

Berwyn

Transit-Oriented Development Study

Prepared for:
The City of Berwyn, Illinois
Berwyn Development Corporation



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REAL ESTATE PLANNING GROUP



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This document summarizes the work conducted for the City of Berwyn Transit-Oriented Development Study. The document was prepared under contract with the Regional Transportation Authority. The contents of the document do not necessarily reflect the official views of the U.S. Department of Transportation, Federal Transit Administration, or the Illinois Department of Transportation.

Executive Summary

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Vision Statement

The City of Berwyn has the desire and ambition to continue to nurture and deepen its roots that were planted 100 years ago. In 20 years, the City of Berwyn's Stanley and Windsor Corridor will have: three attractive and pedestrian-friendly train station areas; a Depot District with an active and vibrant entertainment, retail, restaurant, and residential atmosphere; a Harlem Avenue Station area with safe, accessible, and pleasant features, complete with a grade-separated railroad crossing; a LaVergne Station area with a family-, young professional-, and empty-nester-friendly residential neighborhood; a boulevard-like promenade along the entire corridor where pedestrians, bicycles, trains, and buses take priority over the personal automobile; a variety of new residential living opportunities to choose from in each station area; an institution that serves the community's health, fitness, and medical needs; well-preserved and maintained historic structures; a streetscape that enhances the ambiance for pedestrians and bicyclists; landscaping that gives back to the environment; signage, building, and landscape features that guide both the first-time and the long-time visitors to the corridor; a landmark civic feature that fosters community pride and allows visitors to gather, socialize, and experience nature, the visual arts, and the performing arts; and an ample and unobtrusive supply of parking for shoppers, employees, commuters, residents, and visitors.

The *Berwyn Transit-Oriented Development (TOD) Study* will be the reference for community leaders to achieve the vision of its residents, property owners, business owners, and friends of the Metra/BNSF Railway Corridor over the next 20 years. The result will be a destination for the residents of Berwyn, Downtown Chicago, and the western suburbs.

Berwyn Transit-Oriented Development Elements

The Promenade

The TOD district of Berwyn will become the heart of the community, centered on the development of the Promenade. As the residents of Berwyn stroll, visit, and gather, a more connected and social environment will evolve. The primary land uses along the 1.0-mile-wide Promenade will be residential, with a mix of retail, restaurant, entertainment, and office, within the three station areas.

Harlem Avenue Station Area

The Harlem Avenue Station Area is located at the west end of the rail corridor. Elements in this district will include: new greenspace surrounding the existing station, new parks flanking both sides of the railroad corridor, a new "kiss-n-ride" for commuters to be dropped off by friends and family, new mixed-use and residential



Promenade: "a stroll or walk, esp. in a public place, as for pleasure or display." Source: Dictionary.com

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developments, a new commuter parking lot to accommodate additional commuter parking spaces and commuter spaces displaced by the proposed streetscaping in the BNSF right-of-way (to be approved by the BNSF Railway and Metra), a western gateway to the City, and a grade separation to allow the trains to pass over the Harlem Avenue with vehicular traffic below.

Berwyn Station ("Depot District") Area

The Berwyn Station ("Depot District") Area is located at the midpoint of the rail corridor, centered on the historic train depot. The Depot District is the center of the Promenade, on the axis of Oak Park Avenue, and is the heart of the entire City of Berwyn. The TOD plan calls for significant transformation of this district into a vibrant, dense, and bustling downtown. Entertainment, restaurants, conveniences and downtown living experiences will abound. This transformation will be accomplished by identifying opportunities for dense, mixed-use developments. A public-private partnership should be established between the City of Berwyn and MacNeal Hospital to create a uniquely urban medical campus that is interwoven into the downtown on the both sides of Oak Park Avenue. The transformation the Depot District will be accomplished through the efforts of constructing parks, building a town green, creating streetscapes, and installing quality infrastructure. Improvements in the immediate vicinity of the Berwyn Station will include station renovations, a new kiss-n-ride drop-off area, and "plaza streets" with decorative pavement that are occasionally closed-off to vehicular traffic during special events. The Depot District will become the location for current and new restaurateurs and shops. If and when the Harlem Grade separation displaces existing businesses, then the Depot District would welcome such establishments as The James Joyce, Quan's Oasis, and Connie's Restaurant, to name a few. New businesses such as a prominent produce market, unique restaurants, live entertainment venues, and destination shopping will be incorporated into the Depot District as well.

The Grove Avenue Parking Garage will provide commuter and public parking stalls within the Depot District. Eighty (80) commuter stalls within the BNSF right-of-way will be reassigned to public parking use when the parking garage is complete. Fifty-nine (59) commuter spaces within the BNSF right-of-way already have been reassigned for public parking use. In addition, any commuter parking spaces displaced by the proposed streetscaping in the BNSF right-of-way will need to be approved by the BNSF Railway and Metra for each phase of the redevelopment process, resulting in no net loss of commuter parking.

LaVergne Station Area

The LaVergne Station Area is located at the east end of the rail corridor. Elements in this district will include: new greenspace surrounding the existing station, new landscape buffers along streets and rail corridors, a small park at the northwest corner of Stanley Avenue and Ridgeland Avenue, new residential development, safe corners, and an eastern gateway to the City and the Promenade. A recommended feature near this area is senior apartment development just inside the border of Cicero. In addition, any commuter parking spaces displaced by the proposed streetscaping in the BNSF right-of-way will need to be approved by the BNSF Railway and Metra for each phase of the redevelopment process, resulting in no net loss of commuter parking.

Executive Summary

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Design Guidelines

The Berwyn TOD Design Guidelines are intended to advise property owners, business owners, design professionals, developers, and City of Berwyn representatives on what elements to incorporate into future remodeling, redevelopment, or business planning efforts within the rail corridor and station areas. The guidelines contain principles of a desired physical environment and are supplementary to the zoning code and the City's development review and approval process. Desirable elements identified in the guidelines include utilizing brick, stone, metal, and glass building materials; ensuring harmonious building proportions; establishing a base, middle, and top for all buildings; embracing sustainable practices with solar and wind power, green roofs, and pervious pavement; constructing mixed-use buildings with retail, office, and residential uses; engineering a landmark-quality bridge at the intersection of Harlem Avenue and the BNSF rights-of-way; designing beautiful gateway features that welcome the visitors to Berwyn; and selecting coordinated street furnishings and wayfinding signage that blends traditional and modern elements.



Implementation

The implementation phase is the critical chapter that articulates the strategy to finance and construct the *Berwyn TOD's* vision. The vision for the scale of Berwyn's TOD Study is that of a "master development" plan. The strategy needs to address the sources and uses of funds to finance and phase the master development over time. Unlike an individual project, the implementation strategy for an overall planning area requires a balance of detailed cost estimates for the projects that are tangible, yet balanced with general cost-benefit calculations for the larger redevelopment. Unfortunately, due to the cost of land and construction, it is nearly impossible to develop a new project in Berwyn profitably by relying on the financial return created from the project itself.

There are several levels of involvement in the redevelopment process the City should consider:

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- High Level of Participation – Under the most proactive approach, the City or its designated development agency would acquire development sites through negotiated purchases, condemnation, or a combination of methods.
- Medium Level of Participation – Under a mid-level effort scenario, the City assists a developer/land-owner to undertake a project. The City does not take title to the land, resulting in less control over developer selection.
- Low Level of Participation – The City can take a reactive position and use its regulatory and zoning authority to attempt to guide development. The *Berwyn TOD Study* can be used as a guide to approve or reject development proposals that the private market brings forth. The City still has some control over potential development in the form of veto power, but has very limited ability to have positive or proactive influence over the implementation process.

Many projects and initiatives are broken down into "early success" projects, short-term projects, and long-term projects for the overall Promenade and the three station areas.

The strategy articulated in this report responds to the bold vision of the *Berwyn TOD Study*, which was requested by Berwyn's constituents during the public involvement activities of the planning process. The definition of a "bold" plan in the context of implementation equates to cost. The Promenade, the various parks, and the quality of the construction called for in the design guidelines are very expensive to develop in the current Berwyn market. The alternative to the preferred plan would have been a modest face-lift or retrofit of the current building stock and infrastructure, including minor renovations, leaving Berwyn essentially in its current configuration. This is not the stated goal for Berwyn's rail corridor. Instead, the City prefers to grow and prosper by creating a splendid railroad corridor that is memorable and serving as a regional destination. This goal creates higher land values and an improved real estate market, and the implementation strategy needs to articulate a method for initiating this master development that will ultimately drive-up the sales and tax revenues. The implementation strategy announces to the marketplace that Berwyn is prepared to lead this master development, sending a signal to the investment community that there is a new and profitable environment forthcoming.

Strategies to be utilized during the Berwyn TOD Study's implementation process include adopting zoning code amendments; ensuring a high level, proactive redevelopment approach by the City of Berwyn through a Community Development Corporation or a Third-Party Master Developer; utilizing "early success", short-term, and long-term projects to realize the plan over a 20-year timeline; and identifying potential sources of redevelopment funding such as tax incremental financing, special service areas, business improvement districts, and grant programs.

Overview

Berwyn Transit-Oriented Development Study

Berwyn Transit-Oriented Development Study

Overview

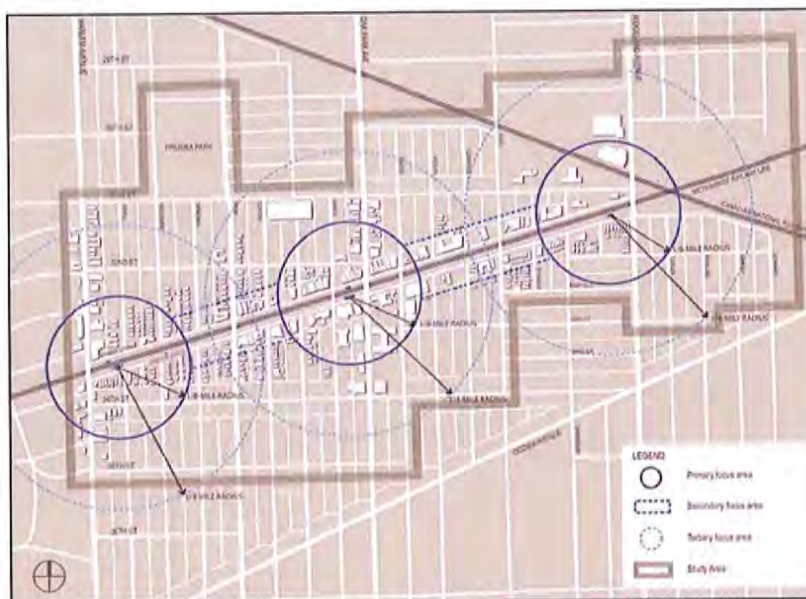
The City of Berwyn

The City of Berwyn, located in Cook County, has a population of just over 54,000. It's a Chicagoland community located about 10 miles west of downtown Chicago. Its average household size is between two and three people, and its annual household income is \$43,833, comparable to the national average. The average age of a City resident is 33 years. Although the community is mostly white, 38% of the community is of Hispanic or Latino origin. A notable statistic is that over 25% of the population is foreign-born, which is twice the national average. In addition, over 43% of the households speak a language at home other than English. The top employment sectors in the community are health care and social assistance, retail trade, and accommodation and food service.

The Berwyn Transit-Oriented Development (TOD) Study Area

The study area is centered along the Metra/BNSF Railway Line that travels between downtown Chicago at Union Station and the City of Aurora, a far west suburb. The Metra/BNSF Railway Line is one of 11 suburban commuter rail lines in the Chicagoland area.

Although the study area is generally bound by 29th to 31st Streets to the north, 33rd to 35th Streets to the south, Harlem Avenue to the west, and Ridgeland Avenue to the east, the focus of the Berwyn Transit-Oriented Development (TOD) Study is a quarter-mile radius around each of the three commuter rail stations (Harlem Avenue, Berwyn ("Depot District"), and LaVergne), and the properties that front Stanley Avenue (north of the Metra/BNSF Railway Line) and Windsor Avenue (south of the Metra/BNSF Railway Line).



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The study area is comprised of distinct character differences between the mixed-use land uses immediately adjacent to the railroad right-of-way (ROW) on Stanley and Windsor Avenues, and the lower-density – primarily single-family residential – neighborhoods that are on the periphery of the study area. The mixed-use area has a variety of building types, ages, and heights, resulting in a corridor that does not have a cohesive "downtown" atmosphere.

Comprehensive Plan and Economic Development Strategy

The City of Berwyn's Comprehensive Plan and Economic Development Strategy was adopted in 1993. This report identified the following opportunities and challenges for the City as a whole:

Opportunities

- Convenient location
- Quality housing at affordable prices
- Variety of shopping and job opportunities
- Excellent schools and City services
- Cooperative and responsive local government

Challenges

- An aging population and changing demographic characteristics
- Aging housing stock
- Commercial areas showing signs of decline
- Aging public facilities and infrastructure
- Rapidly-changing housing and commercial markets
- Different needs of residents and businesses

Zoning

The most prominent districts in the study area are the "C-2" General Commercial District and the "A-1" Single-Family Residence District. The "C-2" General Commercial District allows a mixture of retail and commercial uses, as well as higher-density multiple-family buildings. All buildings are limited to three stories in height; however no front and side yard setbacks are required. The "A-1" Single-Family Residence District allows 11.6 dwelling units per acre. The preferred minimum average residential density within 2,000 feet of a transit station is 18 dwelling units per acre.

TIF District

Until the 1997 adoption of a Tax Incremental Finance (TIF) District redevelopment plan and project (establishing a "South Berwyn Corridor Redevelopment Project Area" and adopting TIF allocation financing for the district, the Metra/BNSF Railway corridor lacked growth and development through private investment.

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Circulation

Traffic

Stanley and Windsor Avenues have the most substantial presence in the study area since they run along the length of the Metra/BNSF Railway Line along the north and south sides, respectively. Harlem Avenue, which runs north-south through the study area to the west of the Harlem Avenue station, has the most substantial traffic activity, with a 29,000 Average Daily Traffic (ADT) volume.

Public Parking

The City has assessed a need for additional parking in the study area, particularly in the Depot District, which is within the Berwyn Station Area. There is daily daytime parking demand for all three train stations and for the employees of area businesses. This demand is at times in conflict with the needs of local retail patrons that require short-term parking spaces in close proximity to these businesses, primarily on Stanley, Windsor, and Oak Park Avenues. In addition, a large medical facility, MacNeal Hospital, is located in this area and has a substantial workforce with significant parking demands.

Pedestrian Access and Amenities

Pedestrian access and amenities are considered to be ranging from moderate to poor in the station areas. At this time, the Depot District has the most pedestrian-friendly environment.

Bicycle

No dedicated bicycle lanes or pathways exist within the study area. Bike racks are located at the three stations, and the community has noticed a need for additional racks in other locations.

Public Transit

Metra Rail

The study area is centered along the Metra/BNSF Railway Line, which connects downtown Chicago at Union Station to Aurora out west. There are three station stops along this line within the City of Berwyn: Harlem Avenue, Berwyn ("Depot District"), and LaVergne. The Berwyn and Harlem Avenue Stations have station buildings located on the inbound (south) side of the railroad ROW and warming shelters along the outbound (north) side. The Harlem Avenue Station also has a warming shelter on the inbound (south) side of the railroad ROW. The LaVergne Station has a warming shelter on both the inbound and outbound sides of the railroad ROW. Each station has parking, fencing along or between the tracks, lighted platforms, bike racks, and newspaper kiosks.



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Of the stations in Berwyn, the Berwyn Station has the most boardings (718), with Harlem Avenue having the second-most (530), and the LaVergne Station having the fewest (159).

Overall, the Metra/BNSF Railway Line has seen an increase in ridership of over 40% since 1983, but ridership at each of the stations in Berwyn has declined in that same time period. This trend is not isolated to the Metra/BNSF Railway Line, with a majority of lines seeing a decrease in ridership in the inner 10 miles of their respective routes, except for those lines which serve stations in densely-populated and rapidly-redeveloping neighborhoods within the City of Chicago. The number of boardings within the inner ten miles of the Metra/BNSF Railway Line has decreased less than many other Metra lines since 1997, partially due to the increase in reverse-commuting along this line.

Based on Metra's Fall 2002 *Origin-Destination Survey*, the mode of access splits for the three stations within the study area are similar to one another. The same survey indicates that 59% of the riders using the three stations reside in Berwyn, with the remaining 41% of the riders living in communities outside of Berwyn. All three of Berwyn's stations have a significant number of commuters who walk to the stations, resulting in high foot traffic throughout the study area.

There is parking along both sides of the BNSF Railway ROW throughout the entire length of the study area, from Harlem to Ridgeland Avenues. In total, there are 674 commuter parking spaces, eight handicapped spaces, and 97 short-term parking spaces. Approximately 20% of the commuter parking spaces are available for daily parking, while the other 80% are restricted to commuters with quarterly or annual parking permits. The City of Berwyn, BNSF Railway, and Metra have negotiated and are currently negotiating agreements regarding BNSF right-of-way parking and commuter parking needs in the planned Grove Avenue Parking Garage. The 378-stall parking structure will accommodate 300 commuter parking stalls, of which 139 stalls will be replacement commuter stalls. The 161 new commuter parking stalls provided in this shared parking garage will provide sufficient parking for commuters through 2030.

Parking availability near the Stations has been said to be a problem. Commuter parking within the study area is effectively 99% utilized, but only 68% of the commuter spaces are actually occupied daily. This difference is due to the fact that many permitted spaces go unused, but commuters without permits are restricted from using these spaces.

Pace Bus

The study area is served by four Pace Bus routes: Routes 302, 307, 311, and 315. Route 302 is a connecting service to all three stations; in addition, Route 307 services the Harlem Avenue Station, Route 311 services the Berwyn Station, and Route 315 services the LaVergne Station.

Station areas will be designed with bus access in mind, including issues such as bus turnouts with sufficient bus turning radii, adequate driveway widths, convenient bus stop locations in relation to rail platforms, and minimization of conflicts with parking and traffic. Bus maneuverability and bus stop furnishings will meet Pace Bus design needs and this study's goals. In addition, consideration should be given to transit signal priority at any signalized intersection in and near the study area to speed the flow of bus navigation, including locating bus stops just beyond an intersection to maximize the benefits of the concept.

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Tenant Mix

Retail uses in the general study area include a vitamin store, florists, a wig salon, antiques, jewelry, gifts, cigarettes, used books, and housewares. In addition, the area has 11 eating or drinking establishments. Other commercial uses in the study area include personal and professional services.

Berwyn remains a substantial middle-class community with a significant population to support a wide range of goods and services. This issue for the study area is its visibility, accessibility, as well as an "imageable" critical mass to attract stores and customers.

Historic Buildings

Berwyn's first developments occurred in the mid-1800s with a 347-acre land purchase in an area roughly centered on the study area. Later, two developers concentrated development on 100 acres centered roughly in the study area at Oak Park Avenue. Stations were already located at Ridgeland and Harlem Avenues, so the development team built a station at Oak Park Avenue in order to create a "center" for their development: Berwyn. This became the City's incorporated name in 1908.

Government Controls

The City of Berwyn has two organizations that work with historic properties: the Berwyn Historical Society and a recently-formed Historic Preservation Commission. The Berwyn Historical Society is an active group that is attempting to save good examples of historic buildings from the turn-of-the-previous-century, and also more recent, mid-century examples. The Historic Preservation Commission is a new group that has an advisory role to the City Council, reviewing redevelopment projects affecting National Historic Register properties.

National Historic Register

There are several buildings in Berwyn on the National Historic Register; however, they all lie outside of the study area. Two properties within the study area have been listed as "Deemed Eligible":

- Berwyn Train Station
- First United Methodist Church

The Berwyn State Bank should be considered for placement on the National Historic Register.

The classic Chicago Bungalow style is perhaps the building style that Berwyn is most famous for, although none of these homes are listed on the National Historic Register. The listed properties vary in style, design, and materials, including Classical Revival, Prairie, and Art Deco styles. Particularly in the Depot District area, several local favorites – not on the Register – add to the small-town feel and the unique Berwyn character.

Environmental

The immediate study area does not include park space – green space or active recreation – nor does it contain any significant outdoor public space such as a plaza. Proska Park, Sunshine Park, and "Baseball Alley" are existing park areas on the periphery of the study area where there are opportunities to link them to the Metra/BNSF Railway area.

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Market Analyses

Commercial

The commercial areas within the study area have limited visibility and access by potential consumers. Report recommendations include:

- Concentrate the retail in the Depot District.
- Do not develop retail at the LaVergne Station.
- Develop a Gateway at the Harlem Avenue and Metra/BNSF Railway Line intersection.
- Install "trail blazing" signage from Ogden Avenue, Cermak Road, and Pershing Road.
- Continue investing in new storefronts.
- Continue promoting mixed-use developments with commercial and residential uses.
- Attract more single-person households in the BNSF corridor area.
- Assemble small sites that one-story commercial buildings now occupy and redevelop with multi-story rental apartments above commercial.
- Increase the number of eating and drinking places in the area.
- Provide sidewalk spaces for outdoor dining activity.
- Entice stores into the area such as a convenience food store, a drug store, more "wellness" businesses that support the MacNeal Hospital mission (exercise clubs, medical supplies, vitamin stores, etc.)
- Green the commercial streets with more mature trees.

