,000	3.81

Phasing Strategy

Upper Hill - Adherence to the phasing as described below is highly recommended.

Phase 1: Create a critical mass of development by adapting existing hospital buildings to residential use and by developing adjacent parcels with a mix of housing types. As a "heart" is created in the neighborhood, the sense of place that residents derive from it will create value for subsequent phases. Note that the successful creation of place depends partly on building both sides of Middleton Street in Phase One. The Public Plaza, Primary Overlook, Esplanade and Middleton Street will be



Legend

- Phase 1
- Phase 2
- Phase 3
- Phase 4

constructed in this phase to establish the character and quality of future development. There are 211 residential units in this first phase.

Phase 2: Develop the remaining parcels on the upper hill to increase neighborhood population.

Lower Hill - Adherence to any particular phasing sequence is less critical

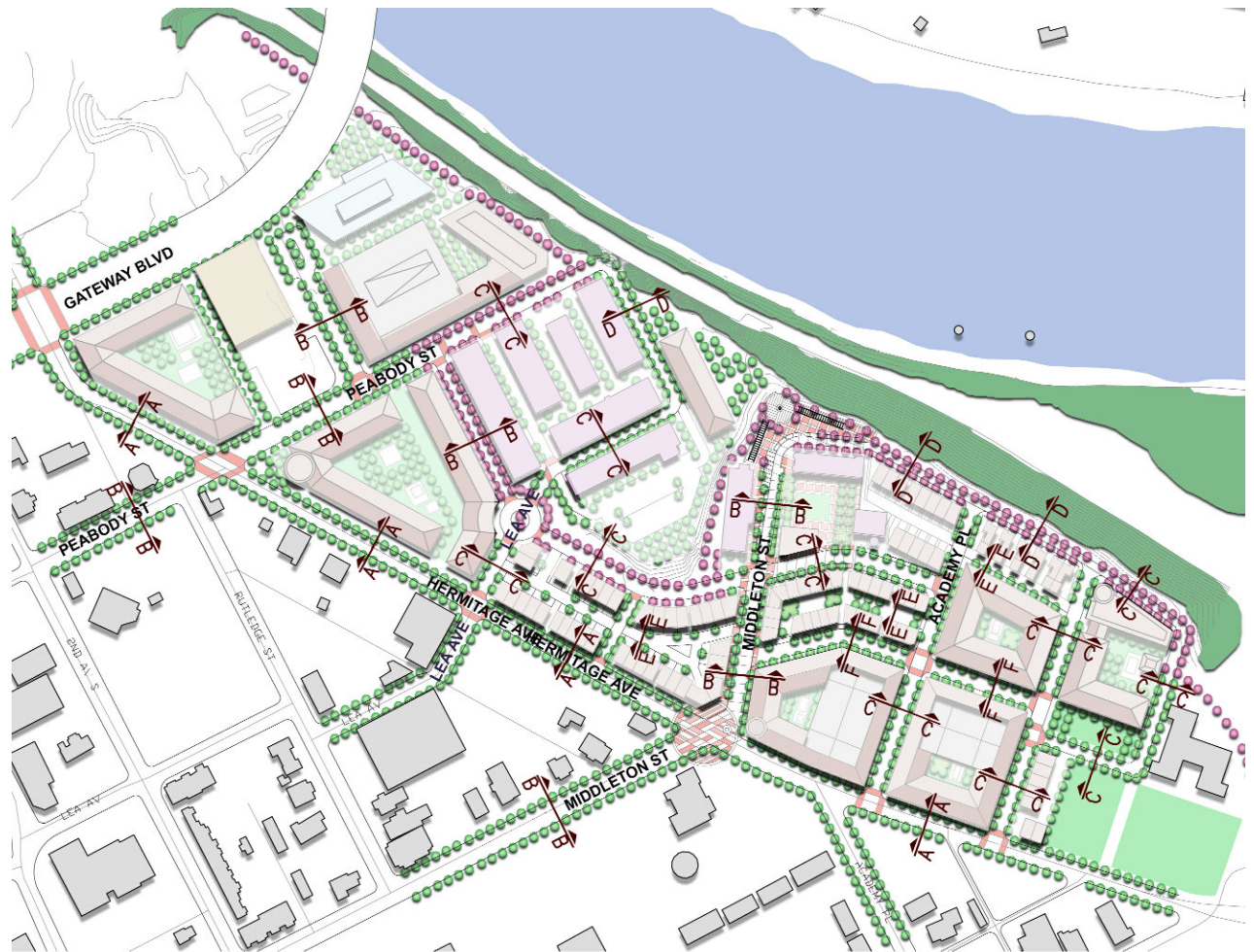
Phases 3 and 4. Trolley Barns should be redeveloped early to spur development of adjacent parcels. Parcel A can be developed at any time.

3.3 Framework Plan

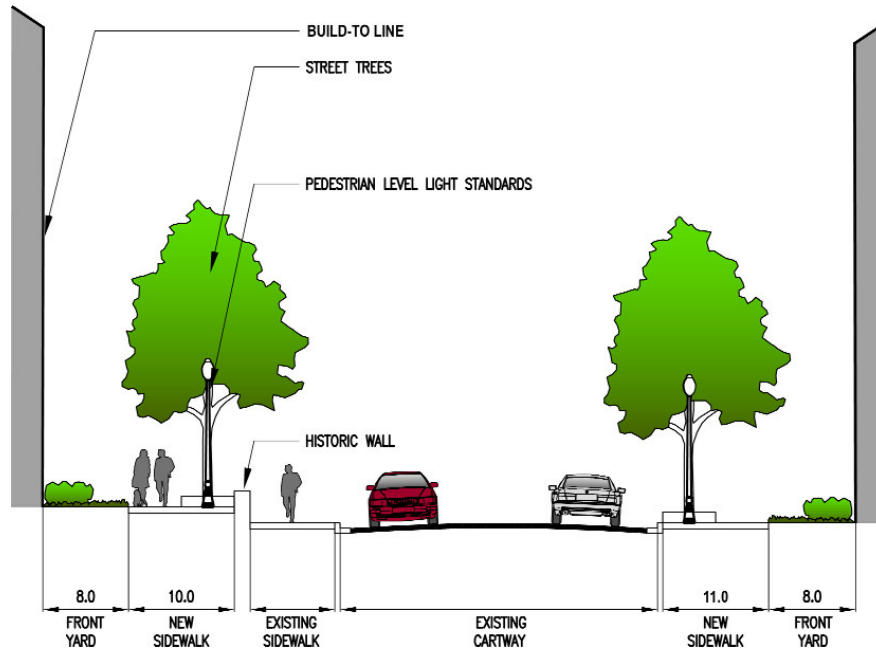
The intent of the framework plan is to show the relative locations of existing and proposed streets and the development parcels they define. The framework is intended to be flexible. Over time, the framework may be manipulated by moving streets to increase or decrease various parcel sizes to accommodate various development densities. Refer to Section 3.4, *Street Sections*, for general information about street cross-sections including right-of-way width, sidewalk width and pavement width. *Streetscape Standards* can be found in Section 3.6.

The development program includes significant up front infrastructure improvements. The infrastructure investment, especially during Phase 1 is required not only to prepare the site for development, but also to create an immediate sense of place and to establish high level of quality for the design and execution of the public realm. An exciting and visually attractive development framework is essential in convincing builder/developers that they must match these quality standards and to convince buyers and renters that they should pay a premium to live in this neighborhood.

It is important to note, however, that while it is assumed that all the infrastructure costs must be eventually supported by land development revenues generated within the property, a significant percentage of the infrastructure will serve the broader community. Most notably, the infrastructure costs include several million dollars in river corridor improvements as part of the Cumberland River Greenway.