Residential

The study area has the ability to absorb different types of residential units, including 1,150 to 1,400 square-foot mid-rise condominium units; 1,200 square-foot garden condominium units; 1,650 to 2,000 square-foot courtyard townhome units; 925 square-foot mixed-use rental apartments; and 825 square-foot multiple family rental apartments. Estimated price points for residential units range from \$191,000 to \$283,000 for condominiums, and \$1,210 to \$1,295 per month for rental apartments, in fourth quarter 2007 dollars.

Neighboring Communities

The City of Berwyn has an opportunity to create substantial relationships with its rail line neighbors. A Riverside-Berwyn-Cicero partnership will strengthen the entire rail corridor amongst the communities' five Metra stations: Riverside, Harlem Avenue, Berwyn, LaVergne, and Cicero. In addition, a Riverside-Berwyn partnership will be necessary to coordinate the proposed Harlem Avenue grade separation at the Metra/BNSF Railway corridor.

Plan Participants

Throughout the planning process, the primary decision-makers have been the residents and business owners of the community. Although the final decision to adopt the *Berwyn TOD Study* is up to the elected officials of Berwyn, the City Council would only adopt a plan if it received general support by the community and if it benefitted the community as a whole.

Overview

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Community participants included a Steering Committee, comprised of residents, business owners, property owners, and aldermen who represent districts in the study area. The Steering Committee had formal meetings throughout the planning process. In addition, the general public participated in special meetings during the planning process – a charette and visioning workshop, a "Town Hall" concept plan review meeting, several open house input sessions, and a preferred plan review meeting held in conjunction with a City Council meeting.



Report Outline

This report is broken down into two basic sections "how we got here" (Appendices) and "where we go from here" (Preferred Plan, Design Guidelines, and Implementation).

The Appendices include the data inventory and analysis, the commercial and residential market analyses, and the preliminary concepts. All these sections include the background information that led the Steering Committee to support the preferred plan and supporting documents.

The Preferred Plan chapter contains the blueprint from which the City of Berwyn will build from over the next 20 years. The Design Guidelines and Implementation chapters contain the specifications – the "nuts and bolts" details – the designers and decision-makers will utilize to make specific projects a reality.

Preferred Plan

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Vision Statement

The City of Berwyn has the desire and ambition to continue to nurture and deepen its roots that were planted 100 years ago. In 20 years, the City of Berwyn's Stanley and Windsor Corridor will have: three attractive and pedestrian-friendly train station areas; a Depot District with an active and vibrant entertainment, retail, restaurant, and residential atmosphere; a Harlem Avenue Station area with safe, accessible, and pleasant features, complete with a grade-separated railroad crossing; a LaVergne Station area with a family-, young professional-, and empty-nester-friendly residential neighborhood; a boulevard-like promenade along the entire corridor where pedestrians, bicycles, trains, and buses take priority over the personal automobile; a variety of new residential living opportunities to choose from in each station area; an institution that serves the community's health, fitness, and medical needs; well-preserved and maintained historic structures; a streetscape that enhances the ambiance for pedestrians and bicyclists; landscaping that gives back to the environment; signage, building, and landscape features that guide both the first-time and the long-time visitor to the corridor; a landmark civic feature that fosters community pride and allows visitors to gather, socialize, and experience nature, the visual arts, and the performing arts; and an ample and unobtrusive supply of parking for shoppers, employees, commuters, residents, and visitors.

The City of Berwyn Transit-Oriented Development (TOD) Study has been the reference for community leaders to achieve the vision of its residents, property owners, business owners, and friends of the Metra/BNSF Railway Corridor over the past 20 years. The result is a revitalization showcase that has become a destination for the residents of Berwyn, Downtown Chicago, and the western suburbs.

Preferred Plan

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The Promenade

Promenade: "a stroll or walk, esp. in a public place, as for pleasure or display."

Source: Dictionary.com

Berwyn's rail corridor slices through the center of the City from the west at Harlem Avenue and extends to the east to the LaVergne Station. Very few communities are so fortunate to have Berwyn's configuration of a very wide right-of-way centered by the railroad, flanked by parking and roadways on both sides of the tracks, and wide sidewalks in front of buildings whose fronts face the railroad center. This corridor will be renovated into a memorable Promenade that connects the City and its three Metra commuter train stations. The Promenade will be entirely redefined into a linear grove of trees with canopies that overhang the roads and walkways. Historic architecture combined with newly constructed buildings will face the railroad, offering vibrant views to and from the commuter trains. Several of the Promenade's outstanding features include:



- A community-wide amenity
- A colonnade of overhanging shade trees creating a leafy canopy above Windsor and Stanley Avenues
- A colonnade created by installing shade trees intermittently within parking fields
- Parking shuffled into concentrated locations more proximate to stations and other destinations
- Pedestrian and bicycle ways developed to link existing parks to The Promenade
- New civic structures and parks along The Promenade
- All Metra station area environments improved to create a unified transit corridor
- New higher density residential along The Promenade
- Widened and landscaped street-side sidewalks (9' to 14' wide)
- Reorganization of parking for commuters and non-commuters within the BNSF right-of-way per the new parking agreements between the City, Metra, and BNSF when the City-funded, 378-space Grove Avenue Parking Garage is constructed
- Any relocation of commuter parking in the BNSF right-of-way¹ for proposed streetscaping and kiss-and-rides at all three stations will need to be discussed with the BNSF and Metra, and will result in no net loss of commuter parking
- Accommodation of Pace Bus service with intermittent stops
- Bicycle on-street routes including bike racks and a centrally-located bicycle station

¹ Beyond what is already agreed-upon for the Grove Avenue Parking Garage, already planned for and funded by the City.

Preferred Plan

Berwyn Transit-Oriented Development Study

Typical Block Detail

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The Promenade

The Transit-Oriented Development district of Berwyn will become the heart of the community with the development of The Promenade. As the residents of Berwyn stroll, visit, and gather, a more connected and social environment will evolve.

The entire length of the Metra/BNSF Railway Line corridor will be redesigned, with the approval of Metra and the BNSF Railway. A typical block will accommodate The Promenade with a few changes. Some parking stalls will be replaced with larger parking islands and trees will be added to provide more green and shade along the corridor. Moderate changes are anticipated at the Harlem Avenue Station and the Berwyn Station ("Depot District"), while minimal changes are anticipated at the LaVergne Station. Any loss of commuter parking spaces along the Metra/BNSF Railway right-of-way will be replaced within the corridor.

Typical planting islands will be 10 feet wide, with a landscape island every sixth stall. In addition, 40-foot islands will be provided at the end of each north-south street that dead-ends into the rail corridor.

"Safe corners" (curb bump-outs) will be provided at each intersection to increase safety for pedestrians by shortening the crosswalk distance and by allowing pedestrians a better view of oncoming traffic.

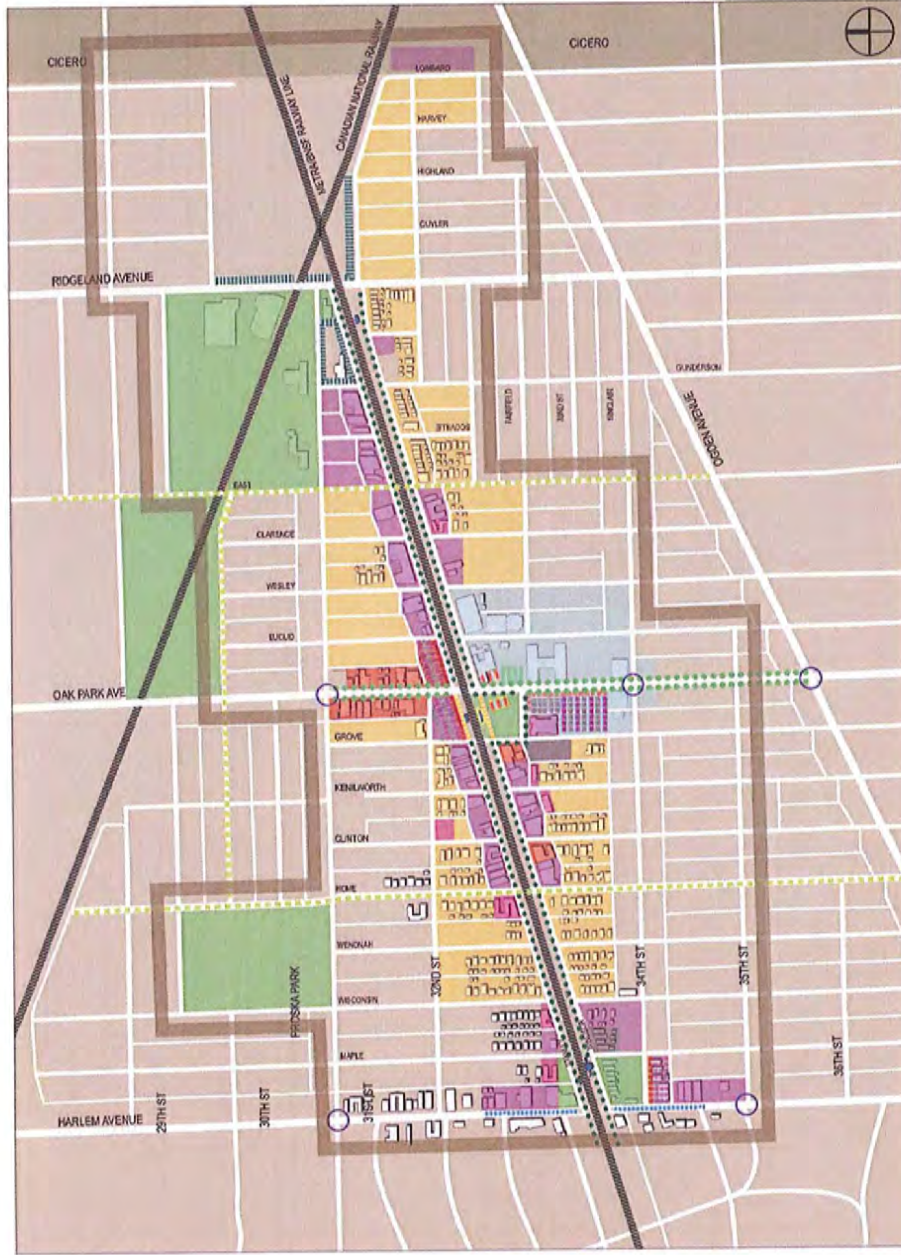


Proposed Typical Block Plan Outside of the Immediate Harlem Avenue, Berwyn ("Depot District"), and LaVergne Station Areas

Berwyn Transit-Oriented Development Study

Proposed Land Use Plan

4-5



High-Density Residential should be maintained, preserved, and/or developed with a range of 18 to 29 dwelling units per acre (townhouses), and 35 to 50 dwelling units per acre (apartments). The first phase of development should be 275 to 325 dwelling units for the corridor; additional units should be constructed at a rate the market can absorb. The recommended building height is 3.0 to 5.0 stories.

Lower-Density Residential buildings should be maintained, expanded, and/or redeveloped at an average density of 15 dwelling units per acre. The recommended building height is 2.5 stories.

- METRA STATION
- GATEWAY
- PLAZA STREET
- PARK CORNERS
- PROXIMITY INCLUDING RIGHT-OF-WAY PARKING FOR COMMUTERS AND THE PUBLIC
- GRADE SEPARATION / PARK CAP
- MIXED USE DEVELOPMENTS
- INSTITUTIONAL
- COMMERCIAL
- HIGH DENSITY RESIDENTIAL
- EXISTING HIGH DENSITY RESIDENTIAL
- LOWER DENSITY RESIDENTIAL
- OPEN SPACE
- COMMUTERSHARED PARKING
- LANDSCAPE BUFFER
- STUDY AREA BOUNDARY
- HISTORICALLY SIGNIFICANT STRUCTURES

Berwyn Transit-Oriented Development Study

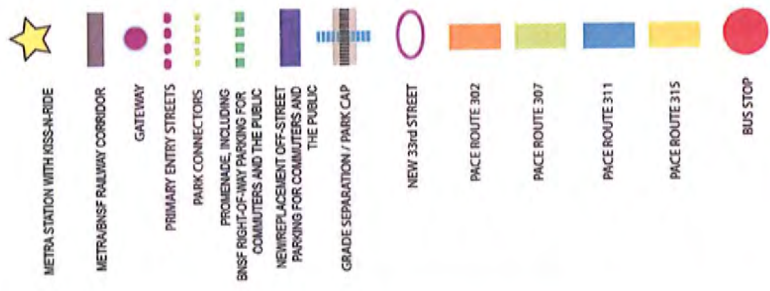
Proposed Circulation and Access Plan

4-6



When the Harlem Avenue grade separation is complete, it is recommended that Pace Bus Route 302 be changed to provide service along Windsor Avenue between Harlem Avenue and Home Avenue to ensure access to and from the portion of Harlem Avenue that is south of the tracks. In addition, it is recommended that Pace Bus Route 307 pick-up and drop-off passengers at 31st Street and 35 Street, then utilize the underpass at Harlem Avenue. If the buses are allowed to cross over the tracks, then the routing would remain as-is. The final solution will be determined when the Harlem Avenue grade separation construction documents are prepared.

Bus shelters and signage to complement the street furniture along the Promenade and in the Medical District.



Berwyn Transit-Oriented Development Study

Proposed Parking

4-7

Berwyn TOD Public Parking - Summary of Changes

Berwyn TOD Study
October 22, 2008

	Harlem Avenue Station (1)			Berwyn Station			Lafayette Station (1)			Grand Total		
	Existing (2)	Proposed (7)(8)	Difference from Existing (9)	Existing (2)	Proposed (7)(8)	Difference from Existing (9)	Existing (2)	Proposed (7)(8)	Difference from Existing (9)	Existing (2)	Proposed (7)(8)	Difference from Existing (9)
BNSF Right-of-Way (5)												
Commuter (6)	165	153	-26	333	247	-222	176	-164	-146	674	564	-167
Public	21	21	0	59	139	139	80	17	17	97	177	80
Commuter ADA Parking Stall (3)	0	5	5	8	11	11	3	0	6	8	23	15
BNSF Employees	3	3	0	2	2	2	0	0	0	5	5	0
Subtotal	189	193	-20	402	399	374	-28	193	189	784	769	-72
Parking Lot at Maple and Windsor												
Commuter	0	0	40	0	0	40	0	0	40	0	0	40
Public	0	0	0	0	0	0	0	0	0	0	0	0
ADA	0	0	0	0	0	0	0	0	0	0	0	0
Subtotal	0	0	40	0	0	40	0	0	40	0	0	40
Grove Avenue Municipal Parking												
Commuter	0	300	300	0	300	300	300	0	300	0	300	300
Public	82	74	-8	82	74	-8	8	0	-8	82	74	-6
ADA	4	4	4	4	4	4	0	0	0	4	4	0
Subtotal	86	378	282	86	378	282	8	0	-8	86	378	292
Other Berwyn Station Area Parking												
South Side of Windsor between Grove and Oak Park	20	0	12	20	0	12	-8	0	0	20	0	12
33rd Street between Grove and Oak Park (New)	0	0	22	0	0	22	22	0	0	0	0	22
Oak Park Avenue between Windsor and 34th Street	10	0	0	10	0	0	-10	0	0	10	0	-10
Subtotal	30	0	34	30	0	34	4	0	0	30	0	34
Grand Total	189	193	-20	518	777	786	268	193	189	990	1,147	264

Notes:

- (1) Assumption: The Harlem Avenue Station and Lafayette Station Plots have no parking stalls on the blocks that contain the station buildings.
- (2) The "Agreement" table is the number of stalls agreed to by the City of Berwyn, BNSF, and Metra.
- (3) The numbers in this line item represent the ADA parking stalls only. ADA stall access areas for each parking stall is the equivalent of one additional parking stall.
- (4) Starting Point: A typical block along the BNSF Railway can accommodate 25 parking stalls.
- (5) Commuter parking includes permits and meters.
- (6) The proposed number of stalls reflect the Promenade concept that includes reorganizing the parking, landscaping, and structuring along the north and south sides of the BNSF Railway.
- (7) Please note that these counts are estimates. At the time the City decides to move forward with redesigning the parking stalls with the BNSF right-of-way, or reexamining the proposed commuter parking lot at Maple and Windsor Avenues, detailed engineering drawings will be prepared. These engineering drawings will provide exact counts for parking stalls, which will include no net loss of commuter parking stalls from what was agreed to by the City of Berwyn, Metra, and the BNSF Railway.
- (8) "Proposed" - "Existing" = "Difference from Existing"

The areas included in this calculation include the south side of Stanley Avenue from Harlem to Ridgeland, the north side of Windsor Avenue from Harlem to Ridgeland, the south side of Windsor Avenue from Grove to Oak Park, the new "34th Street", the west side of Oak Park Avenue between Windsor and 34th Street, and the Grove Avenue Parking Garage. A breakdown of structured parking is provided in the "Structured Parking - Preliminary Site Data Table".

The highlighted cells are the primary changes to the table from the September 18, 2008, Project Team Draft.

Preferred Plan

Berwyn Transit-Oriented Development Study

Residential Development

4-9

Condominiums



Mid-Rise Condominiums – A

Number of Units along the Promenade (Occupancy in Year 2010):	24 to 36-plus units
Average Unit Size:	1,150 square feet
Average Sale Price:	\$270,000
Potential Number of Units to be Sold per Month (Occupancy in Year 2010):	1.5 to 2.0 units per month
Potential Number of Months for the Units to be Purchased:	16 to 18 months
Year Additional Units could be Constructed along the Promenade:	2011 or 2012



Mid-Rise Condominiums – B

Number of Units along the Promenade (Occupancy in Year 2010):	24 to 36 units
Average Unit Size:	1,400 square feet
Average Sale Price:	\$283,000
Potential Number of Units to be Sold per Month (Occupancy in Year 2010):	1.0 to 1.5 units per month
Potential Number of Months for the Units to be Purchased:	24 months
Year Additional Units could be Constructed along the Promenade:	2012

Preferred Plan

Berwyn Transit-Oriented Development Study

Residential Development

4-10

Condominiums



Garden Condominiums

Number of Units along the Promenade (Occupancy in Year 2010):	40-plus units
Average Unit Size:	1,200 square feet
Average Sale Price:	\$191,000
Potential Number of Units to be Sold per Month (Occupancy in Year 2010):	2.0 units per month
Potential Number of Months for the Units to be Purchased:	20 months
Year Additional Units could be Constructed along the Promenade:	2012

Preferred Plan

Berwyn Transit-Oriented Development Study

Residential Development

4-11

Townhomes



Courtyard Townhomes – A

Number of Units along the Promenade (Occupancy in Year 2010):	30 to 40 units
Average Unit Size:	1,650 square feet
Average Sale Price:	\$275,000
Potential Number of Units to be Sold per Month (Occupancy in Year 2010):	1.2 to 1.5 units per month
Potential Number of Months for the Units to be Purchased:	25 to 27 months
Year Additional Units could be Constructed along the Promenade:	2012 or 2013



Courtyard Townhomes – B

Number of Units along the Promenade (Occupancy in Year 2010):	20 to 30 units
Average Unit Size:	2,000 square feet
Average Sale Price:	\$300,000
Potential Number of Units to be Sold per Month (Occupancy in Year 2010):	0.8 to 1.0 unit per month
Potential Number of Months for the Units to be Purchased:	25 to 30 months
Year Additional Units could be Constructed along the Promenade:	2012 or 2013

Preferred Plan

Berwyn Transit-Oriented Development Study

Residential Development

4-12

Rentals



Mixed-Use Rentals

Number of Units along the Promenade (Occupancy in Year 2010):	60-plus units
Average Unit Size:	925 square feet
Average Monthly Rent:	\$1,295 per month
Potential Number of Units to be Leased per Month (Occupancy in Year 2010):	12.0 units per month
Potential Number of Months for the Units to be Leased:	5 months
Year Additional Units could be Constructed along the Promenade:	2010



Apartment Rentals

Number of Units along the Promenade (Occupancy in Year 2010):	80-plus units
Average Unit Size:	825 square feet
Average Monthly Rent:	\$1,210 per month
Potential Number of Units to be Leased per Month (Occupancy in Year 2010):	15.0 units per month
Potential Number of Months for the Units to be Leased:	5 months
Year Additional Units could be Constructed along the Promenade:	2010

Harlem Avenue Station Area Plan

The Harlem Avenue Station Area is located at the west end of Berwyn, centered in the intersection with the Metra/BNSF Railway Line. Elements in this district include: new greenspace surrounding the existing station, new parks flanking both sides of the railroad corridor, a "kiss-n-ride" for commuters to be dropped off by friends and family, new mixed-use and residential development, a new commuter parking lot to accommodate additional commuter parking spaces and commuter spaces displaced by the proposed streetscaping in the BNSF right-of-way, a western gateway to the City and the Promenade, a plaza street (an aesthetically-pleasing street and streetscape that accommodates traffic and parking, yet can be closed for pedestrian-only use for special events), safe corners, and a grade separation to allow the trains to pass over the Harlem Avenue vehicular traffic below.

While there are short-term improvements that can be made, the basis for the Harlem Avenue Station-area plan assumes an Illinois Department of Transportation/BNSF Railway (IDOT/BNSF) grade separation. It is unclear what right-of-way needs will be required until further study is completed; however, this plan assumes that some expansion will be necessary. The existing Harlem Avenue land uses directly adjacent to the right-of-way will be relocated. A tremendous opportunity exists to completely remake the City's western railroad gateway. Several Harlem Avenue Station Area features include:

- New passenger platforms are anticipated to be constructed in 2008-09, and the station will be made ADA accessible, resulting in the need for six (6) new commuter ADA parking stalls
- The IDOT/BNSF roadway design results in an upper at-grade residential roadway network while the through-traffic is directed through the underpass
- Because of the assumed right-of-way expansion, the opportunity exists to create substantial gateway parks flanking the railroad establishing a park gateway into the City's Promenade
- North and south of the gateway parks, new redevelopment sites are recycled into medium residential townhomes and apartments
- Key businesses such as Connie's Restaurant, The James Joyce, and Quan's Oasis are relocated into prime Promenade locations
- The Harlem Avenue Station is surrounded by a beautiful pastoral gateway park with improved parking and kiss-n-ride amenities

Preferred Plan

Berwyn Transit-Oriented Development Study

Proposed Land Use

4-14

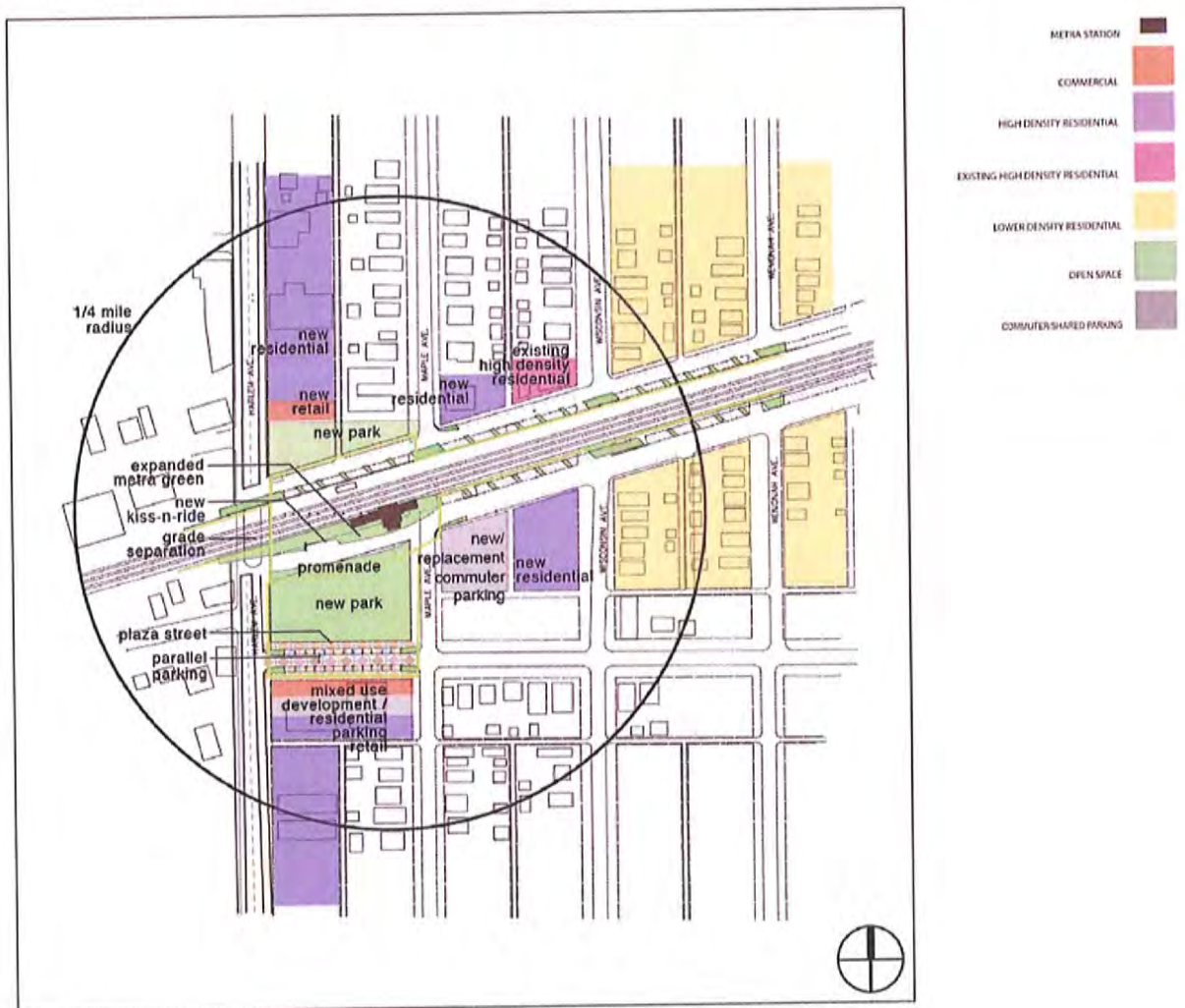
Harlem Avenue Station Area Plan

Design Objective

Redevelop the Harlem Station Area as a dynamic neighborhood.

Description

The grade separation will allow the Harlem Station Area to redevelop into a new and more cohesive neighborhood with new parks, retail, parking, and residential uses to serve both residents and Metra commuters.



Preferred Plan

Berwyn Transit-Oriented Development Study

Proposed Circulation and Access

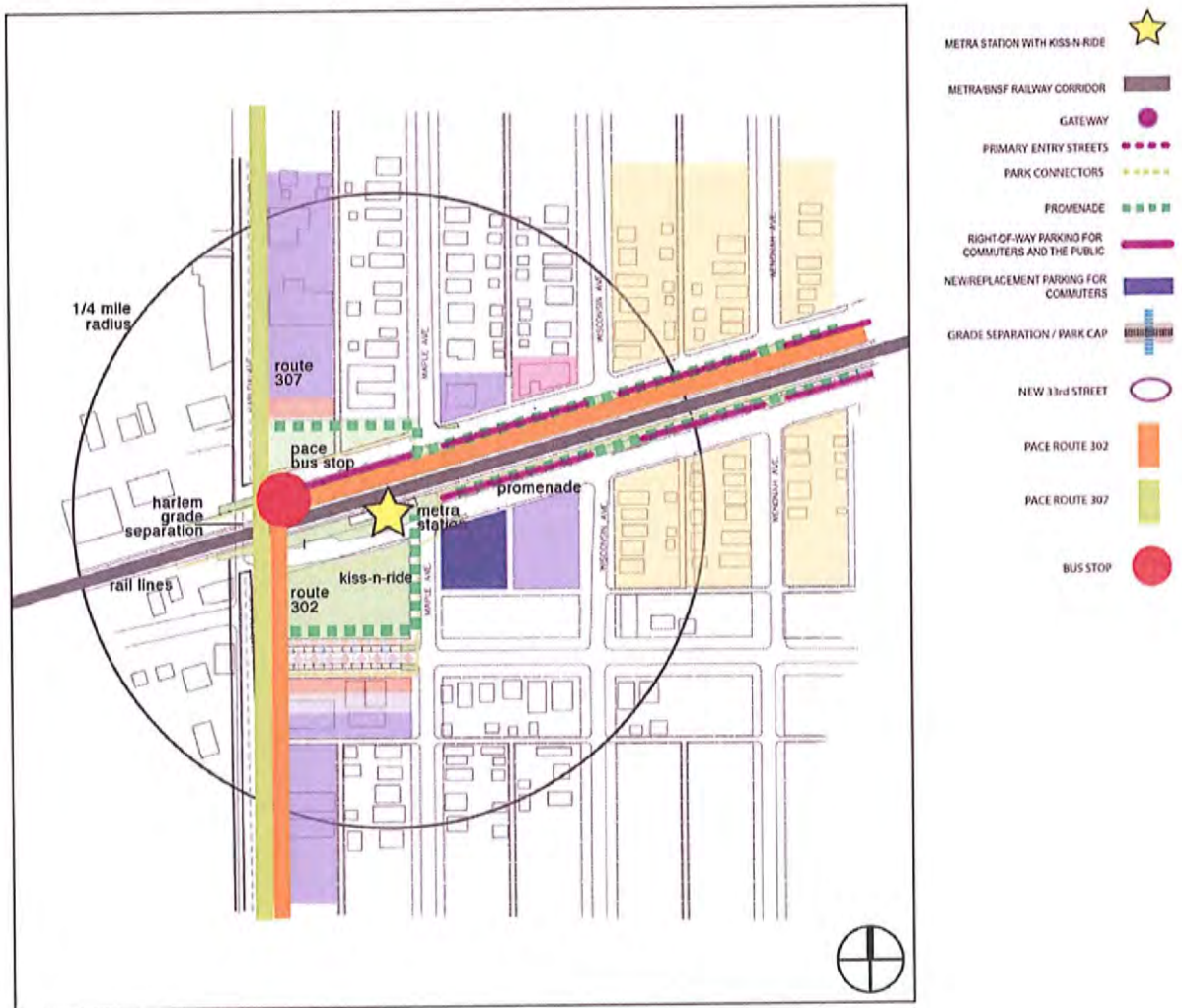
Harlem Avenue Station Area Plan

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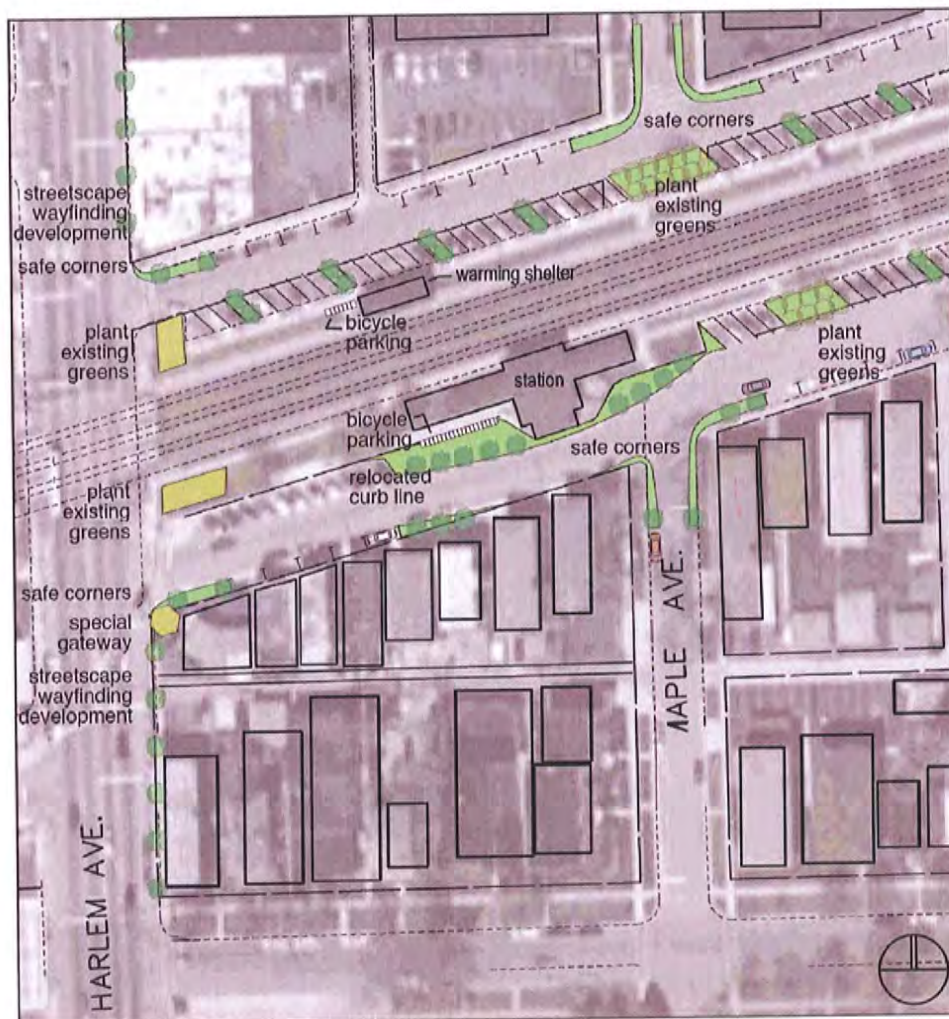
Harlem Avenue Station Area Plan

Design Objective

Begin the redevelopment of the Harlem Avenue Station prior to the grade separation construction project.

Description

The addition of safe corners, parking islands, and the green bow surrounding the station, will be the start of the construction of the Promenade and improve pedestrian and driver safety. New street furnishings, the painting of handrails and fixtures to the City standard black, and additional commuter bicycle parking adjacent to the station will update the current facility.

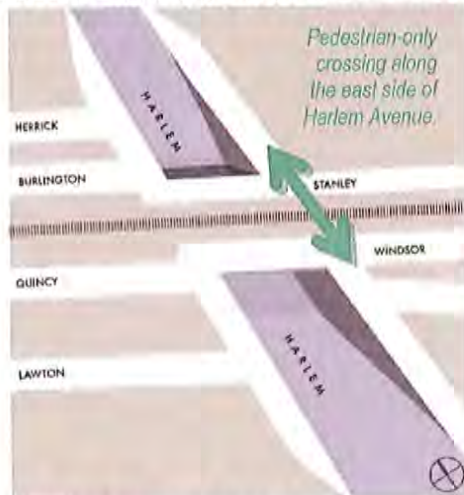


Berwyn Transit-Oriented Development Study

Grade Separation

4-17

Harlem Avenue Station Area Plan



Source: Town Builder Studios

The proposed Harlem Avenue grade separation will be a very invasive local infrastructure improvement project that is made worthwhile due to the significant regional roadway and railroad transportation benefits. It is recognized that only preliminary design studies have been completed – and funding through the CREATE program has not been approved – so it is impossible to predict the impact to the existing right-of-way. BNSF has clearly stated that its intent is to minimize any negative impacts to the City, and will develop a plan that should benefit the City and pedestrians. Therefore, this Plan identifies a vision for a grand re-development that would only be made possible through this infrastructure project. The result is the creation of a new residential-based, transit neighborhood.

The Chicago Region Environmental and Transportation Efficiency Program: Local and Regional Benefits Program Description

The Chicago Region Environmental and Transportation Efficiency (CREATE) Program will include numerous improvements to both railroad infrastructure and the local road system in the Chicago region, the most important of which include:

- Grade separation of six railroad crossings (rail-rail "flyovers"), to eliminate train interference and associated delay, primarily between passenger and freight trains;
- Grade separation of 25 highway-rail crossings, to reduce motorist delay, improve safety, eliminate crossing accidents, decrease energy consumption, and reduce air pollution; and
- Additional rail connections, crossovers, trackage, and other improvements to expedite train movements in five rail corridors traversing the Chicago region

The CREATE Program — structured as a public-private partnership including local and state government, the Federal government, and the freight and passenger railroads serving Chicago — will require six years to complete and cost an estimated \$1.5 billion.

Harlem Avenue Grade Separation Project Description

GS-18 (BNSF crossing of Harlem Avenue)

The purpose of this proposed action is to reduce roadway congestion and improve safety at the at-grade crossing of Harlem Ave. by the BNSF. Construct a grade-separation structure to route highway either over or under the railroad.

Source: Chicago Region Environmental and Transportation Efficiency Program

Berwyn Transit-Oriented Development Study

Overview

4-18

Berwyn Station Area (“Depot District”) Plan

The Berwyn Station (“Depot District”) Area is located at the midpoint of the corridor, centered on the historic train depot. Elements in this district include: new park surrounding the historic Berwyn State Bank, a “kiss-n-ride” for commuters to be dropped off by friends and family, new mixed-use and residential development, gateway on Oak Park Avenue to the north and south of the tracks, the Promenade, plaza streets on both sides of the tracks (aesthetically-pleasing streets and streetscapes that accommodate traffic and parking, yet can be closed for pedestrian-only use for special events), safe corners, and the MacNeal Hospital medical district. In addition, preparations are underway for the Grove Avenue Parking Garage, on the west side of Grove Avenue between Windsor Avenue and 34th Street (please see Pages 4-25 and 4-26 for more information regarding the City’s planned Grove Avenue Parking Garage). It will include first floor retail and commuter and public parking on the floors above. The funding will be provided by the City of Berwyn.

The Depot District is the center of the Promenade, on the axis of Oak Park Avenue, and is the heart of the entire City of Berwyn. The TOD plan calls for significant transformation of this district into a vibrant, dense, and bustling downtown. Entertainment, restaurants, conveniences and downtown living experiences abound. This transformation is accomplished by identifying opportunities for dense, mixed-use developments on private properties, assembled for the purposes of redevelopment. A public-private partnership should be established between the City of Berwyn and MacNeal Hospital to create a uniquely urban medical campus that is interwoven into the downtown on the both sides of Oak Park Avenue. The transformation will be accomplished through the efforts to construct parks, a town green, streetscapes, and quality infrastructure. The Depot District will become the location for current and new restaurateurs and shops. If and when the Harlem Grade separation displaces existing businesses, then the Depot District would welcome such establishments as The James Joyce, Quan’s Oasis, and Connie’s Restaurant, to name a few. New businesses such as a prominent produce market, unique restaurants, live entertainment venues, and destination shopping will be incorporated into the Depot District as well. Several additional features include:

- A new “Town Green” as an iconic urban green space for City events and informal play and relaxation
- A renovated historic Berwyn State Bank building, adaptively reused with first floor retail and health-related services on the floors above including: medical offices, a wellness and fitness center, an extended stay hospitality for patient’s families and international guest medical professionals, a training and conference center, a technology and central dataplex, and a rooftop sensory garden
- A new 33rd Street with on-street angled parking, designed with traffic-calming features, provides efficient access to the Town Green, the Grove Avenue Parking Garage, Oak Park Avenue, and the Depot District in general
- An improved Depot District environment
- A realigned Windsor Avenue with traffic calming
- A realignment of parking stalls in the BNSF right-of-way to create a safe and memorable space
- New landscape plantings and a fountain surrounding the Berwyn Station
- Berwyn Station utilized for special events
- On-street parallel parking adjacent to the Town Green

Preferred Plan

Berwyn Transit-Oriented Development Study

Proposed Land Use

4-19

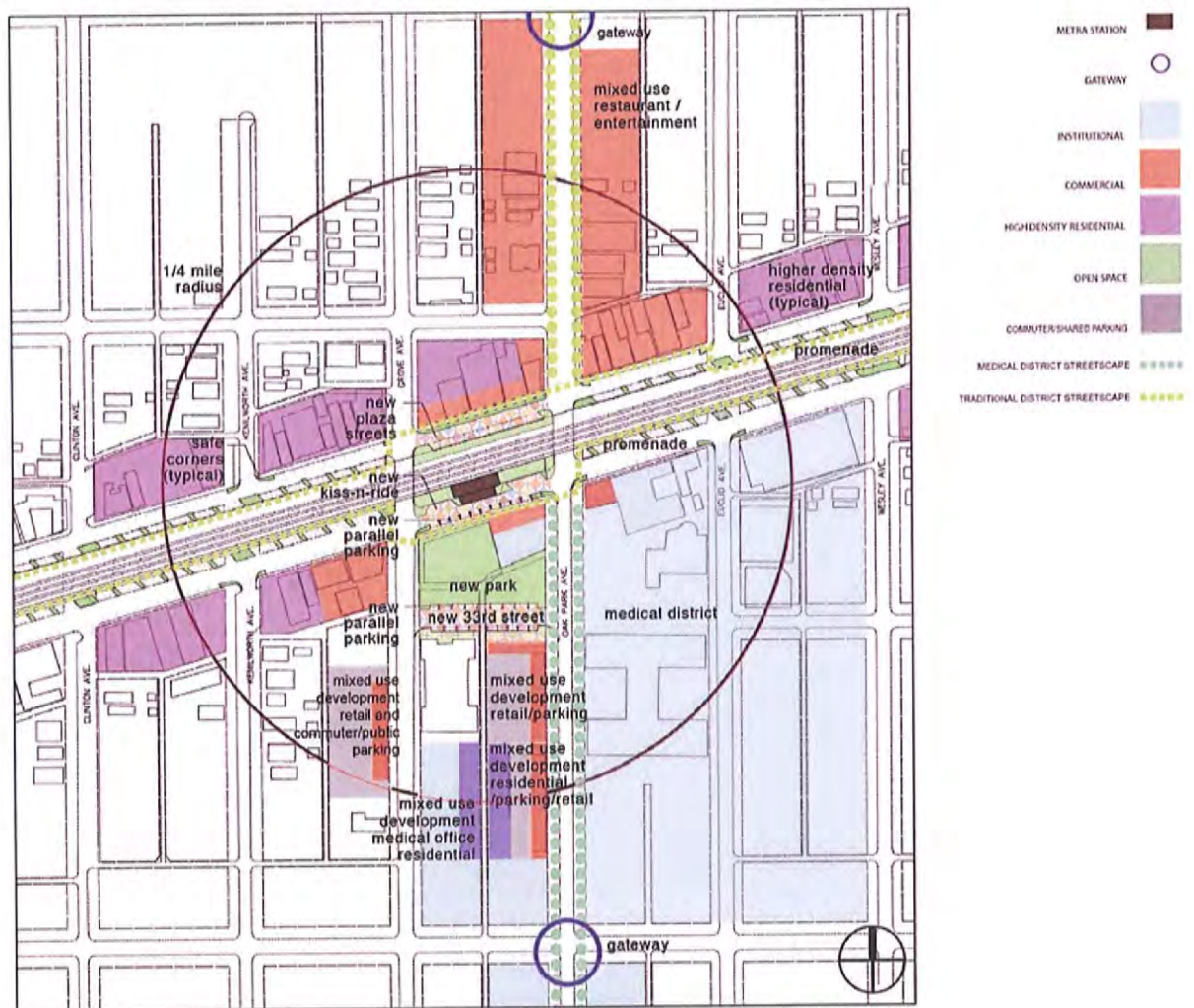
Berwyn Station Area (“Depot District”) Plan

Design Objective

Reinforce the Depot District as the heart of the community.