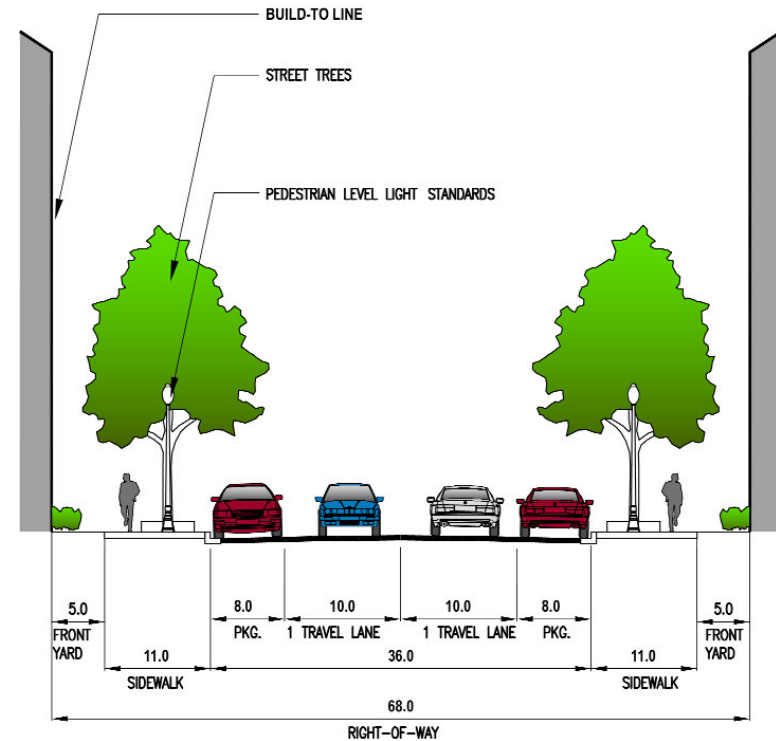


3.4 Street Sections



A. Hermitage

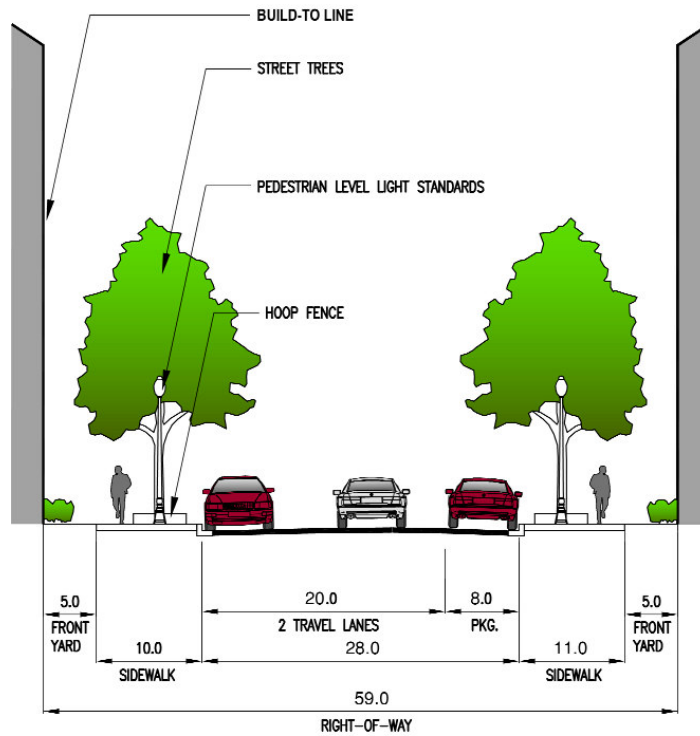
Repave Hermitage travel lanes (3 lanes total) asphalt paving with concrete curb and gutter to meet Metro standard. Preserve existing historic wall. Provide sidewalk consistent with DTSSMP core Zone C sidewalk: concrete. Street trees on both sides of Hermitage. Front yard planting may be omitted if retail use present.



B. Neighborhood Street

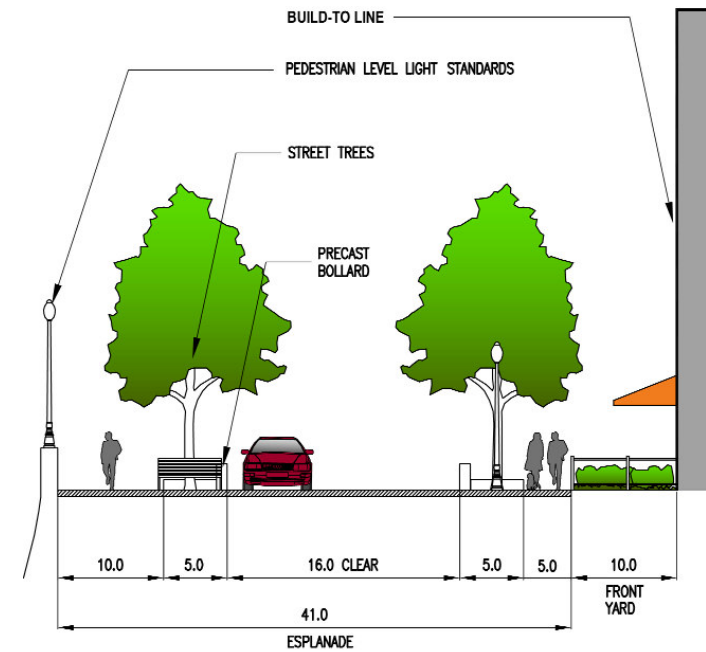
Pavement materials for the travel lanes (2-lanes total) and two sided on-street parking shall be asphalt with concrete curb and gutter to meet Metro standard. It is suggested that the Middleton Street Extension to the Esplanade be unit concrete pavers. Sidewalk materials shall be unit concrete pavers. Crosswalk materials shall be unit concrete pavers. Street trees on at least one side of street, typically south or east side. Front yard planting may be omitted if retail use present.

3.4 Street Sections



C. Local Neighborhood Street

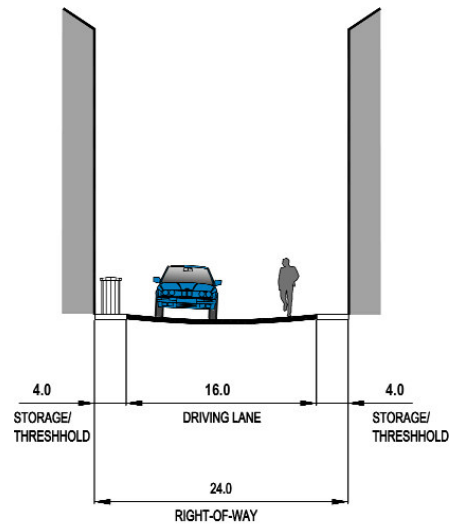
Pavement materials for the travel lanes (2-lanes total) and one-side on street parking shall be asphalt with concrete curb and gutter to meet Metro standard. Sidewalk materials shall be unit concrete pavers. Crosswalk materials shall be unit concrete pavers. Street trees on at least one side of street. Front yard planting may be omitted if retail use present.



D. Esplanade (Greenway)

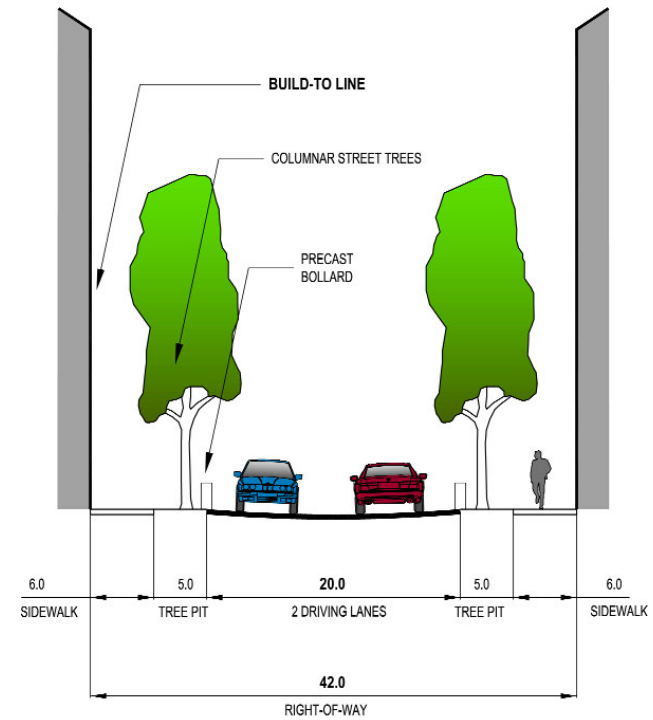
Pavement materials for the entire cross-section of the esplanade (travel lane, sidewalk and greenway/multi-use trail) shall be unit concrete pavers. Street trees both sides of street. Front yard planting may be omitted if retail use present.

3.4 Street Sections



E. Residential Alley

Pavement materials for the travel lane shall be asphalt, drain to center. Storage thresholds to be concrete.



F. Residential Mews

Pavement materials for the travel lanes (2-lanes total) shall be asphalt, drain to center with flat curbs located at bollard line. Sidewalk materials shall be unit concrete pavers. Crosswalk materials shall be unit concrete pavers. Street trees on at least one side of street.

3.5 Open Space Plan

Design Intent

Quality landscape architecture is critical to the image of Rolling Mill Hill.

1. Appropriate landscape will unify elements of the development, enhance the pedestrian environment, frame and focus views, and provide screening for roadways, parking and service areas.
2. Landscape design interest should be created through the use of plant material, site and retaining walls, higher quality paving materials, and publicly accessible accent features, such as sculptures and fountains.
3. The design of the landscape should emphasize such elements as form, texture, and rhythm, as well as celebrate the seasonal nature of environmental change.
4. Building entry points, plazas and other special public spaces demand a higher level of design detail. This may be achieved through the use of a richer palette of plant materials, more complex paving patterns, etc.



Open Space Plan

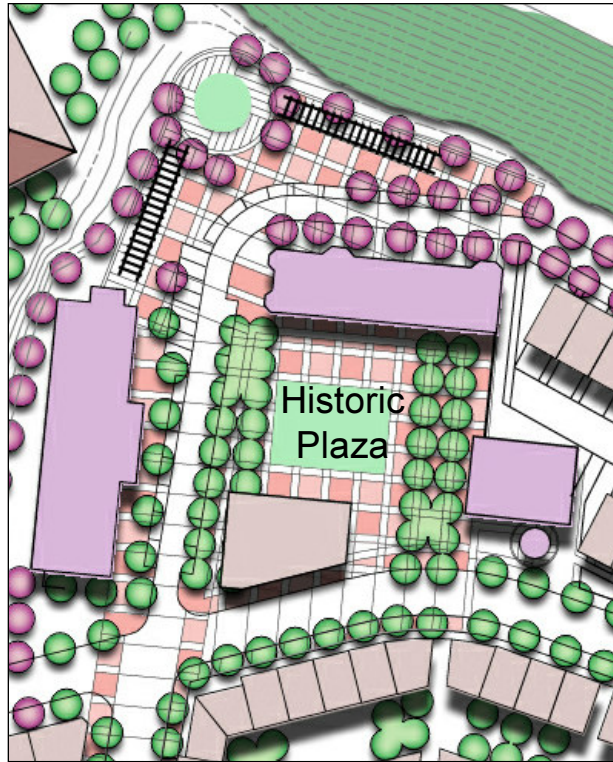
3.5 Open Space Plan

Open spaces should be provided that are both publicly accessible and self-policing. These spaces should be interconnected with one another rather than disaggregated into "dead end" spaces. Rolling Mill Hill would also be an appropriate location of the installation of public artwork, and opportunities should be provided for such. The following standards for design are to be used in the development review process to ensure conformance with these guidelines when properties in the district are developed.

The primary components of the open space system are called out on the diagram on the previous page. These components should have the following characteristics:

1 Plaza - The historic plaza identified on the open space plan should be urban in character, and its surface should be primarily hardscape rather than planted. Canopy trees and lighting should be provided. A variety of seating options should be encouraged.

2 Overlooks - The primary and secondary overlooks called out on the open space plan should also be urban in character, with a predominance of hardscape over planting. Seating should be provided, and iconic features such as pergolas or sculpture are encouraged. Canopy trees and lighting should be provided.



Overlook



Plazas

3.5 Open Space Plan

3 Esplanade (Greenway)- The esplanade section is detailed in section 5.3, and should be understood as a very broad sidewalk. Bollards rather than curbs will separate vehicular from pedestrian traffic.

4 Neighborhood Park - The neighborhood park called out on the open space plan should serve the new residents of Rolling Mill Hill. The park should include more planting than hardscape. Canopy trees, lighting and seating should be provided. It is intended that this park be more lushly planted than either the plaza or the overlook, and that it should serve as a public garden.



Esplanades



Neighborhood Parks



3.6 Streetscape Standards

Streetscape Standards

The following design standards are based on the Downtown Streetscape Masterplan. The Downtown Streetscape Master Plan, the area of the central city were divided into three main contextual sub-districts as it relates to the use of site furnishings such as lighting, benches, trash receptacles, etc. These three classifications are traditional, core and contemporary. Based on the proposed reuse of historic buildings and the overall pedestrian nature of the development, this design team recommends the application of traditional contextual classification.

Within this sub-district, one may expect to find traditional building materials, fine grain development with architectural richness, buildings with historical significance and narrow- to-moderate widths of R.O.W.

1 Landscape in Public Space

All streets except alleys (section E) should have street trees with a minimum recommended caliper of 4 inches. Street tree cultivars should be selected to provide shade, and columnar or fastigate street trees should only be permitted in Section F. Street tree spacing will be determined by the horticultural requirements of the tree cultivar. In general, however, this spacing should be between 25' - 40' on center (excepting columnar or fastigate selections). Street trees should be limbed to 7 ft. above grade to allow the passage of pedestrians.

The use of continuous tree trenches with a minimum width of 4 ft. and depth of 3.5 ft is encouraged. Utility easements must not share the same horizontal alignment as tree trenches.

Paving over structural soil should be permitted where desired in pedestrian areas. Where structural soil is used, maintain a minimum 4x4 tree grate opening for access to tree pit and to prohibit compaction over the root ball. Minimum planting area for each tree should be 48 square feet.

Planting areas along curbside are encouraged to be raised curbs or use planting "hoops" to discourage pedestrian movement through the planting areas.



Typical planting area

The use of native plants is encouraged, provided that they are well-adapted to an urban environment.

An automatic irrigation system is required for all tree planting and planting pits.

2 Landscape in Private Space

Private: Precast concrete planters shall be encouraged at building entrances and public gathering nodes to highlight special activity areas. Provide drainage for each planter. The Owner is responsible for maintaining planters. Recommended planting: Use of a combination of "permanent" plantings such as evergreen material and ornamental grasses with annual color plantings is encouraged.

An automatic irrigation system is recommended for all landscape planting on private property. The use of an irrigation system that utilizes collected rainwater is encouraged.

3.6 Streetscape Standards

3 Sidewalks and Streets

Please refer to the Section 3.4 Street Sections for material locations and specifications.

For designated areas of Rolling Mill Hill (the extension of Middleton Street to the terminus, the esplanade along the river and, potentially the extension of Lea Street into the site at the trolley barns) street pavement is recommended to be unit concrete pavers, sized for use in vehicular pavement applications.

Installation

All unit concrete paver installation will be accomplished by the use of a concrete subslab and a sand setting bed. Within street sections and crosswalks, concrete headers should be used at intervals to allow for future repairs.

Accessibility

Accessible ADA approved curb ramps shall be placed at all intersection crosswalks and driveway ramps. Accessible ramps shall be cast-in-place concrete. Bollards shall be used in association with flush curb ramps at intersections.