Description

The heart of the community will be a draw for the residents to come for events, socializing, entertainment, and shopping, and to live and work. The Depot District will contain a new Town Green, Plaza Streets, The Promenade, and new development.



Preferred Plan

Berwyn Transit-Oriented Development Study

Proposed Circulation

4-20

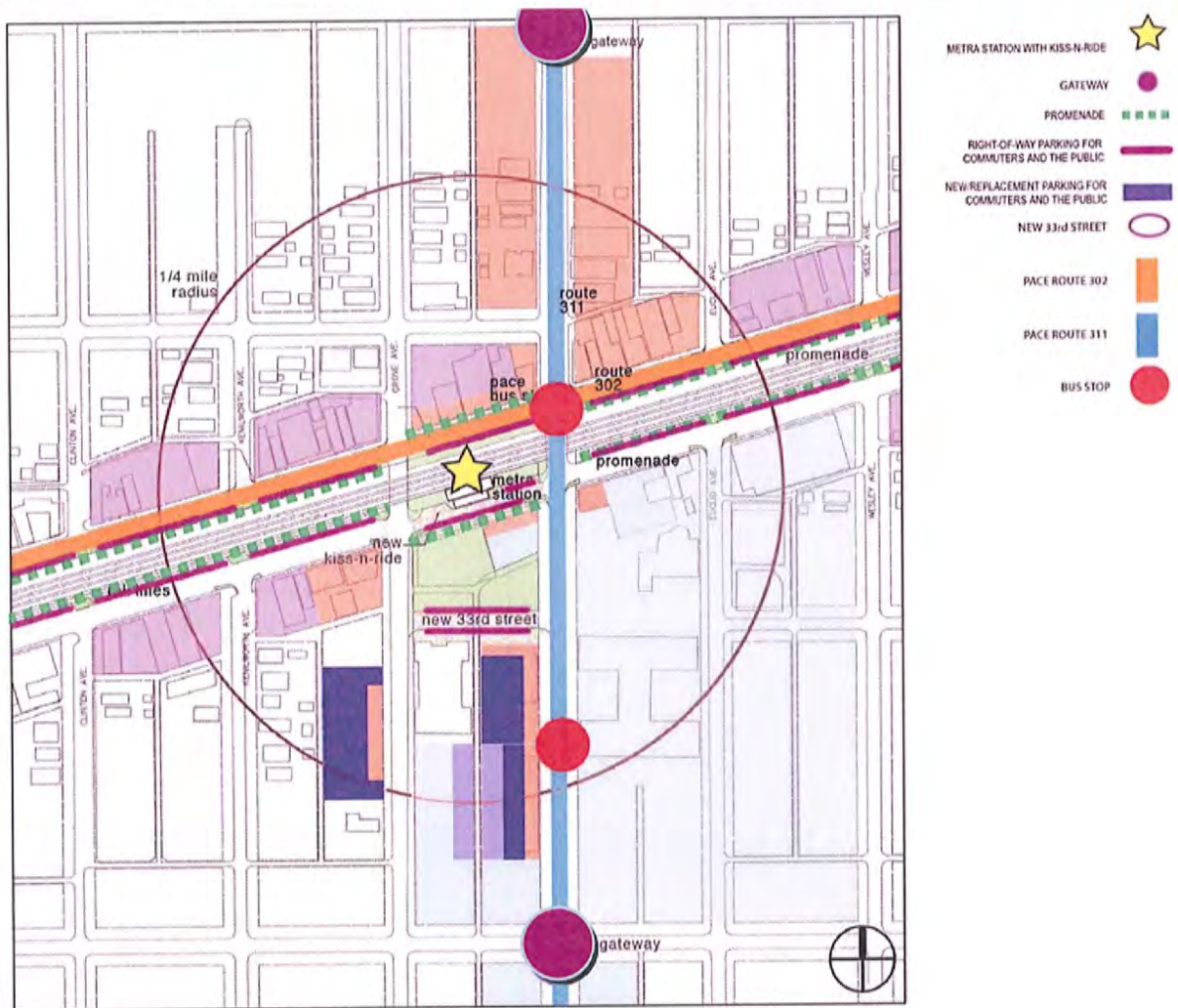
Berwyn Station Area (“Depot District”) Plan

Design Objective

Reinforce the Depot District as the heart of the community.

Description

The heart of the community will be a draw for the residents to come for events, socializing, entertainment, and shopping, and to live and work. The Depot District will contain a new Town Green, Plaza Streets, The Promenade, and new development.



Preferred Plan

Berwyn Transit-Oriented Development Study

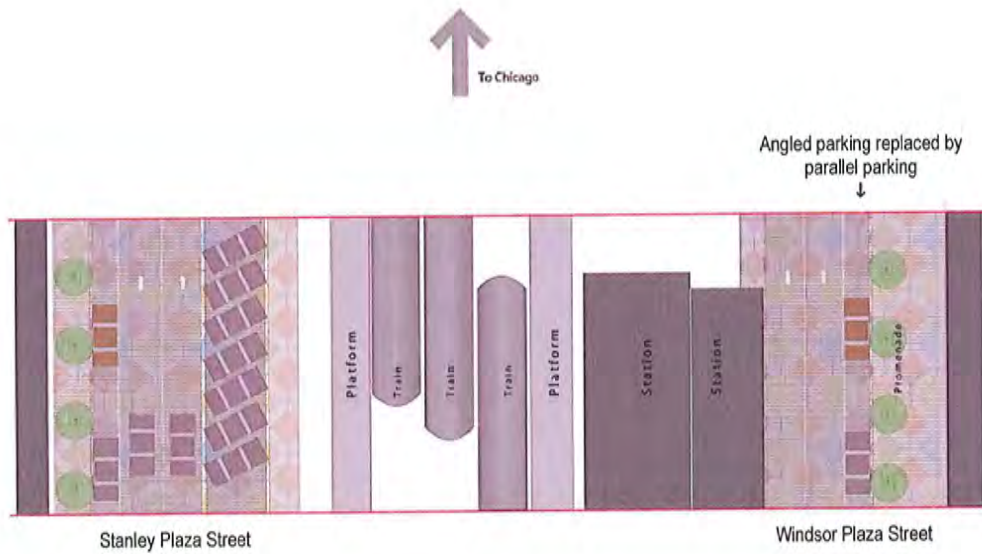
Berwyn Station Area (“Depot District”) Plan

Design Objective

Transform the Berwyn Station (“Depot District”) area into a multifunctional space.

Description

Repaving the streets and sidewalks in the Depot District will create new ambiance for the area. In addition, the Plaza Streets will accommodate autos during typical workdays, yet serve as pedestrian-only plazas for special events such as festivals, farmers markets, and parades. Vehicular traffic can be rerouted within the area during special events.



Pavement pattern and color are for illustrative purposes only.

Berwyn Station Area (“Depot District”) Plan

Design Objective

Establish a commuter and recreation bicycle hub in the Depot District.

Description

New bicycle facilities will include bike racks, bike route signage and general promotions of biking in the City of Berwyn. The Depot District will be the location for Berwyn’s first bicycle station which will include lockers and indoor parking for many bikes, showers and lockers, bicycle rental and repair, and a café in the area of the Town Green.



Berwyn Transit-Oriented Development Study

Traditional District

4-23

Berwyn Station Area (“Depot District”) Plan

The Traditional District includes the three existing station areas as well as the new Town Green (between Stanley and Windsor Avenues between Oak Park and Grove Avenues) and the Promenade (Stanley and Windsor Avenues between Harlem and Ridgeland Avenues). The Traditional District is consistent with the historic and well-scaled aesthetic that is reminiscent of European old-world charm. Elements of the Traditional District include:

Oak Park Avenue Downtown

- Reconfigure roadway cross-section to reduce street pavement width while expanding pedestrian sidewalks
- Create a hospital front drop-off and valet service area
- Enhance Pace Bus facilities
- Create sidewalk art and craft kiosks associated with the Town Green
- Extend Oak Park Avenue improvements south to Ogden Avenue where new gateway signage and left-turn lanes will be incorporated into a new intersection design

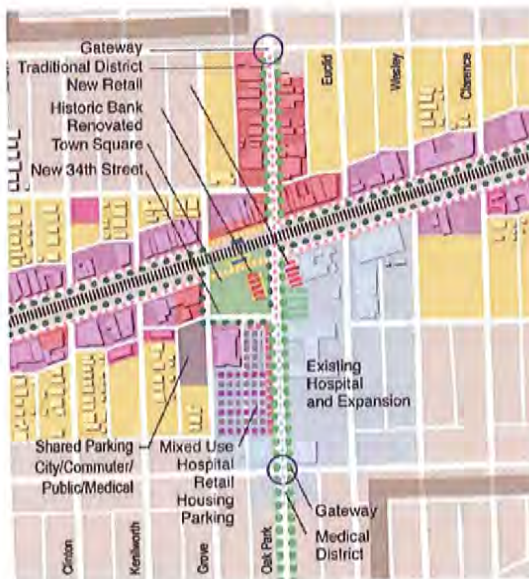
Oak Park Avenue Uptown

- A “restaurant row” on Oak Park Avenue between the Metra/BNSF Railroad and 32nd Street
- Redevelopment of the Berwyn Hotel
- Enhance Pace Bus facilities



Berwyn Station Area (“Depot District”) Plan

The area surrounding MacNeal Hospital – on the east and west sides of Oak Park Avenue – is designated as The Medical District. The urban design character is more contemporary and pleasantly contrasts with the Traditional District aesthetic. This area includes areas for Hospital expansion and several options for cooperative mixed-use development which can include hospital / medical, parking, retail, and residential uses. Several additional features include:



MacNeal Hospital Campus

- An interweaving of medical campus and downtown uses
- Incorporation of retail uses on the MacNeal Hospital campus at the southeast corner of Oak Park Avenue and Windsor Avenue, including a storefront façade with street entrances, full-height retail windows, awnings, and tasteful storefront signage and façade lighting

Oak Park Avenue Parking Garage

- Located mid-block on Oak Park Avenue across from the hospital’s front entrance, south of the new 33rd Street
- The structured parking for the hospital also includes parking stalls for the general public, for special events, and for the Berwyn State Bank Wellness Center
- Retail on the structure’s first floor wraps around to 33rd Street
- Beautiful and vibrant architecture
- Allows for the remote Hospital parking lot to be vacated and converted to parkland

Other Features

- The existing Grove Avenue residential building at the southeast corner of the new 33rd Street and Grove Avenue will receive a public art/mural on its north façade
- The Grove Avenue mixed-use development will incorporate medical office and possible market rate high-end rental residential above first floor commercial
- Potential connection of the mixed-use development with the Oak Park Avenue Parking Garage in order to boost commercial and residential densities

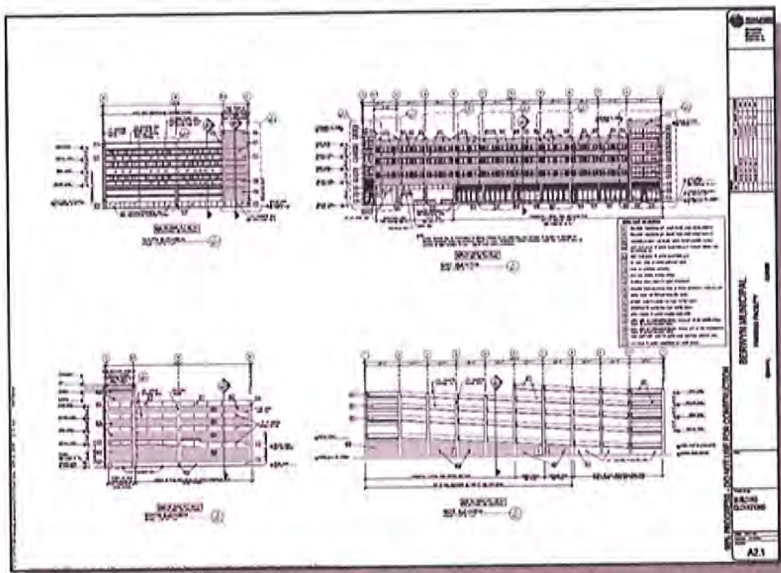
Berwyn Transit-Oriented Development Study

Grove Avenue Parking Garage

4-25

Berwyn Station Area (“Depot District”) Plan

- Retail tenant spaces on the first floor (14,000 square feet)
- Garage architecture includes masonry façade with attractive signage
- Parking garage allocation includes retail stalls on the first and second floors, public stalls on the second floor, and commuter stalls on the second, third, fourth, and fifth floors, per a newly-negotiated parking strategy between the City and Metra
- Eighty (80) existing commuter stalls in the BNSF right-of-way will be permanently reassigned for non-commuter use when this new parking structure is completed, 59 of these stalls have already been reassigned to non-commuter use
- Three (3) additional Commuter ADA stalls will be provided in the BNSF right-of-way due to the increase in the number of overall commuter parking stalls in the Depot District
- The City-planned and -funded 378-space Grove Avenue Parking Garage will contain 300 commuter spaces, (139 replacement and 161 new), and will be built where an 86-space surface parking lot is currently located
- The Planned Grove Avenue Parking Garage will provide parking for a projected long-term need for commuter parking, accommodate commuter parking displaced by general public parking in the BNSF right-of-way when the structure is complete, and accommodate the parking of the existing surface parking lot upon which the structure will be built
- Consider potential access/egress traffic patterns of the new garage and whether or not they could negatively impact the existing residential neighborhood on Grove Avenue
- Commuter parking fees will be consistent with the City parking fees and permit structure



Source: City of Berwyn, Berwyn Development Corporation, and Walker Parking Consultants

Berwyn Transit-Oriented Development Study

Structured Parking Data Table

4-26

Structured Parking - Preliminary Site Data Table

Berwyn TOD Parking
October 17, 2008

	Tenant Space (square feet)	Parking Stalls (number)
Grove Avenue Parking Garage		
Retail	14,000	
First Floor - Parking		4
Second Floor - Parking		98
Third Floor - Parking		89
Fourth Floor - Parking		89
Fifth Floor - Parking		98
Total	14,000	378
Oak Park Parking Garage - Phase I		
First Floor - Restaurant/Retail	15,000	
First Floor - Public Parking		35
Second Floor - Reserved for Hospital or Private Parking		70
Third Floor - Hospital Parking		70
Fourth Floor - Hospital Parking		70
Fifth Floor - Hospital Parking		70
Total	15,000	315
Oak Park Parking Garage - Phase II		
First Floor - Restaurant/Retail	10,000	
First Floor - Public Parking		50
Second Floor - Reserved for Hospital or Private Parking		100
Third Floor - Hospital Parking		100
Fourth Floor - Hospital Parking		100
Fifth Floor - Hospital Parking		100
Total	10,000	450
Total	39,000	1,143

Berwyn Transit-Oriented Development Study

Overview

4-27

LaVergne Station Area Plan

The LaVergne Station Area is located at the east end of Berwyn, centered at the intersection of Ridgeland Avenue with the Metra/BNSF Railway Line. Elements in this district include: new greenspace surrounding the existing station (with no net loss of commuter parking), new landscape buffers along streets and rail corridors, a small park at the northwest corner of Stanley Avenue and Ridgeland Avenue, new residential development, safe corners, and an eastern gateway to the City and the Promenade.

This easternmost station is essentially an eastern railway gateway to the City of Berwyn. The ambiance is primarily residential with new landscape buffers to soften the existing industrial railroad feel. Several LaVergne Avenue Station Area features include:

- New passenger platforms and shelters are anticipated to be constructed in 2008-09, and the station will be made ADA-accessible, resulting in the need for six (6) new commuter ADA parking stalls
- A new planting buffer of trees, shrubs, perennials, and annuals, along the east side of Ridgeland Avenue and in the area of the power substation
- A Promenade extension to the north, connecting to civic and institutional buildings
- Additional bicycle amenities
- New ADA parking stalls
- The LaVergne Station has a new kiss-n-ride amenity adjacent to the station

Preferred Plan

Berwyn Transit-Oriented Development Study

Proposed Land Use

4-28

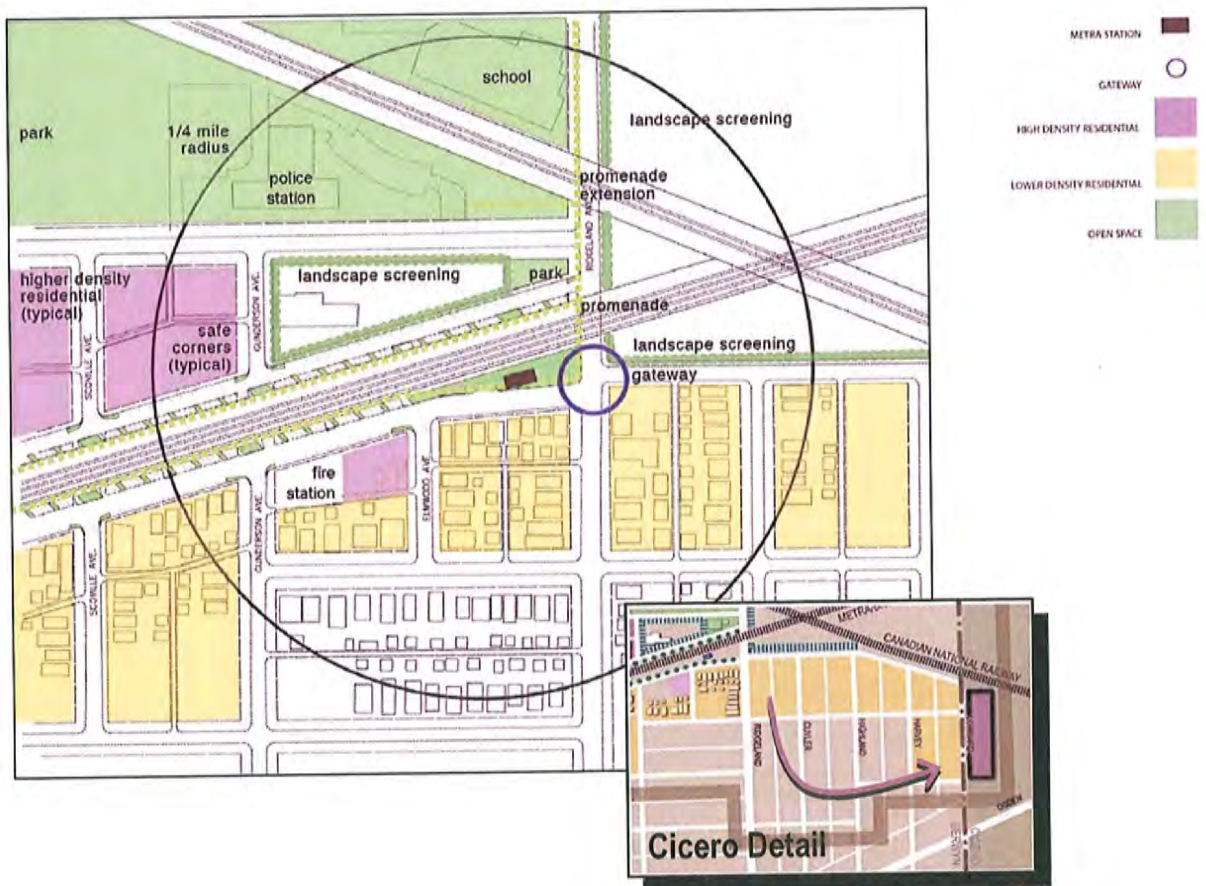
LaVergne Station Area Plan

Design Objective

Strengthen the residential character of the LaVergne Station Area neighborhood.