4 Banners

Banners should be incorporated into specified streetlights. The Banners must comply with Metro's Banner Resource Guide that may be found in Chapter 2.62.050 of the Metro Code. In subdistricts where light poles cannot accommodate banners, separate banner poles may be incorporated into the streetscape. These poles should be of the same aesthetic character and quality as the surrounding streetlight poles. All streetlight and banner poles shall be located within the "furnishing zone".

5 Lighting

Light poles should be located at the midpoint between trees. Street lighting should provide an average minimum of 0.5 footcandles along all streets. Fixtures should either be IES Type III or Type IV, or include house-side shields. LIGHT FIXTURE: Holophane - Washington Series



Glass Lens
Tool-less entry
250W HPS
POLE: Hadco -
16' tall pole
Clam shell base
Banner rated
Hand hole for maintenance access
MATERIAL: Cast Aluminum
FINISH: 'Black' Powdercoat

6 Traffic Signals

The following Lamp and Pole are recommended for use where new signals may be required:

TRAFFIC POLE / MAST ARM: Traditional
MAST ARM / POLE:

Holophane 'Washington' Luminaries
Hadco Twin Arm
Visco Traffic Signal Poles and Arms
Clam Shell Base

MATERIAL: Cast Steel

MATERIAL: Cast Steel

FINISH: 'Black' Powdercoat



3.6 Streetscape Standards

7 Street Furniture

The following street furniture is recommended for use in Rolling Mill Hill

Benches

PRODUCT: Landscape Forms - Plainwell



72" Bench
(1) intermediate arm
Surface Mount

MATERIAL: Cast Aluminum Seats and Back,
Steel Frame

FINISH: 'Black' Powdercoat

Bike Racks/ Steel Bollards



PRODUCT: Trystan - Victorian Plus

MATERIAL: Steel

FINISH: 'Black' Powdercoat

Precast Bollards



PRODUCT: Dura Art Stone- PB-E

MATERIAL: Precast Concrete

FINISH: To be determined

LOCATION: Add Precast bollard for use where pedestrian and vehicular circulation abut without a curb, i.e. esplanade cross-section and at flush ramp intersections.

3.6 Streetscape Standards

Trash Receptacle (top or side openings):

PRODUCT: Landscape Forms - Plainwell



Surface Mount

MATERIAL: Cast Aluminum

FINISH: 'Black' Powdercoat

Tree Grates

PRODUCT: Ironsmith- Olympian tree grate

MATERIAL: Iron

FINISH: To be determined



Development Guidelines for Individual Builders

4.1 Urban Design & Massing

Design Intent

The design objectives outlined in this section are twofold. First, the development must establish a quality image upon entering the neighborhood. Secondly, the scale, massing and proportion of the buildings in the district should be consistent with the surrounding neighborhood.

- I. **Setbacks:** Setbacks vary by street type. Please refer to the Street Sections to determine building setbacks.
2. **Massing**
 - a. **Street Wall:** Buildings must be built to the build-to line and maintain a continuous street wall along all frontages.
 - b. **Encroachments:** The following encroachments are permitted into the front yard:
 - i Porches 10 ft.
 - ii Bays 3 ft.
 - iii Stoops 4 ft.
 3. **Lot Coverage**
 - a. Lot coverage is defined as the total building footprint area under roof. Parking garages with top decks less than 4 ft. above grade are not considered part of the building footprint.
 - b. The maximum lot coverages are as follows:
 - i Fee-simple housing 80%
 - ii All other uses 85%
 4. **Height:** Please refer to the diagram at right for permitted building heights:
 - a. A story is defined as a fully occupiable building floor and does not include occupiable space within roofs.

- b. Building stories are limited to 12 ft. floor to floor, except the first floor which is limited to 18 ft floor to floor.
- c. Mechanical Penthouses are not considered stories.
5. **Roof Forms**
 - a. Where pitched roofs occur, a minimum slope of 6:12 is required.
 - b. Flat roofs are permitted with parapets required on facades that border public space. A maximum slope of 1:12 is permitted.

- c. Roof decks are permitted.
6. **Sloping Sites**
 - a. It is recommended that the ground floor be stepped at regular intervals, so that the first floor is a maximum of 4 ft. above grade.

Legend

- Midrise Zone: 3 - 5 stories
- Highrise Zone: 4 - 12 stories



4.2 Exterior Appearance of Buildings

Design Intent

Design each building to complement the architectural character of its immediate neighbors and to be sensitive to their material, color, and scale. The number of materials used on the exterior of each building should be kept to a minimum.

I. *Building Character*

- a. Buildings should exhibit a sense of quality and permanence consistent with well-known historic urban neighborhoods in cities such as Boston, Washington, Charleston, Savannah or Louisville. In addition, the existing historic structures should serve as a guide when developing material palettes for new construction. Buildings adjacent to or opposite one another shall have a consistent architectural datum (cornice, change in material, setback, etc), which is intended to reinforce a similarity of scale

2. *Building Materials*

- a. No more than two building materials (in addition to glass) should be used as vertical exterior cladding (excluding roofs) with one material serving as the dominant cladding material.
- b. All windows at the ground floor must use clear nonreflective glass.
- c. The following materials are proscribed:
EIFS (Exterior Insulated Finish System)
Vinyl /Aluminum Siding
Vinyl Windows
Galvanized Steel (other than structural elements)
Unfinished Exposed Concrete

3. *Color*

- a. Masonry - it is recommended that a palette of brick and stone be created that complements the colors of the existing historic structures.
- b. Colors of painted building elements should complement the dominant building color.

4. *Location and Screening of Service Elements*

- a. Service elements such as loading docks and trash collection locations should not open on public streets and should be screened from view with a minimum six (6) foot high fence or wall. Fences and walls attached to buildings should be developed as architectural extensions of the building, and be constructed of the same materials and in the same style.

- b. Mechanical Elements (including TV/Satellite dishes) whether located on the ground or rooftop should not be visible from the public street, and in such case should be screened from view with the appropriate materials.

Art Deco Hospital Building establishes scale and character of adjacent development



4.3 Parking

The intent of the following guidelines is to minimize the impact of parking on the pedestrian realm.

1. Surface parking lots are not encouraged anywhere in the district. However, if such lots exist, they should be located behind buildings and screened from all public streets with a 42" wall or hedge.
2. Above grade parking decks that have frontage on public streets must meet the following requirements:
 - a. one exposed side per block.
 - b. height not to exceed ridge or parapet line of adjacent structure.
 - c. exposed side must have an architecturally or artistically finished street facade which is complementary to the surrounding buildings
 - d. No parking decks shall be permitted to front Hermitage, the Middleton extension or the Greenway.



Appropriate exterior appearance of parking deck



4.4 Signage

These guidelines are intended to protect the character of Rolling Mill Hill from the proliferation of inappropriate commercial signage by controlling the number, size, style, color and materials of signs and signage.

1. Signs may be located at the first floor level only and may not obscure any architecturally significant elements of the building.
2. Projecting signs attached to building facades may not have effective areas larger than twenty (20) square feet, and may not extend more than five (5) feet from the building facade.
3. No signs may project over the street right-of-way.
4. *Awning and Canopy Signs:*
Text on awnings and canopies should be limited to the awning valance. The maximum effective area of awning and canopy signs may not exceed 25% of the area of the canopy or awning. The total number of awning and canopy signs may not exceed the total number of street entrances to the premises.
5. Rooftop and skyline signs, flashing or motion signs are not permitted.
6. Backlit signs are not permitted.
7. Detached or freestanding signs are not permitted.
8. The restrained use of neon may be appropriate for street level retail uses.



Appropriate commercial signage

4.5 Sustainability

The redevelopment of Rolling Mill Hill offers the citizens of Nashville a unique opportunity to create an environmentally sustainable neighborhood. Currently, the best way to mitigate impact of development on the environment is to use the U.S. Green Building Council's LEED (Leadership in Energy and Environmental Design) Rating System. While using the rating system is not mandatory, developers who successfully implement the system may achieve a market advantage over their competitors.

LEED Green Building Rating System
<http://www.usgbc.org/>

The U.S. Green Building Council established the LEED Green Building Rating System as a way to assess life-cycle sustainability in existing or proposed buildings. The LEED system defines six categories in which points can be accumulated and assigns different weights to each, depending on the number of requirements within each category. The maximum possible point count is 69. The following ratings are given based on the range (minimum) achieved.

Platinum	52-69 Points
Gold	39-51 Points
Silver	33-38 Points
LEED Certification	26-32 Points

Some categories require that mandatory prerequisites be met before credit can be given to additional measures.

Sustainable Sites: (14 points)

Water Efficiency: (5 points)

Energy and Atmosphere: (17 points)

Materials and Resources: (13 possible points)

Indoor Environmental Quality: (15 possible points)

Innovation and Design Process (5 points)



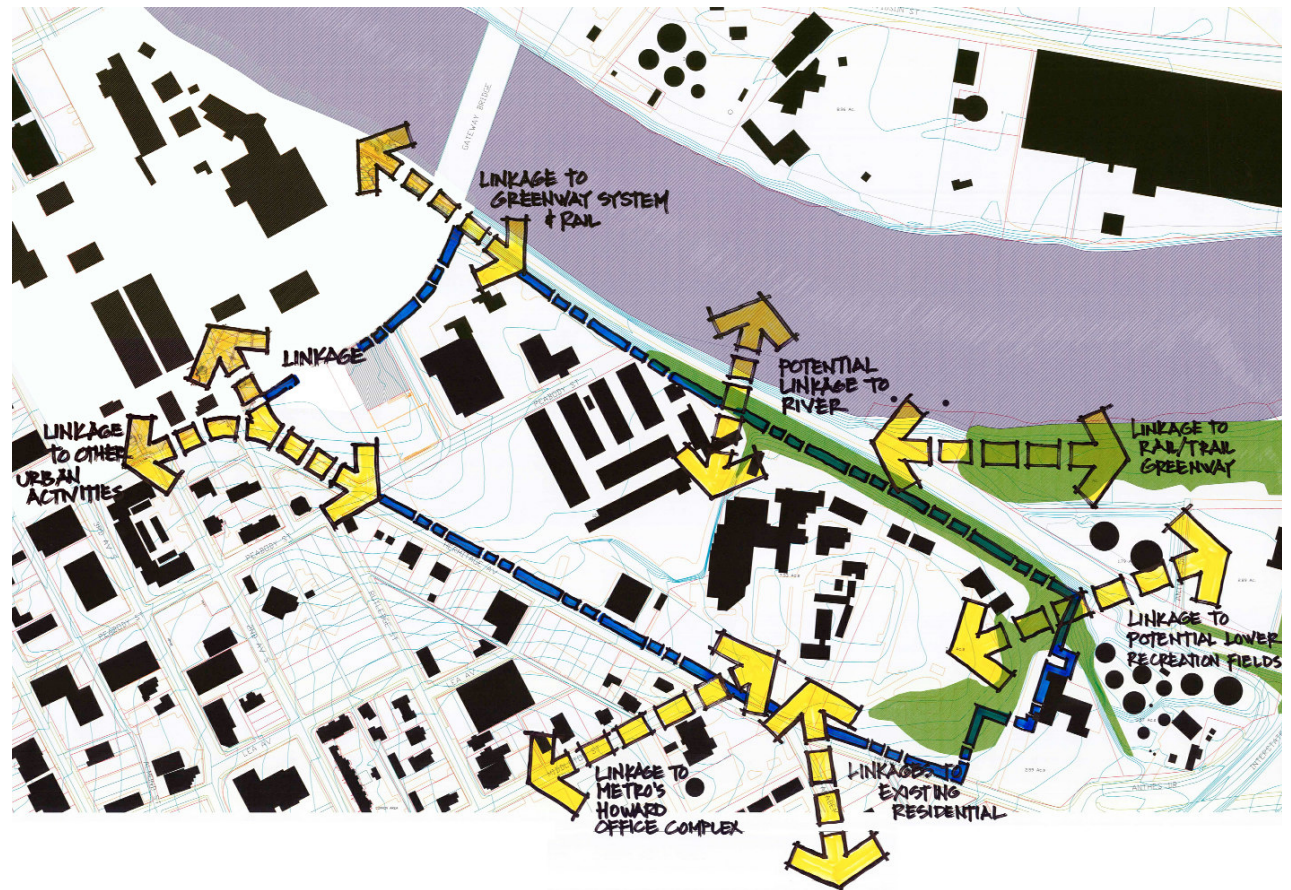
Appendix A - Site Analysis

I - Linkages

There are a number of opportunities for connections to wider pedestrian, bicycle and vehicular systems in the city. The site is only three-quarters of a mile from downtown, and there is easy access by local roads to the many entertainment and cultural amenities in the city. Appropriate Development of the Thermal Plant site across the Gateway from Rolling Mill Hill will strengthen the connection to downtown.

Middleton and Peabody Streets currently either terminate at Hermitage Avenue or are continued as private drives on its opposite side; these streets could link new development on the site with Rutledge Hill to the west and south. As mentioned above, 2nd Avenue offer convenient access to I-40.

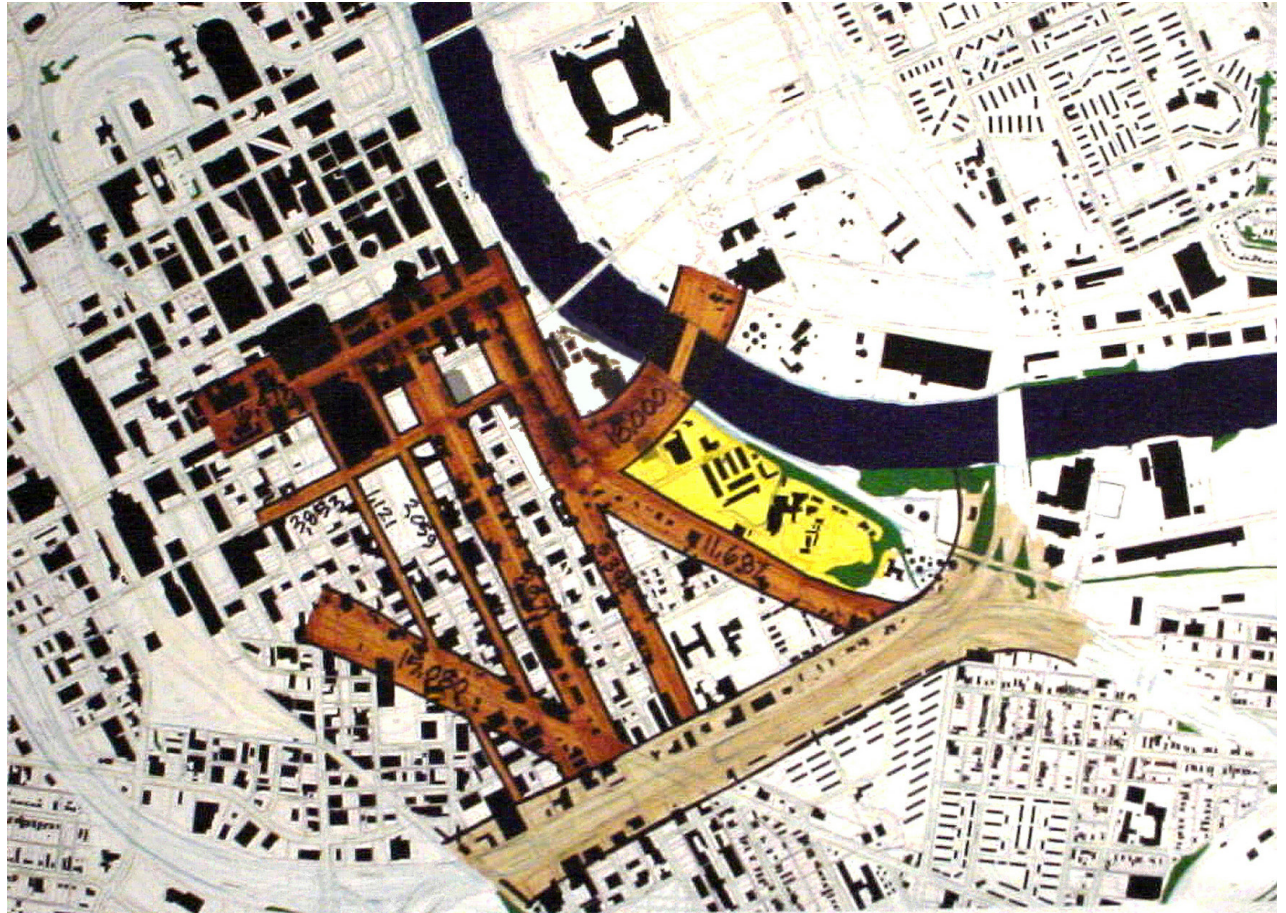
The Nashville and Eastern rail line partway down the bluff north of the site may in the future be converted into a pedestrian and bicycle trail. While the slope of the bluffs make difficult any direct, on-site connection from the upper site to this rail right of way, there is an opportunity for a pedestrian path at the top of the bluff. This upper path could connect back to lower rail-to-trail network to the northwest and east of the site; see the Open Space Plan in the Development Guidelines section for a possible alignment.