Description

Redevelop worn, non-residential properties into new residential developments to reinforce the residential character of the neighborhood. Close proximity to transit, parks, and The Promenade, makes this area highly desirable, and consolidating properties for redevelopment will provide new types of residential buildings that are not currently available in the area.



Preferred Plan

Berwyn Transit-Oriented Development Study

Proposed Circulation and Access

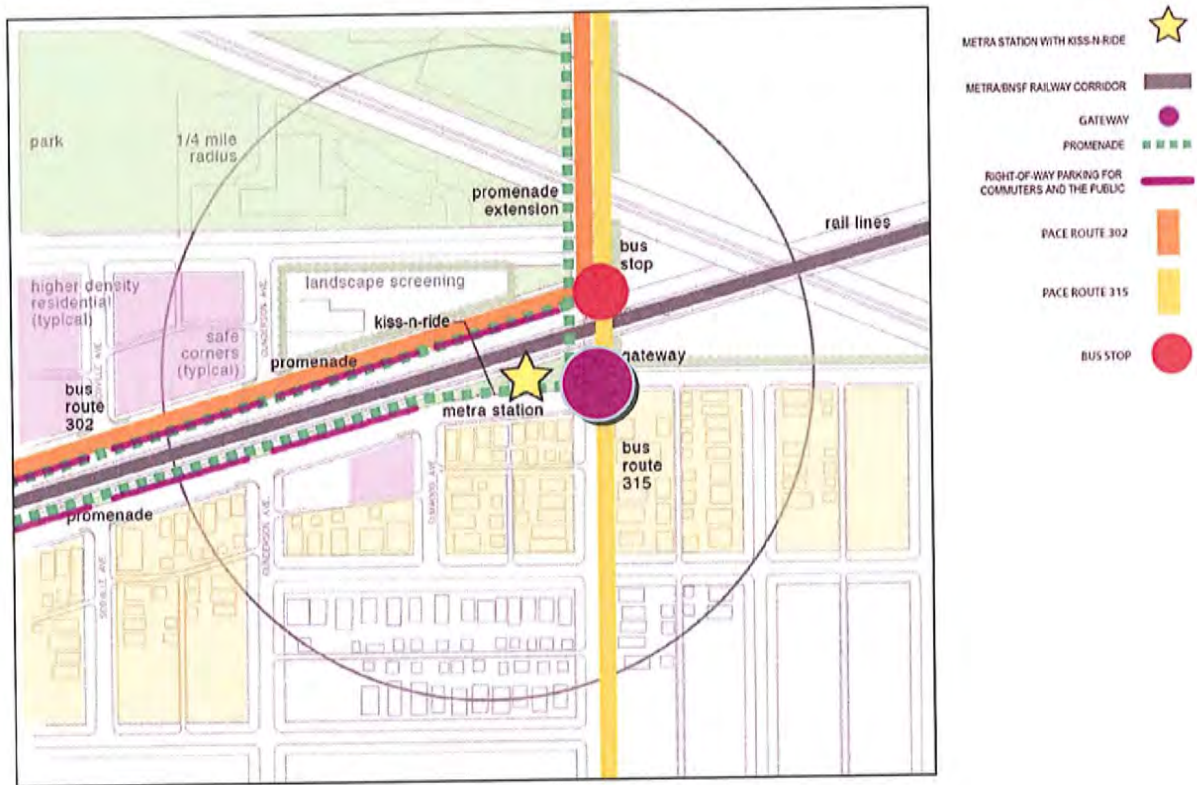
LaVergne Station Area Plan

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Preferred Plan

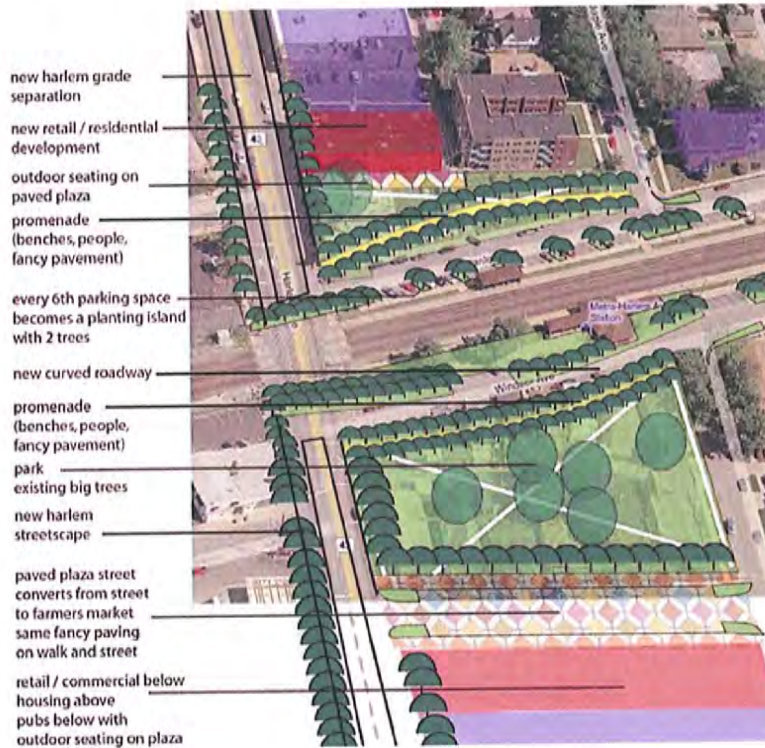
Berwyn Transit-Oriented Development Study

Harlem Avenue Station Area

4-30

The Future of Berwyn

The Promenade in the City of Berwyn will create new experiences and refined characteristics for the Harlem Avenue Station area. Post-grade separation projects will include new park areas, new development, a plaza street along 34th Street between Harlem and Maple Avenues, and a new commuter parking lot.



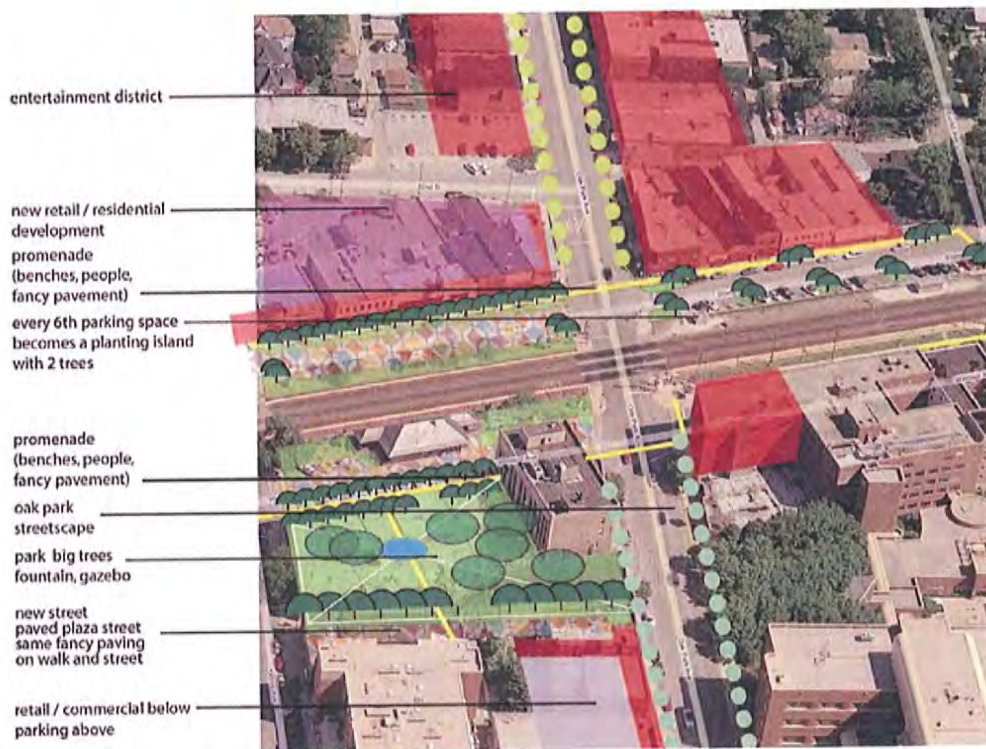
Berwyn Transit-Oriented Development Study

Berwyn Station Area (“Depot District”) Plan

4-31

The Future of Berwyn

The Promenade in the City of Berwyn will create new experiences and refined characteristics for the Berwyn Station Area (“Depot District”). New features will include the Promenade, plaza streets on Stanley and Windsor Avenues between Grove and Oak Park Avenues, expanded hospital and hospital-related facilities, an entertainment district, new commercial and mixed-use development, renovated buildings, a “Town Green”, a new 33rd Street, and new structured parking.



Preferred Plan

Berwyn Transit-Oriented Development Study

The Future of Berwyn

The Promenade in the City of Berwyn will create new experiences and refined characteristics for the LaVergne Station Area. New features will include the Promenade, landscape buffers, and new residential development.



Design Guidelines

Berwyn Transit-Oriented Development Study

Role of Guidelines

The Berwyn TOD Guidelines, prepared by the Town Builder Studios (TBS) Team for the City of Berwyn (City) and the Berwyn Development Corporation (BDC), are intended to advise property owners, business owners, design professionals, and developers on what elements to incorporate into their future remodeling, redevelopment, or business plans.

These guidelines contain principles of a desired physical environment, and are supplementary to the zoning code, and the City's development review and approval process.

A meeting with representatives of the BDC is highly recommended prior to embarking on any future plans for your property and/or business, to discuss the community's vision for the future of the Metra/BNSF Railroad corridor area, including Stanley and Windsor Avenues and other area streets.

Design Guideline Organization

The guidelines are broken down into the following categories:

- Town Green
- Promenade
- Plaza Street
- Architecture
- Infrastructure Design Elements
- Transportation
- Gateways
- Wayfinding
- Furnishings

Town Green

Design Objective

Create an iconic greenspace for the community of Berwyn to gather.

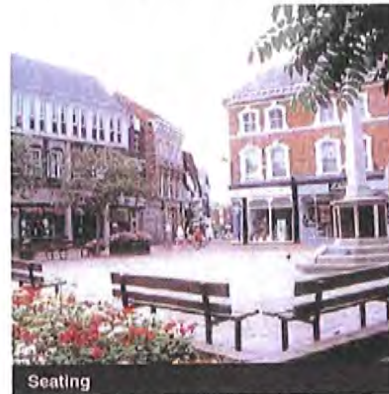
Description

Design of the public realm creates the "memorable places" that all communities desire. The Town Green should function as the living room for the City, a dynamic place where people gather, socialize, and live.



Large Open Green Space

Large open areas of green open space should be left within the Town Green to allow for informal gatherings, visual relief from the built environment, and multiple programmed activities.



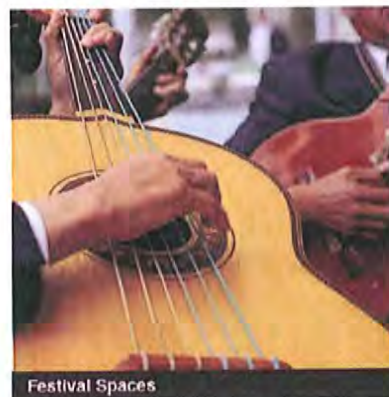
Seating

The Town Green will act as the public family room for Berwyn. Ample and varied seating options are required to allow for people-watching, meeting and greeting, as well as for discreet groups to gather privately.



Coordinated Architectural Elements

The architectural elements of the Green should all coordinate and reinforce the surrounding architecture of the Depot District.



Festival Spaces

The Green must function as the primary gathering place within the community. Spaces must be created to allow a variety of festival activities throughout the year.

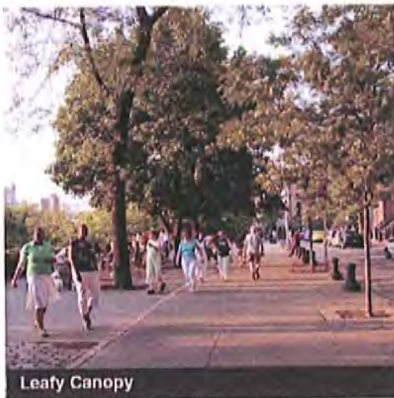
The Promenade

Design Objective

Provide a distinctive linear greenspace for the community to stroll, mingle, and exercise.

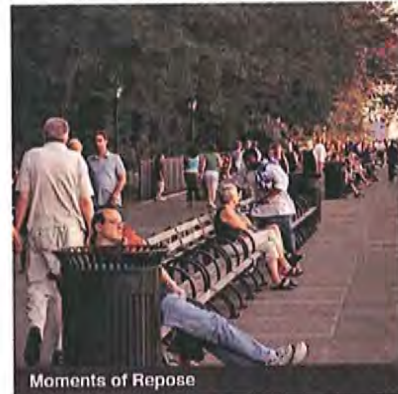
Description

The Promenade experience is an informal method to connect the residents of Berwyn to one another, capitalize on the rail corridor with its limited cross streets, and celebrate the multicultural heritage of the community.



Leafy Canopy

The Promenade will be a walkway embraced by a canopy of trees. The planting will soften the impact of the rail corridor, reduce summer heat gain, and shade the pedestrians and parked cars. Trees will be from a pre-approved plant list and be planted in pairs along the BNSF Railway right-of-way.



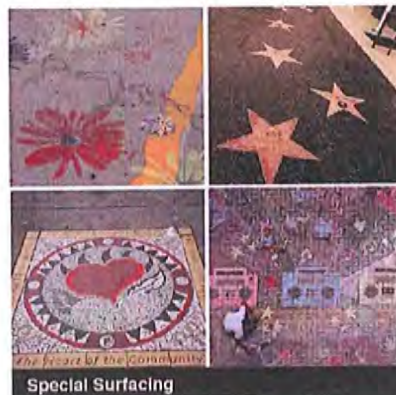
Moments of Repose

In order for the Promenade to succeed, it will need to be designed to accommodate most members of the community. Plentiful seating will be placed along the way to allow people moments of repose, and the opportunity to socialize and observe.



Civic Space

The Promenade will be a grand civic space that allows for daily interaction as well as periodic community-wide gatherings.



Special Surfacing

Through the years, as the Promenade matures, the surface of the walkway will reflect the activities of the community. Permanent materials or temporary paint and chalk will personalize the pavement and add interest to the urban environment.

Plaza Streets

Design Objective

Transform the Berwyn Station ("Depot District") area into a multifunctional space.

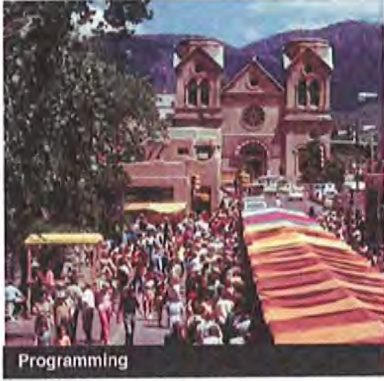
Description

Repaving the streets and sidewalks in the Depot District will create new ambiance for the area. In addition, the Plaza Streets will accommodate autos during typical workdays, yet serve as pedestrian-only plazas for special events such as festivals, farmers markets, and parades. Vehicular traffic can be rerouted within the area during special events.



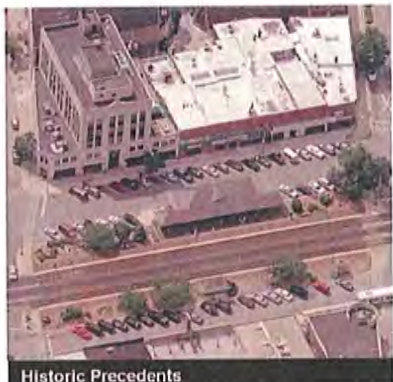
Pedestrian Street

Highlighting the Depot District and reimagining it as a central gathering space for the community will require the introduction of a pedestrian-friendly environment. Sections of Stanley and Windsor Avenues will be closed to pedestrian traffic for special events, and be transformed into public plazas.



Programming

The Plaza Streets will be programmed to bring the community together and invigorate the Stanley and Windsor Avenues area. Activities could include farmers markets, art fairs, music festivals, and community-wide cook-offs.



Historic Precedents

The Berwyn Plaza Streets will be designed to highlight the historic architecture of the Berwyn Station and the Berwyn State Bank. The paving materials, lighting fixtures, and street furnishings will reinforce these unique features which define Berwyn today.



Special Paving

Special paving will define the areas of Windsor and Stanley Avenues adjacent to the Berwyn Station, and transform them into urban plazas. This pavement will accommodate vehicular traffic, hold up to inclement weather, and be appropriately-scaled for a pleasing pedestrian environment.

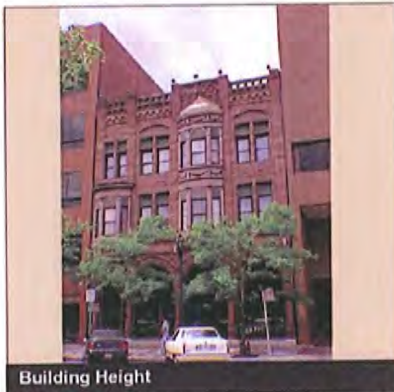
Architecture – Building Massing

Design Objective

Establish a cohesive building presence along public streets.

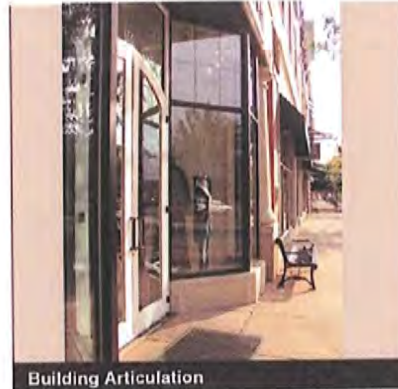
Description

Utilize the existing building heights and proposed building uses to determine the appropriate height, articulation, roofline, and streetscape elements.



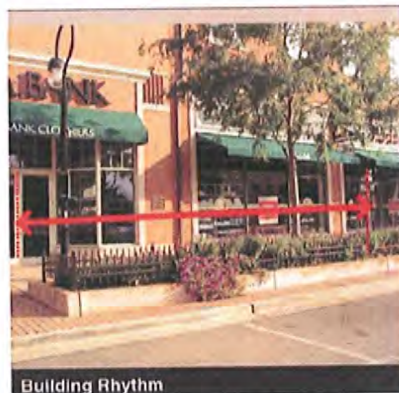
Building Height

Infill and mixed-use buildings should be a minimum of three stories in height and no more than one story taller than its immediate neighbors.



Building Articulation

A portion of the building façade should not be in the same plane as the primary building façade. Infill development should match the setback dimensions of the adjacent buildings, or have a setback of zero feet (0') from the street property line.



Building Rhythm

Entrances to commercial and mixed-use buildings should close together to minimize walking distances between retail and eating establishments, as well as to keep pedestrian activity on the street.



Building Rooflines

Gabled rooflines are encouraged for multiple-family buildings to give the building a residential appearance.

Design Guidelines

Berwyn Transit-Oriented Development Study

5-6

Architecture – Building Materials

Design Objective

Create a building materials and color palette to unify the development in the corridor and station areas.

Description

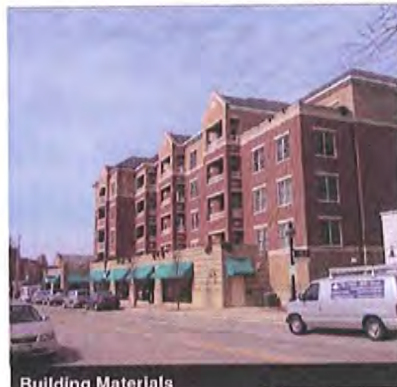
Utilize existing building materials and colors to provide continuity between buildings with different design styles.



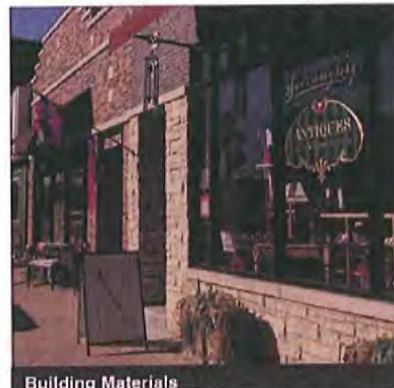
The use of brick and stone are encouraged. In addition, these materials can be used in conjunction with metal panels and glass accents. Materials such as EIFS are discouraged.



Modern materials can be combined with more traditional brick to blend old and new together within the context of the buildings along the Promenade and within the station areas.



Stone detailing adds interest to a traditional brick façade. Awnings at the base of the building add depth and interest to the building façade, in addition to adding a pedestrian scale to the building.



New construction should complement the existing building materials of Berwyn.