Appendix A - Site Analysis

II - Traffic Volume

Interstate 40 carries a high volume of traffic to, from and through downtown Nashville. North-South arterials (Hermitage, 2nd and 4th Avenues and Lafayette Street) all carry between 8,000 and 15,000 vehicles per day. Much of this is commuter traffic between downtown Nashville and Interstate 40. Roads that connect to the limited number of river bridges also carry significant volumes of traffic, although this will be mitigated once the new Gateway Bridge is finished just north of the Rolling Mill Hill site.



Appendix A - Site Analysis

III - Topography

The study area occupies a site overlooking the Cumberland River to the north. Steep bluffs (approximately 75%) separate the site from the river's edge. The site is also split in two by the escarpment of an old quarry, which runs approximately north-south immediately behind the existing hospital complex. Rolling Mill Hill itself (elevation 530') occupies much of the eastern half of the site, and the terrain slopes away gently from the hill to the river bluffs to the north and east, as well as to the quarry's edge to the west. The western half of the site is fairly level.

The site's hilltop location and the heavily-trafficked Hermitage Avenue (16,000 car trips per day), isolates the property from the remainder of the Rutledge Hill neighborhood. The property's topography, with dramatic changes in elevation, has created, in effect, two different sites, an upper level site occupied by the vacated Metro General Hospital and several support buildings, and a lower level site occupied by approximately 140,000 square feet of space in trolley barns, currently leased by various Metro government agencies.

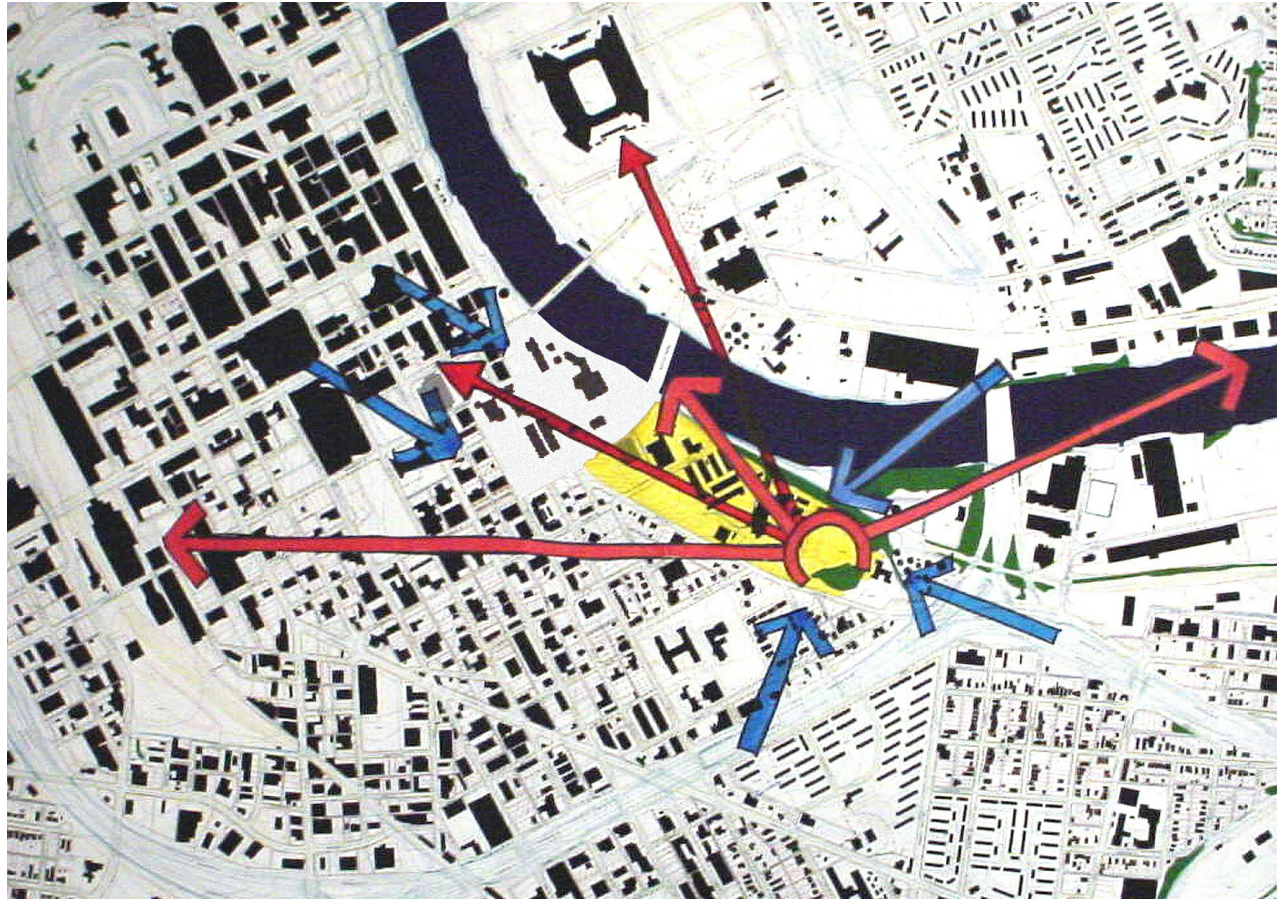


Appendix A - Site Analysis

IV - Views

Rolling Mill Hill offers excellent views to the west, north and east. Views to the south are blocked by the slightly higher Rutledge Hill (elevation 535'). The Adelphia Coliseum is visible across the river to the north from much of the site, and there are also good views to the downtown skyline. The Hill's location on the outside of a long bend in the river offers excellent, long views both up- and down-stream.

In addition to offering excellent views of much of Nashville, Rolling Mill Hill's height makes it a prominent location for any future development.



Appendix A - Site Analysis

V - Historic Structures

Based on the conclusions of the recent Gobbell Hays Partners Inc. report Historical Evaluation & Facility Assessment, dated July 09, 2003, the following structures have been identified as “Historically Contributing Buildings”, (Category 1). It is therefore recommended that the following buildings be preserved and adapted for new use:

1. The main wing of the hospital (art deco wing- approx. 1931).
2. The Boiler Room and Smoke Stack adjacent to the main hospital.
3. The Victorian Building (Original Hospital) to the north of both the hospital and the power plant.
4. The Trolley Barns highlighted on the adjacent aerial photograph.
5. Stone Walls surrounding the Trolley Barn Site and the Hospital Campus. Specifically, the walls bordering the Trolley Barns adjacent to the Cumberland River as well as the walls adjacent to Hermitage Avenue bordering the Hospital Site. The remaining walls should be salvaged where possible.



Structures to be Preserved



Historic Inventory - Hospital Complex

Appendix B

Planning Process and Public Comment

A central component of the redevelopment of Rolling Mill Hill has been community engagement. Two public meetings have been held to date, and the third and final one is to take place shortly after the draft publication of this report. These meetings are described below and in more detail in the *Public Comment* chapter of this report. Public input has been essential to the development of both the plan and these redevelopment guidelines.

The first meeting was held on Wednesday, May 21, 2003. The intent of this meeting was to present the public with both the site analysis and the critical issues surrounding the site that the consultant team had identified. After the presentation, community members were asked to form groups to discuss the planning issues they had just heard about, and then to report their conclusions back to the larger group. A summary of these conclusions is included in the final chapter of this report.

The second meeting took place on Wednesday, June 11, 2003. The consultant team had taken the comments from the first community meeting and used them to guide the development of two alternative urban design plans for the site. At this second meeting the community was asked to comment on the two alternative plans, and their comments are also included in the chapter on *Public Comment*.

The final meeting was held on Wednesday, August 6, 2003. The comments from the second meeting have guided the development of these guidelines, and the urban design plan has been revised to respond to the public

comments as well. These guidelines and the revised urban design plan will be presented to the community at the third meeting.

Meetings were held at the Howard School Auditorium on Second Avenue South, and approximately fifty people attended each of the meetings. Participants included local residents, business leaders, design professionals, politicians, and members of the press. Stakeholders were kept abreast of developments through the project website, operated by the Nashville Metropolitan Development and Housing Agency:

http://nashville.gov/mdha/rolling_mill_hill.htm

In addition, the meetings were publicized by the Civic Design Center, local newspapers and through fliers posted in local businesses.

Appendix B

Planning Process and Public Comment

May 21, 2003, Community Meeting

The first of the three community meetings was held at the Howard School. Its purpose was to present an overview of the site analysis, the urban housing typologies, and to solicit community input on key issues related to the redevelopment of Rolling Mill Hill.

Summary of Points

Land Use

- ♦ Introduce a mix of uses (Housing, office shops, etc.); vertical layering of uses as well (retail or office below, residential above)
- ♦ Mostly residential – based on market; affordability important; renters by choice as well as for-sale, fee-simple; provide a range of housing choices (owner occupied to apartment to affordable housing); housing for the elderly; need to attract families; one group called for 30-50% for-sale units; absentee ownership could be a problem
- ♦ Retail – customers from outside/inside external; in contrast, another group wanted no destination (only neighborhood) retail; existing pharmacy; induce demand for retail, especially grocery
- ♦ Retail along Hermitage important, although Hermitage may not have right kind of traffic for retail
- ♦ Office space, small floor plates
- ♦ Hotel would be fine
- ♦ Elementary school needed; school would be important if demand warranted; private school might be an option; preschool; Montessori school
- ♦ Adult businesses encroaching
- ♦ Introduce community amenities and services (parks, schools, clinics, etc.); community meeting space

Access, Connectivity and Transportation

- ♦ Improve public access to river front
- ♦ Connect Rolling Mill Hill back into surrounding neighborhoods, including Rutledge Hill
- ♦ Explore connections to public housing
- ♦ Connect to downtown with public transportation (bus, trolley, light rail)
- ♦ Zipper, particularly connection to Rutledge Hill

Open Space

- ♦ Character of Bluff should be maintained
- ♦ Open space for residents
- ♦ Open views and access to River
- ♦ Parks and open space should open to Rutledge Hill

Economic Development

- ♦ Rolling Mill Hill should help Rutledge Hill redevelop

Historic Buildings and Adaptive Reuse

- ♦ Reuse Historic Buildings
- ♦ Location of Barns difficult
- ♦ Trolley Barns – School for the Building Arts or retail or artist space
- ♦ Barns important but all may not need to be saved
- ♦ Rehab important but may require subsidy
- ♦ Power plant would be good community space

Urban Design and Massing

- ♦ Keep the scale and character in harmony with existing neighborhood
- ♦ 5 – 6 story buildings acceptable/possibly high-rise
- ♦ Scale mid-rise acceptable with some lower and higher density buildings
- ♦ Not a gated community
- ♦ Distinctive rather than Disneyesque architecture
- ♦ Centralize parking
- ♦ Design flexible plan
- ♦ Street width in 2:1 ratio
- ♦ Existing hospital should set height limit
- ♦ Mix of architectural styles would be good
- ♦ Build to the street
- ♦ Design usable sidewalks: should be a walkable community
- ♦ High-rise buildings should not block views

Miscellaneous

- ♦ Keep Sole Mio restaurant
- ♦ Provide adequate lighting
- ♦ Land is valuable, so phasing is OK
- ♦ Will existing residents be priced out of Rutledge Hill?
- ♦ Practicality is important
- ♦ Rehab important but may require subsidy
- ♦ Power plant would be good community space

Appendix B

Planning Process and Public Comment

June 11, 2003, Community Meeting

The goal of the second community meeting - also held at the Howard School - was to present the community with the preliminary concept plans and implementation strategies. The attendees were then split into three groups and asked to comment on the plans.

General Comments

- ♦ Mixed-use essential
- ♦ Residential dominant land-use
- ♦ Plan comprehensively
- ♦ Searching for critical mass
- ♦ Reintroduce life-support system -ie retail amenities
- ♦ Increase activity in downtown Nashville beyond 9 to 5 business cycle.
- ♦ Mid-rise urban form
- ♦ People places - character of spaces can evolve
- ♦ System of other open spaces -greenway, urban parks, pocket parks.
- ♦ Expanded range of streets- beyond suburban prototypes.
- ♦ Must accommodate fire equipment
- ♦ Four buildings should be saved: Trolley Barn ensemble, Deco Hospital building, Power Plant building, Original Victorian building.

Team 1

- ♦ Commercial node at Peabody and hermitage
- ♦ Need to get railroad from greenway
- ♦ Office inboard - traffic
- ♦ Office closer to hermitage
- ♦ Condo in place of office
- ♦ Trolley barns - small commercial
- ♦ Do not spread out commercial

- ♦ Liked hidden parking
- ♦ Opportunity for greenway to continue around deco building through car barns back to edge

Team 2

- ♦ Did like hi-rise at end
- ♦ Trolley barns - parking issue if retail
- ♦ Retail well located - grocery store
- ♦ Traffic calmed streets essential along greenway
- ♦ Greenway along bluff could be pedestrian only
- ♦ Need for retail closer to core
- ♦ Open area at base of quarry
- ♦ Plan A - pocket park not necessary around barns
- ♦ Plan B - low rise development around barns good

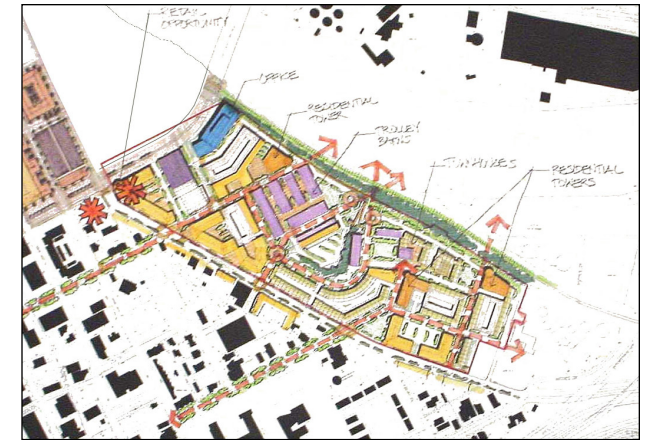
Team 3

Plan A

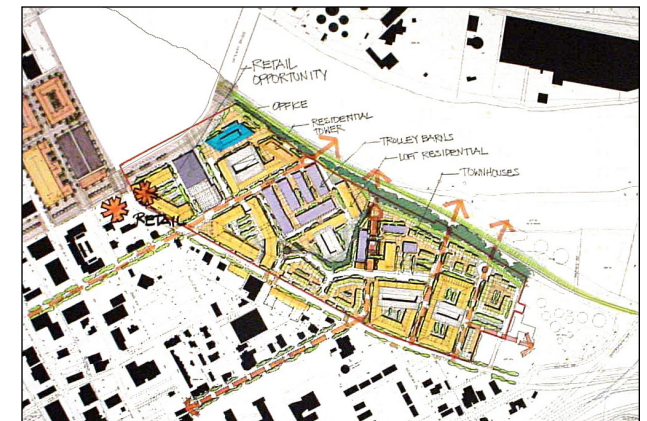
- ♦ Public space nice around general hospital
- ♦ Concern about scale change with towers in center
- ♦ Towers should be at edge
- ♦ Liked curved street
- ♦ Playgrounds
- ♦ Streets through car barns
- ♦ Several streets do not have two edges
- ♦ Smaller blocks preferred
- ♦ Retail in good location