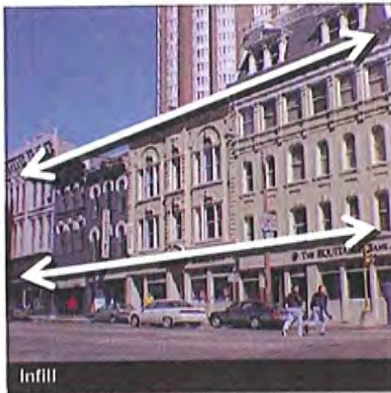
Architecture – Building Details

Design Objective

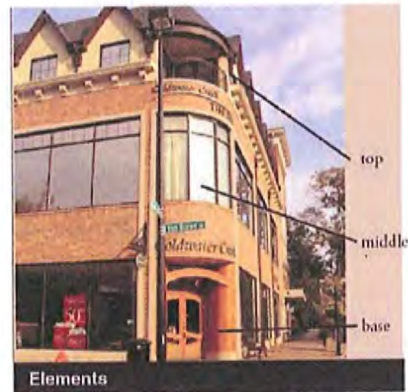
Create harmonious building features.

Description

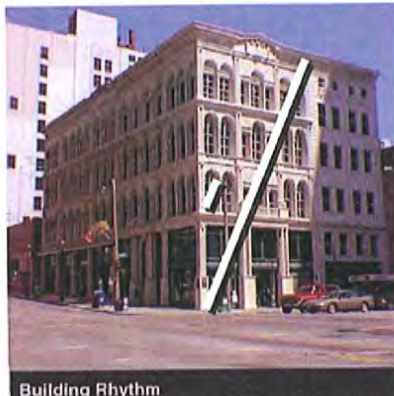
Not all buildings need to look historic; however, classic proportions help building designs stand the test of time.



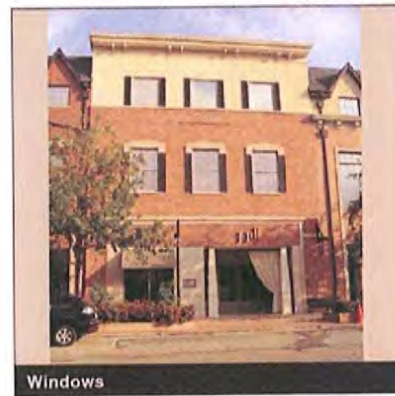
Cornice and molding lines must continue from adjacent buildings.



Each new building façade must have an obvious base, middle, and top.



Different building elements must be in proportion to one another.



Windows should be larger at the base of the building and smaller at the top.

Architecture – Sustainability

Design Objective

Minimize the “footprint” of Berwyn’s buildings on the environment.

Description

Utilizing renewable resources and environmentally-friendly details will minimize monetary costs to building owners and tenants, and environmental costs to the planet.



Solar power

Consider alternative energy sources such as solar power for buildings.



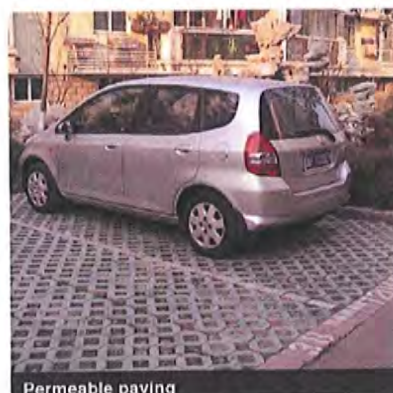
Wind power

Wind turbines mounted on rooftops are another possible “green” energy source.



Roof garden

Green roofs can offset solar heat gain and lower building temperatures in the summer months.



Permeable paving

Permeable paving can help reduce stormwater runoff and should be used when possible.

Berwyn Transit-Oriented Development Study

Architecture – Mixed-Use

Design Objective

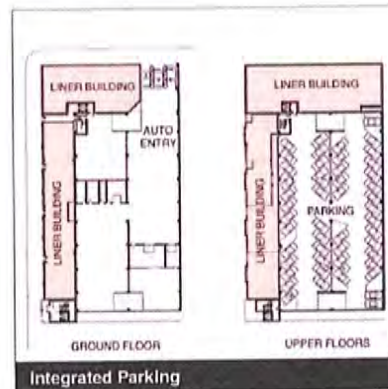
Enliven the Promenade with mixed-use buildings.

Description

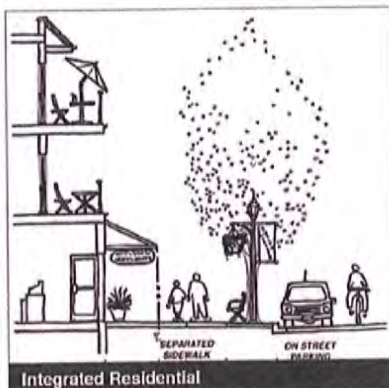
Construct new buildings and repurpose existing buildings with first floor retail uses that can include a variety of other uses elsewhere in the building, including office, residential, and structured parking.



Mixed-use projects should slip seamlessly into the existing architectural image of the City. The scale, mass, and materials of the adjoining neighborhoods must be respected.



Larger-scale projects must assure that adequate parking is provided in or adjacent to the project. Parking should be screened from view, and not occupy the street frontage.



To ensure a lively, sustainable district, mixed-use projects should provide varying types of uses, including residential. Upper floors of retail/commercial projects can be developed for rental apartments or possibly condominium units.



Street life is the theater of a community. To enrich this activity, each project must address the street frontage. Blank facades, parking, or large setbacks should be discouraged.

Architecture – Mixed-Use

Design Objective

Enliven the Promenade with mixed-use buildings.

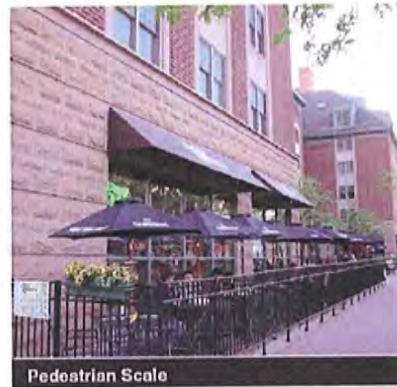
Description

Construct new buildings and repurpose existing buildings with first floor retail uses that can include a variety of other uses elsewhere in the building, including office, residential, and structured parking.



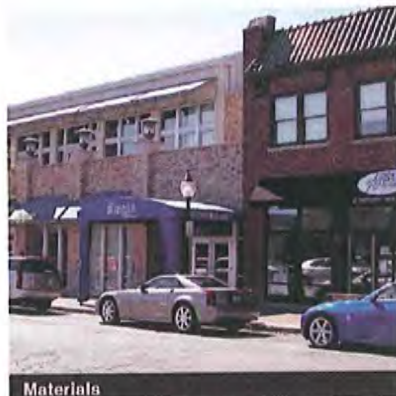
Pedestrian Scale

Mixed-use projects should respond to the neighborhood scale using appropriate signage at the pedestrian level.



Pedestrian Scale

A change in building materials, awnings, and sidewalk seating at the street level can improve pedestrian scale.



Materials

Building materials of brick, stone, metal, and glass, can be varied to add interest and depth to a mixed-use project.



Building Design

An earth-toned color palette is encouraged to add interest to a mixed-use project.

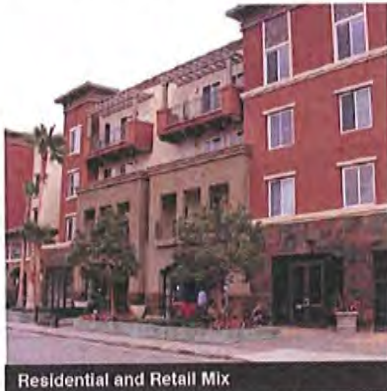
Architecture – Residential

Design Objective

Create additional residential living opportunities within the Promenade.

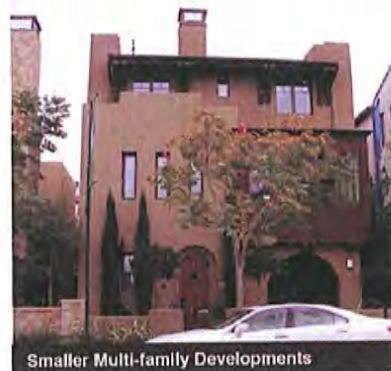
Description

In order for the Promenade to become a more pedestrian-friendly gathering place for the entire community, more housing is needed. Residential developments will capitalize on the transit opportunities, bring additional population, incorporate more variety into the City's existing housing stock, and enliven the streets.



Residential and Retail Mix

Residential development is possible in combination with most developments. Opportunities should be explored to add housing wherever possible.



Smaller Multi-family Developments

Berwyn's traditional single family neighborhoods can be augmented with smaller-scale multiple family units within the station areas. These smaller units will allow for a variety of housing types in all areas of the corridor and the community.



Integrated Parking

New residential developments must provide for parking to be integrated into the design. Parking can be accommodated under or behind most dwelling units.



Larger Developments - Finer detailing

Larger developments can add vitality to an area; however, they require greater attention to detail. Careful attention to an active street front is crucial to multi-family buildings. Porches, gardens, and terraces will add to the ambiance along the street.

Design Guidelines

Berwyn Transit-Oriented Development Study

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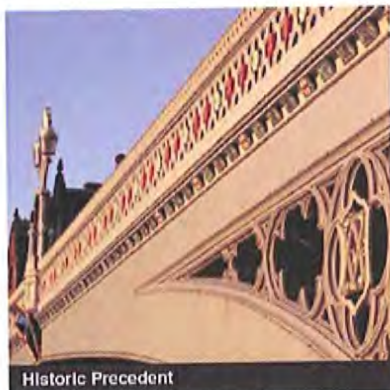
Infrastructure Design Elements

Design Objective

Ensure the design of the Harlem Avenue grade separation creates an enduring piece of civic architecture.

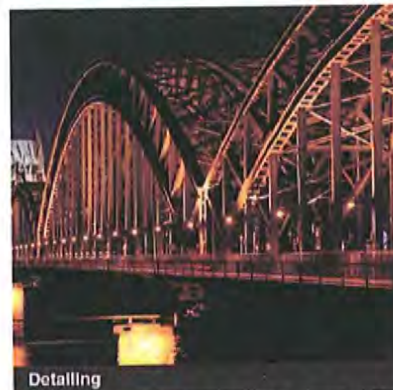
Description

The massive investments in the Harlem Avenue/BNSF intersection and the surrounding areas have the tremendous opportunity to become signatures of Berwyn. Careful attention to detail and refinement will be necessary to create a memorable architectural statement for the community. Consideration for all major infrastructure initiatives should include accommodating multiple modes of transportation (pedestrian, bicycle, train, and automobile) and public art.



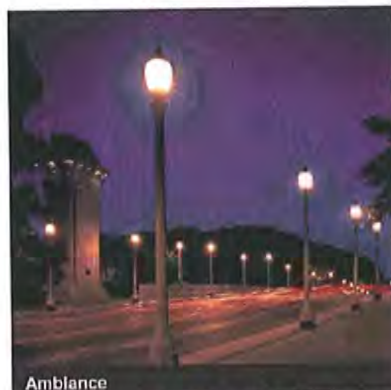
Historic Precedent

The Harlem grade separation between the rail lines and Harlem Avenue is an opportunity for Berwyn to create an identifiable gateway and area-wide landmark. The structure should take cues from great civic architecture of the past and technologies of the future.



Detailing

The Harlem grade separation is a large civic project. A plain concrete structure overpass should be avoided, as this link between Berwyn and Riverside is an opportunity to make a landmark statement along the Harlem Avenue Corridor.



Ambiance

Great streets are designed with careful consideration given to the architectural detailing, as well as the design. This area of the community must be considered for daytime and nighttime use, and be sensitive to surrounding residents and businesses.



Art

The grade separation infrastructure is a piece of civic art. The roadway, bridge, underpass, railings, and lighting should create a cohesive image. The structure will be a part of the community for many decades, and its success will be in its detailed artwork.

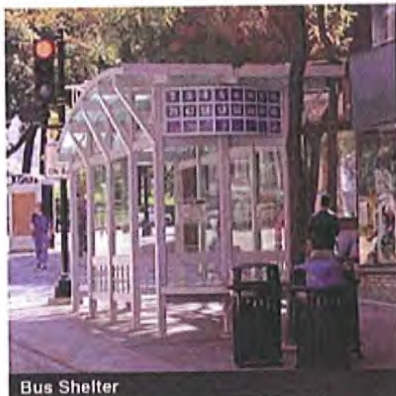
Transportation

Design Objective

Provide attractive shelter for transit-users.

Description

Transit shelters, bus stop signage, bus schedules, and related products must complement the other street furnishings along the Promenade, the three station areas, and the traditional and medical districts.



Bus Shelter

An example of a bus shelter that integrates signage into the design of the structure.



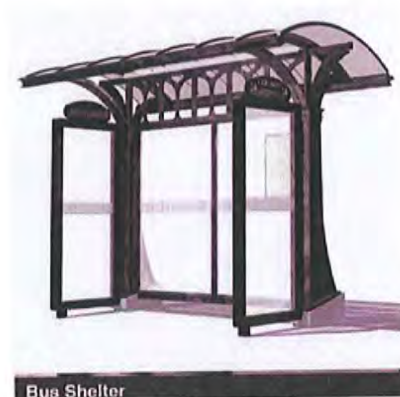
Bus Shelter

Glass provides shelter and transparency. Seating should be integrated into the design.



Bus Shelter

A modern bus shelter that integrates signage and advertising with transparent materials.



Bus Shelter

A curved canopy with traditional panels creates an elegant design.

Design Guidelines

Berwyn Transit-Oriented Development Study

5 - 14

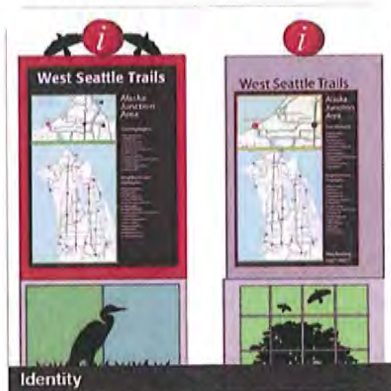
Gateways

Design Objective

Ensure gateways are clearly visible to automobiles, bicyclists, and pedestrians, and convey a sense of welcome to the community.

Description

A clear and memorable system of gateways into the City of Berwyn – and individual neighborhoods within the community – will create a cohesive community identity and the commencement of the wayfinding process for the traveling public.



Identity

Gateways to Berwyn must establish a theme that can be carried over to the City's individual districts. Each district will mark its boundaries to help visitors and residents mark points of arrival into each district. Collectively, these arrival points will create an image of a cohesive Berwyn.



Plantings

The creation of a gateway will require the combination of several elements to establish a cohesive design. Trees, shrubbery, and ground covers will accent architectural features and complete the gateway palette.



Banners

Banners are already an established method of identifying Berwyn. This program needs to be expanded, giving each district its own identity while contributing to the greater Berwyn image. The banners can be seasonal, directional, or message-based, and be maintained and replaced regularly.



Wayfinding

A cohesive wayfinding system will direct people to their destinations, reveal previously-hidden treasures in Berwyn, add architectural elements to reinforce the design theme of the gateway district, and become an element of the gateway itself.

Wayfinding

Design Objective

Establish a clear system of wayfinding features that promote a sense of hospitality and inclusiveness.

Description

The Traditional District and Medical District will require separate but related systems of wayfinding. The systems will direct people to retail areas, neighborhoods, transit, parking, parks, and civic spaces. The design of the systems should reflect the character of the City of Berwyn. Collectively, wayfinding and street furniture elements will unify the Promenade and the three station areas.



Traditional District

A single system of wayfinding and signage will greet, direct, and orient people to the Traditional District. The design of this system should speak to the small town historic character of Berwyn. The system will build upon the existing urban design elements such as the pedestrian light fixtures and open banners.



Medical District

A crisp, modern, and clear image will dominate the signage system for the Medical District. From 34th Street to Windsor Avenue, the district must maintain an image of technology and innovation. In addition, this system must direct clients efficiently to their destinations, yet orient them to additional services in Berwyn.

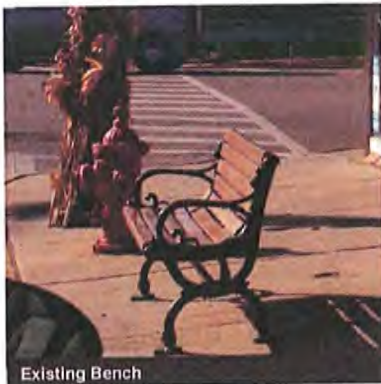
Furnishings

Design Objective

Provide attractive and coordinated streetscaping elements.

Description

Benches, litter receptacles, bicycle racks, and lighting will be complementary to one another, improving the image and reducing clutter along the community's corridors. All metal work should be black.



Existing Bench

The existing bench is charming, yet too ornate for the area. The bench selected for the Promenade and station areas should reflect both the historic characteristics of the Traditional District and the contemporary characteristics of the Medical District. The bench should be durable, easy to maintain, and competitively-priced.



Victor Stanley - Greensite Series

The Model CM-324: Contemporary seating with recycling, energy-efficiency, and respect for the environment, incorporated into its manufacture, has gently-curved legs, graceful arms, and clean lines to form a modern shape with classic features.



Landscape Forms - Plainwell

The Plainwell line has a traditional and timeless look with a contemporary twist. The integrated arm and leg curvature create sweeping lines in the streetscape. Options include wood or aluminum.



Barco - Riva

This durable, all-weather park bench from Barco has elegant styling with a simple slatted look and beautiful powder-coated steel.

Design Guidelines

Berwyn Transit-Oriented Development Study

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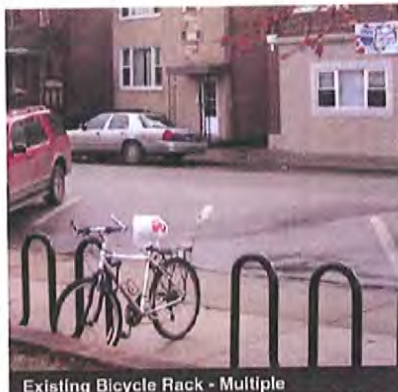
Furnishings

Design Objective

Provide attractive and coordinated streetscaping elements.

Description

Benches, litter receptacles, bicycle racks, and lighting will be complementary to one another, improving the image and reducing clutter along the community's corridors. All metal work should be black.



Existing Bicycle Rack - Multiple

The existing bicycle rack is a perfect choice for the community. This rack should be selected for the entire Promenade and station areas where room is available for more than one bicycle. Any nonconforming racks should be replaced over time.



Existing Bicycle Rack - Single

The existing single bicycle rack is charming, and should be left where already in use; however, new single-loop racks should echo the loop design but keep the center section open to permit additional bicycle parking.



Victor Stanley -

The Prairie Sites Series™ consist has a graceful arc. The Model BK-6 bicycle rack has a single tubular steel arc with in-ground or surface mounting options. All fabricated metal components are electrostatically-powder-coated steel with a polyester power coating.



Existing Litter Bin

The existing litter bin is a perfect choice for the community. This bin should be selected for the entire Promenade and station areas, since it reflects the historic character of the area while maintaining a modern view of the future. Any nonconforming bins should be replaced over time.

Design Guidelines

Berwyn Transit-Oriented Development Study

Furnishings

Design Objective

Provide attractive and coordinated streetscaping elements.

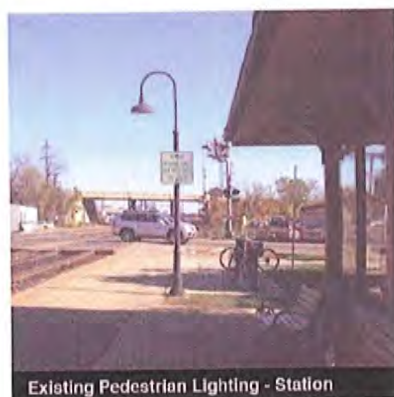
Description

Benches, litter receptacles, bicycle racks, and lighting will be complementary to one another, improving the image and reducing clutter along the community's corridors. All metal work should be black.



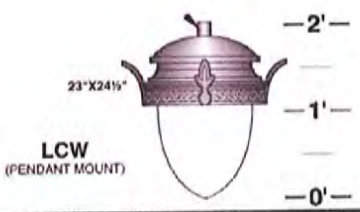
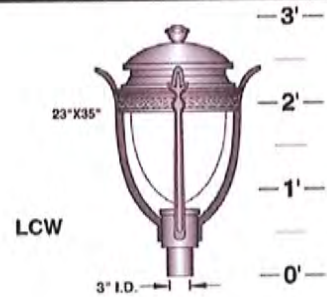
Existing Pedestrian Lighting - Town

The existing decorative lighting and accompanying basket is an attractive combination. The lighting fixture, however, is too ornate to use throughout the Promenade and the station areas; therefore, it should be augmented with a less-ornate version.



Existing Pedestrian Lighting - Station

The pedestrian down light associated with the station areas should be replaced with a Promenade-wide standard. All painted and powder-coated surfaces should be a uniform color of black.