Plan B

- ♦ Wall should be maintained
- ♦ Not enough streets
- ♦ Concern about block structure
- ♦ Connection to promontory important
- ♦ Question scale along hermitage - 4 story
- ♦ Where is the heart - can it open up to Hermitage
- ♦ Large city block size at South End



Interim Scheme A - June 2003



Interim Scheme B - June 2003

Appendix B

Planning Process and Public Comment

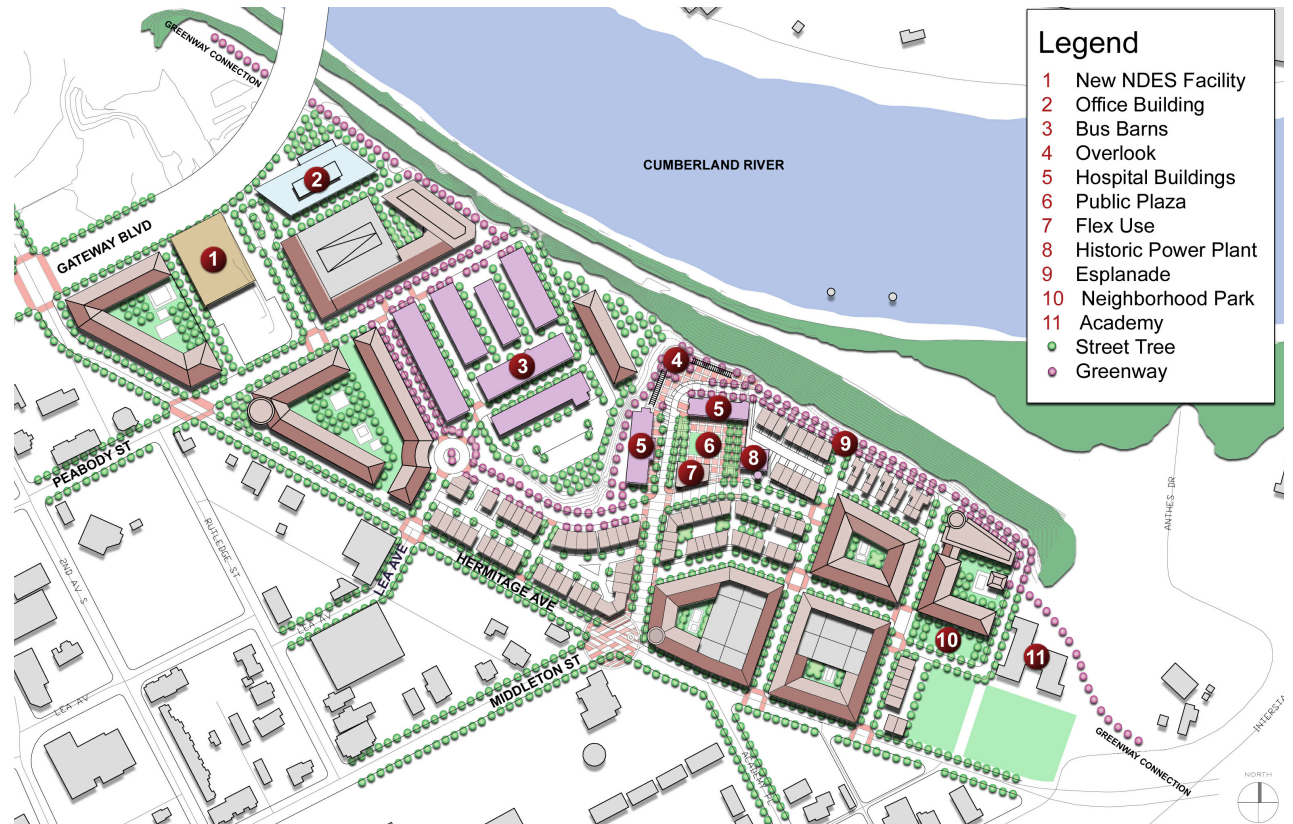
August 6, 2003, Community Meeting

The goal of the third and final community meeting was to present the Draft Framework Plan and Development Guidelines. A limited number of questions were posed by the public audience.

There was a question concerning the role that MDHA would play in the development of the site. It was explained that there exists both the possibility of selling land the or of being an equity partner in a land deal. In either case, the goal is to find committed developers willing to stay the course for several years rather than those seeking a quick turnaround.

The audience also wanted to know the gross density of the development, which is 33 DU / ac.

The final question had to do with phasing and timing. The team again went over the basic strategy of leveraging the prime assets of the site - the views and the historic sense of place - to kick-start the project. It is planned that later phases take advantage of the higher price points generated in the first phase to justify higher density development. MDHA assured the audience that in its role as master developer it would wait for the right projects rather than jumping the gun.



Appendix B Planning Process and Public Comment

Letter from Greenways for Nashville



Greenways for
Nashville

Centennial Park Office
Nashville, TN 37201
615 862-8400 phone
615 862-8414 fax

Board of Directors

John Norris
President
Julie Allen
Lee Beaman
Bob Brandt
Bob Brown
Patti Bryan
Mark Carver
Karl Dean
Sandra Duncan
Tish Fort
Rosetta Miller Perry
Ron Rains
Kay Simmons
Ronnie Steine
Ann Tidwell
Judy Turner
Charles Tygard
Don Williamson
Betsy Wills

Ex Officio

James H. Fyke
*Metro Board of Parks
and Recreation*
Shain Dennison
*Metro Greenways
Commission*

Staff

Jane Laub
Coordinator

May 21, 2003

To Whom It May Concern:

Please accept this email for the record at the 21 May 2003 public meeting on plans for Rolling Mill Hill. Greenways for Nashville, a non profit, membership based friends of greenways organization, strongly encourages the incorporation of greenway trails to and through the Rolling Mills Hills development.

We believe that trails should be located along the river frontage, both on the bluff top and below the bluff along the railroad corridor for future rail-with-trail or rail-to-trail opportunities. Ample green space should be retained along the the bluff top.

While there may be desire to locate buildings along the bluff edge in order to capture river views, we emphatically encourage retention of the river front areas as public green space. The tree canopy should be retained and care should be taken to incorporate trails with as little potential conflict with street traffic as possible. Rolling Mill Hill provides a most important scenic view from the Cumberland, from East Nashville and from the interstate. Extreme care to retain the existing trees and vegetation that comprise this view should be taken in all planning and development of the site.

Provision of the trails and spaces as indicated above are outlined and supported in the 2001 Parks and Greenways Master Plan and in the Cumberland River Greenway Master Plan. We encourage adherence to these plans and consultation with the Greenways Commission of Metro Parks in all plan development.

John Norris
President
Greenways for Nashville

Greenways for Nashville is a not-for profit member organization raising awareness of and private support for Nashville's greenways initiative. Greenways for Nashville works in partnership with the Metro Parks Department's Greenways Commission.