US Lighting - LCW

This historic light fixture has more contemporary lines and can be used as an arm-mounted fixture on existing poles and as a pendant light where more light is required for pedestrians.

Design Guidelines

Berwyn Transit-Oriented Development Study

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Furnishings – Medical District

Design Objective

Celebrate the Medical District as a unique technology center through attractive and coordinated site design and furnishings.

Description

The Medical District has a special standing within the community, with an employer that is the center of cutting-edge technology. This area's furnishings and signage should coordinate with the rest of the Transit-Oriented Development district, but be more modern. All metal work should be black.



Implementation

Berwyn Transit-Oriented Development Study

Berwyn Transit-Oriented Development Study

Strategy

6-1

I. Introduction

Overview

The implementation phase is the critical chapter that articulates the strategy to finance and construct the *Berwyn Transit-Oriented Development (TOD) Study's* vision. The vision for the scale of Berwyn's TOD Study is that of a "master development" plan. The strategy therefore needs to address the sources and uses of funds to finance and phase the master development over time. Unlike an individual project, the implementation strategy for an overall planning area requires a balance of detailed cost estimates for the projects that are tangible, yet balanced with a general proforma for the larger redevelopment.

The City of Berwyn's development climate is robust on one hand and extremely challenged on the other. One of Berwyn's strongest selling points is the City's geographic location with less than a 25-minute rail commute to Chicago's loop. Berwyn is attractive for residents and businesses alike due to the rich heritage, ethnic diversity, transit and quality of life. Unfortunately, the obstacles that must be overcome include the expense associated with any new development and the challenge of assembling sufficient real estate for new construction. Land owners who desire to sell their real estate to developers, for example, have sales price expectations that are often unrealistic in today's economic climate. Many of these properties are smaller in nature and require the developer to assemble multiple parcels, which is time-consuming and cumbersome. Also, the cost of construction is extreme, totaling \$130 to \$180 per square foot for new construction, depending on the design and construction methodology. Due to the cost of land and construction, it is nearly impossible to develop a new project in Berwyn profitably by relying on the financial return derived from the project itself. This because the market will only bear such sales and return on investment including:

- \$220 per square foot for "for sale" mid-rise condominiums
- \$160 per square foot for "for sale" garden condominiums and "for sale" townhomes
- \$150 per square foot for rental apartments
- \$250 per square foot for commercial buildings

The strategy articulated herein responds to the bold vision of the TOD Plan, which was requested by Berwyn's constituents during the public involvement activities of the planning process. The definition of a "bold" plan in the context of implementation equates to cost. The Promenade, the various parks, and the quality of the construction called for in the design guidelines are very expensive to develop in the current Berwyn market. The alternative to this Plan would have been a modest face-lift or retrofit of the current building stock and infrastructure, including minor renovations, leaving Berwyn essentially in its current configuration. This is not the stated goal for Berwyn. Instead, the City prefers to grow and prosper by creating a splendid railroad corridor that is memorable, serving as a regional destination. This goal creates higher land values and an improved real estate market, and the implementation strategy needs to articulate a method for initiating this master development that ultimately drives up the sales and tax revenues. This implementation strategy announces to the marketplace that Berwyn is prepared to lead this master development, sending a signal to the investment community that there is a new and profitable environment forthcoming.

Implementation

Berwyn Transit-Oriented Development Study

Strategy

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There are several significant advantages that Berwyn can leverage in order to achieve its vision. First, MacNeal Hospital is a fundamental and critical stakeholder as well as the largest employer in the heart of the TOD. It is paramount that the Hospital is engaged as an investment partner to assure their long-term growth and competitiveness in the regional healthcare industry. Secondly, the IDOT/BNSF-sponsored Harlem Avenue grade separation would infuse a significant infrastructure investment in the Harlem Avenue area. Through this TOD Study, the City has officially stated its support of the Harlem Grade Separation project, assuming that the design and construction of the infrastructure is supportive of the City's vision. To this end, both the grade separation and the Harlem Avenue vision are symbiotic and can only be accomplished with each other.

Objectives

The objectives of this implementation strategy are to:

- Specifically identify issues and constraints to development, with an approach for overcoming the potential challenges.
- Approach implementation by describing discrete, action-oriented steps.
- Summarize potential funding opportunities for public development and gap financing for private development.

This chapter of the report is organized into five sections, each of which provides guidance on how the City can move through major stages of Plan implementation:

- Introduction: phasing, plan adoption, and development controls.
- Projects: articulating the various projects embedded within the Preferred Plan.
- Sources of Funds
- Uses of Funds
- Conclusion

Berwyn Transit-Oriented Development Study

Strategy

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Adopting the Preferred Plan and Zoning

It is important that the City of Berwyn formally adopt the Berwyn TOD Plan to formally establish its 20-year vision for the Promenade, providing the basis for all development- and reinvestment-related decisions. In order for the TOD Plan to be meaningful and truly serve as a guide for future development, the Plan presented here should be adopted by the City Council and incorporated into the City's Comprehensive Plan as a sub-area plan. Also, the City's zoning ordinance should be updated to facilitate mixed-use developments, establish TOD-compatible residential densities and appropriate building dimensions, etc. A key element in the success of Berwyn's TOD will be the look and feel of the neighborhood. Berwyn's current zoning ordinances do not address the type of new development proposed in the Preferred Plan: a downtown area with a greater diversity and mix of land uses built at higher density than in other areas of the City. The City might approach an amendment to the zoning ordinances in several ways:

- Establish portions of the rail corridor as a Planned Unit Development (PUD). The elements defined in the PUD will guide development within these boundaries.
- Define new use categories, and rezone individual areas according to land uses in the Preferred Plan. Suggested new categories include:
 - Mixed-use (e.g. retail or office on ground floor, residential above; other uses with structured parking)
 - Higher density residential
 - Pedestrian-oriented commercial
 - Parking requirements and guidelines for mixed-use structures
- Define and apply a transit neighborhood overlay district addressing desired uses and specific standards of bulk, mass, height, setback, etc. Undesired underlying current uses, such as industrial, would need to be rezoned, or be left as non-conforming uses.

Following the adoption of the TOD Plan, there are various strategies the City can take to bring the development to reality, which include varying levels of City involvement and action, as well different means of oversight and master planning.

Berwyn Transit-Oriented Development Study

Strategy

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Development Controls

After the foundation for implementation of the TOD Plan has been laid, the City needs to determine the degree of its participation in individual development projects.

High Level of Participation

Under the most proactive approach, the City or its designated development agency, would acquire development sites, through negotiated purchases, condemnation or a combination of methods. The City or its designated development agency would issue a Request for Qualifications/Proposals (RFQ/RFP) that would state the City's development objectives and vision, and seek a development partner. A high level of City involvement gives Berwyn the greatest control over the outcome of the development, but also costs the most in terms of local funds, City staff time, and risk.

Community Development Corporation or Master Developer

Definition: "Community Development Corporation" (CDC) is a broad term referring to not-for-profit organizations incorporated to provide programs, offer services and engage in other activities that promote and support a community. CDCs usually serve a geographic location such as a neighborhood or a town. They often focus on serving lower-income residents or struggling neighborhoods. They can be involved in a variety of activities including economic development, education, and real estate development. (Source: Wikipedia)

In order to assure that Berwyn maintains the momentum that it has gained through this initial TOD planning stage, the City of Berwyn should create a public-private partnership involving MacNeal Hospital and local significant property owners and business owners. This partnership should manifest itself in the form of a CDC to oversee the land acquisition associated with the Preferred Plan and required to move this master development project forward. Through this Board/Corporation, the City can maintain oversight controls over development and long-term management to ensure that the long-term use of the property meets the community's goals for redevelopment and is economically, environmentally, and socially sustainable. The CDC would focus on the transit corridor and would work under the umbrella of the Berwyn Development Corporation (BDC) who is responsible for the entire City.

This CDC, empowered by State of Illinois' legislation that enables local governments to create redevelopment areas and authorities, would administer all land acquisition aspects of the project. The CDC would maintain a focused, consistent, and ongoing vision for the Berwyn TOD corridor (even when elected and appointed officials serving the community change over time). Its purpose would include: investigating, studying, and surveying blighted areas; selecting and acquiring the blighted areas to be redeveloped; and ensuring the blighted areas are redeveloped in the manner that best serves the social and economic interests of the community.

Berwyn Transit-Oriented Development Study

Strategy

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Medium Level of Participation

Under a mid-level effort scenario, the City assists a developer/land-owner to undertake a project. The City does not take title to the land, thus having less control developer selection. A developer or landowner may decide to pursue a project and the City can offer to work with this developer to achieve Berwyn's development objectives. The City can offer Tax Increment Financing (TIF) or other incentives as leverage to convince the developer to provide parking or other improvements that satisfy larger objectives of Berwyn's plan. Under this scenario, the City has some control to shape the development program, but not as much control as under an RFP/RFQ process.

Third-Party Master Developer or Master Planner

The City of Berwyn has been building a planning legacy by utilizing the services of – and providing funding for – the Berwyn Development Corporation (BDC). As a “consultant” to the BDC, a third-party master planner or master developer can coordinate development on behalf of the City, and can leverage particular expertise in finance, development negotiation, site design and engineering, and infrastructure design and engineering. The master planner or master developer could also coordinate construction schedules to reduce redundant or temporary work on infrastructure and parking facilities to ensure that public funds are used in the most cost-efficient manner possible. The CDC could also play the role of master planner.

Low Level of Participation

The City can take a reactive position and use its regulatory and zoning authority to attempt to guide development. The TOD Plan can be used as a guide to approve or reject development proposals that the private market brings forth. The City still has some control over potential development in the form of veto power, but has very limited ability to have positive or proactive influence over the implementation process. Under this scenario, the City essentially waits until private developers propose development. The benefit of this scenario is that it is market-driven, low-cost, and low-risk for the City.

During the course of this Study, the City of Berwyn has indicated its interest in a high-level of participation in the redevelopment of its transit corridor. The following section addresses land acquisition, which is a critical issue in the implementation process.

Berwyn Transit-Oriented Development Study

Strategy

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Establish Site Control

The City or its designated development agency has several options for obtaining control of parcels within the Berwyn TOD area as a precursor to development. These options should be discussed with the City attorney to prevent conflicts with local and state policies, procedures, and statutes.

- Purchase of site
 - Direct purchase
 - Agreement between owner and City to give City first right of refusal on property acquisition
 - Options to purchase – agreement between owner and prospective purchaser to take property off the market for a specified length of time for a fee in order for a prospective buyer to perform due diligence activities (e.g. environmental and geotechnical assessment), with the purchase price negotiated at the time of the execution of the option or at a later date and time
- Lease of site
 - Direct
 - Options to lease – same as above, except prospective user is a renter
- Acquisition by condemnation of site, based on various types of liens
 - Environmental
 - Building code violation
 - Tax non-payment
- Acquisition by eminent domain
 - For use as a public good, not for redevelopment by another private party

Solicit Developers

The City or its designated development agency has several options for promoting the development of parcels within the Preferred Plan.

- Under a Request for Qualifications (RFQ), the City would not ask for a specific development plan or financial pro forma, but would rather select a developer based on past relevant experience and qualifications.
- Under a Request for Proposal (RFP), the City would seek a development proposal that lays out proposed uses and financial details.

Once a developer is selected, the next step is to negotiate a development agreement and begin to determine the appropriate incentives package or gap financing based on the City's objectives and the economics of the individual development project.

Implementation

Berwyn Transit-Oriented Development Study

Strategy

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Introduce a Phasing Strategy

The success of any plan is its ability to be realized. This Implementation chapter lays out a series of options which will help the City of Berwyn to capitalize on existing conditions and realize its vision. A phased implementation approach is intended to serve as a guide and not as a dictated approach to implementing the plan. The general rules for each phase are as follows:

Early Success Projects and Initiatives

One- to two-year projects that help the general public see the results of their input while the memories of the public meetings are fresh in their minds. In addition, they help all stakeholders see first-hand the benefits of planning, and will look forward to – and support – future projects in the corridor area.

Short-Term Projects and Initiatives

One- to ten-year projects are relatively easy to achieve and accomplish and make the most noticeable changes for the least amount of time and cost – such as the installation of streetscaping.

Long-Term Projects and Initiatives

Ten- to twenty-year projects that are more difficult to achieve and require numerous partnerships, such as the Harlem Avenue grade separation project at the junction of the Harlem Avenue and the Metra/BNSF Railway corridors.

Organizing the Components of the TOD Plan

The Berwyn TOD Study has multiple intriguing concepts that will create a unique atmosphere for the Metra/BNSF Railroad Corridor and for the City of Berwyn. The breadth of the Corridor requires the Preferred Plan to be organized in a variety of components, which are:

- The Promenade
- The Plaza Streets
- The Town Green
- The Mixed-Use Parking Structures
- The Green Gateway at the Harlem Avenue Station
- The Residential District and Landscape Buffers at the LaVergne Station
- The Ogden Avenue Gateway
- The Commuter Parking
- The Station Area Improvements

Berwyn Transit-Oriented Development Study

Projects

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II. Projects

The Berwyn TOD Study has resulted in a visionary approach to reinvestment along the entire Metra/BNSF Railway Corridor. Public participation events with feedback opportunities such as the Visual Preference Survey (VPS), the design charette, the Town Hall Survey, and the Goals and Objectives Survey – along with the input by the Steering Committee – have resulted in the ideas that will be supported by members of the community. General concepts identified by the public that need to be considered during the phased implementation process include:

- Construct a Promenade with a "leafy canopy" along Stanley and Windsor Avenues.
- Give consideration to all three Metra Stations; however, focus most of the corridor's new reinvestment in the Depot District.
- Focus new retail development in the area of the "plaza streets" (Stanley and Windsor Avenues, between Grove and Oak Park Avenues).
- Focus future MacNeal Hospital expansions along Oak Park Avenue.
- Preserve and enhance the Berwyn Depot and the Berwyn State Bank buildings.
- Create a "Main Street" ambiance along the Oak Park Avenue Corridor.
- Connect existing parks to the transit corridor with bicycle lanes and street trees.
- Distribute new residential development along the Promenade.

Berwyn Transit-Oriented Development Study

Promenade

6-9

Promenade-Wide Projects and Initiatives

Initiative: Create a Brand and Marketing Campaign

The Berwyn Promenade will become a recognizable destination for residents and consumers alike due to the uniquely beautiful character and lively attractions. The City of Berwyn should complete a detailed branding and marketing campaign that results in special logos, advertisements, and promotional materials.

Initiative: Annual Promotions

Every year the Promenade will take on a special flare that perhaps changes seasonally or certainly annually. For example, new planters will display seasonal plantings with colorful flowers and winter evergreen. Banners will advertise community events or special announcements, while art promotions will decorate the corridor. The best example of this was the City of Chicago's parade of cows or Tinley Park's sidewalk nursery rhyme benches.

Promenade

The Promenade will have two miles of track-side tree-lined streets along both Stanley and Windsor Avenues. The sidewalk widths will be maximized wherever possible to accommodate sidewalk cafes and lots of walking. In general, the street tree spacing will be 60 feet apart and each block segment will have 25 parking stalls.

Signage and Wayfinding

Signage is a very important element in guiding the first-time visitor to the Promenade area. Gateway entrance signs, pedestrian directory and directional signage throughout the corridor (especially at the Metra stations and Pace Bus stops), easy-to-read driver-based signs (parking locations, parking regulations, etc.), and business signs, all contribute to the ambiance of the corridor. Materials, design, illumination, and landscaping are all factors that contribute to the warmth of the welcome into the City, and all of these elements should relate to one another to unify the signage theme along the Promenade.

Park Connectors

Bicycle and pedestrian amenities such as landscaping, signage, and bicycle lanes, should be provided and/or enhanced along the Home Avenue, East Avenue, and 30th Street corridors, to create a park-like setting along the journey to the park destinations such as Proska Park.

Bicycle Facilities

This project demonstrates the City of Berwyn's commitment to non-motorized vehicle transportation. New bicycle facilities will include bike racks, bike route signage and general promotions of biking in the City of Berwyn. The Depot area will be the location for Berwyn's first bicycle station which will include lockers and indoor parking for many bikes, showers and lockers, bicycle rental and repair, and a café in or adjacent to the Town Green.

Residential Development along the Promenade

A variety of residential development product is encouraged along the entire Promenade, such as rental apartments, condominiums, townhouses, and units within mixed-use buildings. Maximizing the height along Stanley and Windsor Avenues will provide a sense of enclosure along this wide corridor, and contribute to the enclosure of the tree canopy ambiance, making the Promenade more human-scaled.

Berwyn Transit-Oriented Development Study

Promenade

6-10

Commuter Parking

The rearrangement of commuter parking will result in a "no net loss" to ensure adequate parking for the three stations. Most grant dollars, including Metra's, will not finance the costs associated with the displacement of existing commuter parking stalls; therefore, the City of Berwyn and/or private resources will be needed to finance the construction of the Promenade and the proposed 40-stall commuter lot at the southeast corner of Maple and Windsor Avenues. In addition, Metra and BNSF Railway must approve the Promenade plans prior to construction. Commuter parking fees must remain comparable and competitive to other commuter parking fees within the Metra system. Commuter ADA parking must be located as close to each station as possible and near easily navigable pathways to the train platforms.

Station Area Improvements

Improvements to the station areas such as renovating the Berwyn Station, landscaping, gateway markers, etc., must be approved by Metra, BNSF Railway, and/or Canadian National Railway. Issues such as safety, line-of-sight, track clearance, clear markings of at-grade crossings, and keeping pedestrians out of the dynamic envelope of train operations would be considered as part of the approval process.

Any improvements must be a minimum of 25 feet from the centerline of the nearest track. In addition, BNSF maintenance crews need clearance to remove and replace railroad ties, stock materials, and position equipment. Beyond the 25-foot distance, behind the edge of the platform, the allowable height of plantings varies (i.e. only plantings less than 18 inches in height are allowed within 500 feet of an at-grade crossing, unless an existing structure already blocks visibility).

In general, landscaping within the vicinity of Metra stations, platforms, and parking lots are subject to "Metra's Technical Services Station and Parking Design Guidelines" (www.metra.com/techservices) and the BNSF Railway standards regarding sight lines, clearances of tracks and crossings, and plantings.

Any station area improvements such as those listed above must be funded by the City or private entities.

Berwyn Transit-Oriented Development Study

Station Area Phasing – Harlem Short-Term

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Harlem Avenue Station Area Short-Term Projects and Initiatives

Initiative: Village of Riverside Partnership

Harlem Avenue is a unique street in that it is shared by both the Village of Riverside and the City of Berwyn. The opportunity exists to build on the past shared successes of the two communities by entering into an intergovernmental agreement to work jointly on a master plan to address the future Harlem Avenue Grade Separation and other projects/initiatives that are mutually beneficial.

Gateway Markers and Wayfinding

The Harlem Avenue gateway signage should be consistent with the signage details along the Promenade. Other features in addition to the signage should include garden walls, trees, landscaping with year-round color and interest, artwork, and sculptural furnishings for passive recreation.

Streetscape and Intersection Improvements – Harlem Avenue

Due to the potential grade separation project, the Harlem Avenue streetscape in the short term should have a high-quality, permanent appearance, yet be of cost-effective materials with a "less-is-more" approach. In addition, consider selecting items that can be removed or relocated for the construction project and reinstalled after the project is complete, including the proposed kiss-n-ride west of the station

Windsor Avenue Realignment and Landscape

To increase the safety and soften the extensive amounts of hard surfaces in the Harlem Avenue Station area, Windsor Avenue should be reoriented to sweep around the existing station and extensive landscaping should be installed along in this new greenspace that includes a kiss-n-ride area.

Platform Replacement

Metra plans to replace the platforms at the Harlem Avenue Station, which will make this station ADA accessible (resulting in the need for six new commuter ADA stalls and associated access areas). This project is funded and is expected to be implemented in 2008-09.

New Commuter Off-Street Parking Lot

The displaced parking stalls in the station area will be reallocated to a 40-stall commuter lot at the southeast corner of Maple and Windsor Avenues. In addition, some stalls could be allocated for Gateway Park users if deemed necessary. The landscape buffer will include evergreen shrubs, deciduous trees, perennials, and low garden walls.

Berwyn Transit-Oriented Development Study

Station Area Phasing – Harlem Long-Term

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Harlem Avenue Station Area Long-Term Projects and Initiatives

Initiative: Partnership with BNSF Railway and IDOT to Coordinate Grade Separation

In partnership with the Village of Riverside, the City of Berwyn will aggressively coordinate with IDOT/BNSF in order to champion the grade separation project to an outcome that is mutually-beneficial to the transportation agencies and the municipalities.

Initiative: Coordinate Right-of-Way Impacts with Existing Businesses and Redevelopment Sites

If the grade separation project requires the expansion of right of way, the City of Berwyn will initiate an aggressive program to work with all of the existing property-owners and merchants to successfully transition through this infrastructure project. This could include the relocation of select businesses to new and improved locations along the Promenade. The opportunity exists to create new medium density redevelopment along the new Harlem Avenue neighborhood road network.

The Green Gateway at the Harlem Avenue Station

The Green Gateway will be a unique and tranquil feature that will be in stark contrast to the existing paved expanse that currently exists at the intersection of Harlem Avenue and the Metra/BNSF Railroad tracks. It will welcome residents from the park-like community of Riverside and other communities. Many of the Green Gateway improvements – and nearby commercial and mixed-use developments – will occur after the completion of the Harlem/BNSF grade separation project. Parking distribution will be adjusted, converting some on-street parking to off-street parking.

Gateway Parks

The Gateway Parks will be a result of the Harlem Avenue grade separation project. Displaced business and residential tenants will be relocated nearby – preferably elsewhere along the Promenade. These parks will introduce a green "welcome mat" into the community, softening the extensive pavement and other hardscape features found in the Harlem Avenue Station area. The parks will primarily feature passive recreation amenities such as park benches with a few minor active recreation amenities; such as a small play area for children. The land for these parks will be initially acquired for the Harlem Avenue grade separation project.

Berwyn Transit-Oriented Development Study

Station Area Phasing – Berwyn Short-Term

6-13

Berwyn Station Area Short-Term Projects and Initiatives

Plaza Streets

The Plaza Streets are located on Stanley and Windsor Avenues, between Grove and Oak Park Avenues. The pavement patterns and colors will be pedestrian-, bicycle-, and automobile-friendly. Most weekdays, these streets will be open to vehicular traffic, including parking and a kiss-n-ride drop-off area. Some evenings and weekends, these streets will be closed to vehicular traffic to accommodate special events, activities, and markets. Included in this project will be the realignment of parking stalls from angled to parallel to maximize sidewalk widths.

Station Area Improvements

Since this Depot is in the heart of the corridor, it should accommodate community events in addition to rail-related services. Depot improvements could include moveable furnishings, general maintenance, and historic preservation-related activities, funded by the City or from private donations.

Grove Avenue Parking Garage

The construction of the City-planned and -funded mixed-use Grove Avenue Parking Garage will provide first-floor retail tenant space with structured parking on the floors above. The construction documents are nearing completion. The City anticipates issuing a "notice to proceed" for the parking garage construction in December 2008. The structured parking will accommodate 378 stalls for commuters, (including 300 commuter stalls, of which 139 stalls will accommodate displaced commuter stalls, and 161 stalls will accommodate future commuter parking needs), employees, and shoppers in the Depot District. This parking garage will accommodate the conversion of 80 parking stalls in the BNSF right-of-way from commuter use to general public parking use, plus 59 stalls within the BNSF right-of-way that already have been reassigned for non-commuter parking use.

MacNeal Hospital Courtyard

Officials at MacNeal Hospital are receptive to the idea of opening the existing courtyard on Oak Park Avenue to the general public; however, measures need to be taken to ensure the courtyard is utilized for passive recreation and is not abused by its users. A public-private partnership between the Hospital and the City should be established, and an agreement outlining and defining the conditions of the public's use of private property should be documented.

Berwyn Transit-Oriented Development Study

Station Area Phasing – Berwyn Long-Term

6-14

Berwyn Station Area Long-Term Projects and Initiatives

Initiative: Formalize a Public-Private Partnership between the City and MacNeal

MacNeal Hospital and the City of Berwyn have a longstanding history of working together. As Berwyn's largest employer, MacNeal Hospital is committed to the growth of its institution and the prosperity of the City. The City is committed to MacNeal Hospital and its position in the heart of the Depot District. A public-private partnership will include routine sessions to explore and implement common initiatives that spur economic development and the growth of the Depot District commercial, entertainment and downtown living elements.

Initiative: Create a Brand and Promote Restaurant Row

The Depot District and Oak Park Avenue between the Promenade and 32nd Street will be marketed as "Restaurant Row" taking advantage of the higher traffic counts and the proximity to the upcoming Depot attractions. The sidewalks will host numerous outdoor cafes and the roadway will have elevated crisscross lighting creating a festive yet tasteful atmosphere. Consumers will arrive from miles away to enjoy the experience.

Streetscape and Intersection Improvements – Oak Park Avenue – North

The streetscape along this corridor segment should incorporate the traditional district details identified in Chapter 5 of the design guidelines.

Streetscape and Intersection Improvements – Oak Park Avenue – South

The streetscape along this corridor segment should incorporate the modern medical district details identified in Chapter 5 of the design guidelines.

Streetscape and Intersection Improvements – 33rd Street

A new two-way 33rd Street to the south of Windsor Avenue will be constructed, connecting Grove and Oak Park Avenues, and provide an additional 30 angled parking stalls in the Depot District area.

Streetscape and Intersection Improvements – Grove Avenue

Grove Avenue will carry more traffic once the municipal surface parking lot is converted into the Grove Avenue Parking Garage. Consideration should be given to minimizing the negative impacts of additional traffic.

Streetscape and Intersection Improvements – Ogden Avenue

The Ogden Avenue intersection with Oak Park Avenue will be redesigned to give passing motorists obvious clues that the Downtown is just north on Oak Park Avenue. Features may include an eastbound left turn lane, new signage, and larger urban design features at the intersection.

Town Green Land Acquisition and Development

The Town Green is a two-plus-acre community gathering area that will serve as a backdrop to the historic Berwyn Station and Berwyn State Bank building, while accommodating such activities as concerts, special events, and picnics. A new 33rd Street to the south of Windsor Avenue will be constructed, connecting Grove and Oak Park Avenues, and will provide an additional thirty public parking spaces to the Depot district area.

Berwyn Transit-Oriented Development Study

Station Area Phasing – Berwyn Long-Term

6-15

Oak Park Parking Garage

The mixed-use Oak Park Parking Garage will provide first-floor retail and restaurant tenant spaces with structured parking behind the storefront tenant spaces and on the floors above. The structured parking will accommodate hundreds of stalls for commuters, employees, and shoppers in the Depot District.

Citizen's Bank Grove Avenue Redevelopment

Citizen's Bank is a longstanding invested stakeholder in Berwyn and should be engaged in the Depot District redevelopment. The goal should be to assure that the Bank is successful and positioned in a strategic location. The Grove Street surface parking lot should be redeveloped into a robust mixed-use or medical campus use. The current bank site should be redeveloped long-term once a new Depot District site is identified that is contemporary and provides for new bank, parking and drive-through. Consider the benefit of shared parking options.

MacNeal Retail Corner

The southeast corner of Oak Park and Windsor Avenues is a prime location for retail; however, it is currently occupied by hospital administration functions. This corner should be converted to retail with primary access to the tenant spaces from Oak Park and Windsor Avenues.

Berwyn Transit-Oriented Development Study

Station Area Phasing – LaVergne Short-Term

6-16

LaVergne Station Area Short-Term Projects and Initiatives

Initiative: Coordinate Right-of-Way Impacts with Existing Businesses

In order to create the station area's landscape buffers, the City of Berwyn will initiate an aggressive program to work with the select existing property owners to successfully transition through this infrastructure project. The opportunity exists to create new medium-density redevelopment along the new Ridgeland Avenue neighborhood road network.

Platform Replacement and New Shelters

Metra plans to replace the platforms at the LaVergne Station, which will make this station ADA accessible (resulting in the need for six new commuter ADA stalls and associated access areas). This project is funded and is expected to be implemented in 2008-09.

Landscape Buffer Project #1

The first landscape buffer project in the LaVergne Station area is to maximize the screening of the substation in the block bounded by 31st Street to the north, Stanley Avenue to the south, Gunderson Avenue to the west, and Ridgeland Avenue to the east. Best management practices for types of appropriate plants and spacing should be incorporated into a detailed screening plan prior to planting. Utilize plants with year-round color where possible.

Landscape Buffer Project #2

The second landscape buffer project in the LaVergne Station area is the screening of the rail corridor edges – especially along the east side of Ridgeland Avenue between the Metra/BNSF Railroad and the Canadian National Railway. Deciduous trees should be planted along the street with more evergreen varieties deeper into the triangular lot.

Windsor Avenue Realignment and Landscape

To increase the safety and soften the extensive amounts of hard surfaces in the LaVergne Station area, Windsor Avenue should be reoriented to sweep around the existing station and extensive landscaping should be installed along in this new greenspace that includes a kiss-n-ride area, resulting in no net loss of commuter stalls in the station area.

Berwyn Transit-Oriented Development Study

Station Area Phasing – LaVergne Long-Term

6-17

LaVergne Station Area Long-Term Projects and Initiatives

Senior Living Development

Although this potential project is located just east of Berwyn's border on Lombard Avenue, south of the tracks, it is an opportunity for seniors to "age in place" where they could be a ¼-mile away from the LaVergne Station and be one block away from an assisted living facility. An intergovernmental agreement between Berwyn and Cicero should be established as a part of this project.

Berwyn Transit-Oriented Development Study

III. Uses of Funds

Identifying funding sources for the Berwyn TOD development activities outlined above will be critical to realizing the vision, particularly during the short-term projects and initiatives implementation phase. The establishment of organized and proactive partnership options and financial commitment levels, signal to the development community that the City of Berwyn is serious about development in the Berwyn TOD area.

The following proforma depicts the development program as called for in the preferred plan and the residential and commercial market analyses. The factors in 2008 dollars are as follows:

Acquisition	\$35	per square foot of land
Demolition	\$250,000	per acre of land
Hard Construction Costs	\$130	per square foot of building area
Soft Construction Costs	20%	of hard construction costs
Mid Rise Condo Sales	\$220	per square foot of building area
Garden Condo Sales	\$160	per square foot of building area
Courtyard Townhome Sales	\$160	per square foot of building area
Mixed Use Rental Sales	\$150	per square foot of building area
Retail Sales	\$250	per square foot of building area
Senior Rental Sales	\$150	per square foot of building area
Parking Garage Costs	\$25,000	per stall

While each input could be debated as to its accuracy, the negative numbers (in parentheses) in the "Gap" column illustrate that there is a significant financial gap in the master development. Reducing this gap to zero would allow the developer to break even, and establishing a positive number allows the developer to make a profit. As of the writing of this report, six to ten percent (6-10%) return on investment is desirable. Section IV: "Sources of Funds" begins to address method for filling-in this gap.

Transit District

Uses of Funds

Public/Private Redevelopment Projects

Boswyn TOD - Implementation Month
Boswyn, Illinois
October 22, 2008

Project Type	Description	Status	Land (acres)	Building (square feet)	Land Assemblage (B)		Estimated Construction or Installation Costs (B)		Total Development Costs (B)	Sources of Financing (B)		Lead
					acquisition	decommission and clearance	hard	soft		Sales	Gap	
Residential	Condo: Mid-Rise Condominiums A and B	not started	3.0	76,500	\$4,573,600	\$190,000	\$5,946,000	\$1,989,000	\$17,257,800	\$18,600,000	(\$427,800)	Private
	Condo: Garden Condominiums	not started	2.2	48,000	\$2,284,120	\$250,000	\$2,534,120	\$1,267,120	\$11,567,120	\$7,600,000	(\$3,127,120)	Private
	Condo: Courtyard Townhomes A and B	not started	5.0	107,700	\$3,181,500	\$1,250,000	\$4,431,500	\$2,215,500	\$25,652,000	\$17,240,000	(\$8,412,000)	Private
	Condo: Mixed-Use Rowhous	not started	5.2	23,700	\$3,151,500	\$625,000	\$3,776,500	\$1,463,000	\$13,984,500	\$8,325,000	(\$4,759,500)	Private
	Condo: Apartment Rowhous	not started	5.2	66,000	\$5,336,100	\$875,000	\$6,211,100	\$1,716,000	\$18,507,100	\$9,900,000	(\$8,607,100)	Private
Total	LaVoyne Senior Residential along Border with Cozmo	not started	4.0	75,000	\$6,056,400	\$1,000,000	\$7,056,400	\$1,950,000	\$18,798,400	\$11,250,000	(\$7,548,400)	Private
			28.2	428,700	\$34,766,920	\$5,656,000	\$40,422,920	\$11,447,500	\$182,791,500	\$71,225,000	(\$111,566,500)	
Mixed-Use	Deport District: Boswyn State Bank Renovation (1)	not started	0.0	38,500	\$0	\$0	\$5,005,000	\$1,001,000	\$6,006,000	\$5,775,000	(\$231,000)	Private
	Deport District: Citizen's Bank Redevelopment on Grove Avenue (2)	not started	0.5	117,612	\$1,372,140	\$225,000	\$1,597,140	\$3,071,912	\$19,944,612	\$17,641,800	(\$2,302,812)	Private
Total			0.5	156,112	\$1,372,140	\$225,000	\$1,597,140	\$4,068,912	\$25,889,612	\$23,416,800	(\$2,333,812)	
Retail	Deport District: Michael's Hospital Retail Corner (3)	not started	0.0	13,900	\$0	\$0	\$1,765,000	\$351,000	\$2,116,000	\$3,075,000	(\$1,259,000)	Private
	Deport District: Grove Avenue Parking Garage Retail	not started	0.0	14,000	\$0	\$0	\$1,820,000	\$384,000	\$2,184,000	\$3,900,000	(\$1,516,000)	Private
	Deport District: Oak Park Avenue Parking Garage Retail	not started	0.0	25,000	\$0	\$0	\$3,250,000	\$650,000	\$3,900,000	\$6,250,000	(\$2,350,000)	Private
Total			0.0	52,900	\$0	\$0	\$6,835,000	\$1,385,000	\$8,190,000	\$13,125,000	(\$4,335,000)	
Parking	Deport District: Grove Avenue Parking Garage with First Floor Retail (4)	pending (7)	0.9	392	\$1,372,140	\$225,000	\$1,597,140	\$1,950,000	\$19,357,140	\$19,357,140	\$0	BCC, City
	Deport District: Oak Park Parking Garage with First Floor Retail (5)	not started	1.4	765	\$2,134,440	\$350,000	\$2,484,440	\$3,625,000	\$25,454,440	\$0	(\$25,454,440)	BCC, City, Private
Total			2.3	1,157	\$3,506,580	\$575,000	\$4,081,580	\$5,575,000	\$38,791,580	\$13,357,140	(\$25,434,440)	
Public Infrastructure	Public Infrastructure Costs (6)	pending	0.0	0	\$0	\$0	\$10,000,000	\$3,040,000	\$13,040,000	\$0	(\$13,040,000)	BCC, City, CREATE (8)
	Total		0.0	0	\$0	\$0	\$10,000,000	\$3,040,000	\$13,040,000	\$0	(\$13,040,000)	
Total Project Area			23.4	638,919	\$35,675,640	\$5,850,000	\$41,525,640	\$25,396,412	\$188,704,112	\$121,123,940	(\$67,580,172)	

(1) Assumes 3.0 acres of 11,000 square feet each and 3.0 acres of 5,500 square feet each.
 (2) Assumes 3.0 acres of 48,000 square feet each with the building footprint equaling 100% of the lot area.
 (3) Assumes 1.0 acre of 10,000 square feet of first floor retail per the City of Boswyn, the Boswyn Development Corporation, and Walker Parking.
 (4) Assumes 14,000 square feet of first floor retail per the City of Boswyn, the Boswyn Development Corporation, and Walker Parking.
 (5) Assumes 15,000 square feet (Phase I) and 10,000 square feet (Phase II) of first floor retail.
 (6) See page 2 for breakdown.
 (7) The Grove Avenue Parking Garage is funded by the City of Boswyn. The City anticipates issuing a "notice to proceed" for the parking garage construction in December 2008.
 (8) 2008 dollars.
 (9) Chicago Region Environmental and Transportation Efficiency Program (CREATE).

Category	Amount
Acquisition	\$250,000 per acre of land
Demolition	\$130 per square foot of building area
Hard Construction Costs	20% of hard construction costs
Soft Construction Costs	\$200 per square foot of building area
Mid Rise Condo Sales	\$150 per square foot of building area
Garden Condo Sales	\$150 per square foot of building area
Courtyard Townhome Sales	\$150 per square foot of building area
Mixed Use Rental Sales	\$250 per square foot of building area
Rental Sales	\$250 per square foot of building area
Senior Rental Sales	\$250 per square foot of building area
Parking Garage Costs	\$25,000 per stall

Transit District

Uses of Funds

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Public Right-of-Way Projects and Public Partnerships

Brewyn TOD - Implementation Matrix
Brewyn, Illinois
October 22, 2008

Phase	Description	Status	Estimated Soft Costs (f)	Estimated Construction Hard Costs (f)	Total Development Credits (f)	Lead Agency		
Phase 1	1-5 years Initiatives: Develop a Marketing Campaign Create Annual Promotions Village of Riverside Partnership Town of Cicero Partnership BNSF and IDOT Partnership Engineering and Planning: The Promenade Master Plan (Combid) Engineering and Planning: Gateway Master Plan (Haleem Avenue) Engineering and Planning: Plaza Street Master Plan (Depot District) Engineering and Planning: Landscape Buffer Master Plan (Lafayette) Consider: The Promenade Construction (28 Blocks at 165k per Block) Consider: Signage and Wayfinding Consider: Bicycle Facilities Haleem Avenue: New Platforms (Meets Previously Budgeted) Haleem Avenue: Kiss-n-Ride and Streetscape (South only) Haleem Avenue: Off-Street Commuter Parking Depot District: Kiss-n-Ride and Plaza Streets (North and South) Lafayette: New Platforms and Shelters (Meets Previously Budgeted) Lafayette: Kiss-n-Ride and Streetscape (South Only) Lafayette: Landscape Buffer Project #1 (Substation) Total Phase 1	not started	\$ 500,000	\$ -	\$ 500,000	City, BDC		
		not started	\$ 100,000	\$ -	\$ 100,000	City, BDC		
		not started	\$ 75,000	\$ -	\$ 75,000	City, BDC		
		not started	\$ 75,000	\$ -	\$ 75,000	City, BDC		
		not started	\$ 50,000	\$ -	\$ 50,000	City, BDC		
		not started	\$ 420,000	\$ 4,200,000	\$ 4,620,000	City, BDC		
		not started	\$ 130,000	\$ 800,000	\$ 930,000	City, BDC		
		not started	\$ 5,000	\$ 50,000	\$ 55,000	City, BDC		
		pending	\$ -	\$ -	\$ -	City, BDC, Metra		
		not started	\$ 20,000	\$ 200,000	\$ 220,000	City, BDC		
		not started	\$ 20,000	\$ 400,000	\$ 420,000	City, BDC		
		not started	\$ 50,000	\$ 500,000	\$ 550,000	City, BDC		
		pending	\$ -	\$ -	\$ -	City, BDC, Metra		
		not started	\$ 20,000	\$ 200,000	\$ 220,000	City, BDC		
		not started	\$ 5,000	\$ 50,000	\$ 55,000	City, BDC		
	Total Phase 1		\$ 1,470,000	\$ 6,400,000	\$ 7,870,000			
Phase 2	6-10 years Initiatives: Formalize a Public-Private Partnership between the City and MacNeal Hospital Create a Brand for the Depot District and Promote "Restaurant Row" Consider: Park Connectors Haleem Avenue: Streetscape and Intersection Improvements Haleem Avenue: Windsor Avenue Realignment and Landscaping Depot District: Grove Avenue Streetscape and Intersection Improvements Depot District: Town Green and 33rd Street Land Acquisition Depot District: MacNeal Hospital Courtyard Improvements Lafayette: Landscape Buffer Project #2 (East of Ridgeband) Total Phase 2	not started	\$ 150,000	\$ -	\$ 150,000	City, BDC		
		not started	\$ -	\$ 50,000	\$ 50,000	City, BDC		
		not started	\$ 50,000	\$ 500,000	\$ 550,000	City, BDC		
		not started	\$ 30,000	\$ 300,000	\$ 330,000	City, BDC		
		not started	\$ 20,000	\$ 200,000	\$ 220,000	City, BDC		
		not started	\$ 1,000,000	\$ -	\$ 1,000,000	City, BDC		
		not started	\$ 10,000	\$ 100,000	\$ 110,000	City, BDC		
		not started	\$ 5,000	\$ 50,000	\$ 55,000	City, BDC		
			Total Phase 2		\$ 1,855,000	\$ 1,200,000	\$ 2,465,000	

(f) 2008 dollars.

Transit District

Uses of Funds

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Public Right-of-Way Projects and Public Partnerships

Berwyn TOD - Implementation Matrix
Berwyn, Illinois
October 22, 2008

Phase	Description	Status	Estimated Soft Costs (1)	Estimated Construction Hard Costs (1)	Total Development Costs (1)	Lead Agency
Phase 3	11-15 miles Initiative: Coordinate Harlem Avenue Right-of-Way Impacts with Existing Property and Business Owners Harlem Avenue: Grade Separation Preparation (Funded Through CREATE) Depot District: Streetscape and Intersection Improvements - Oak Park Avenue - North Depot District: Streetscape and Intersection Improvements - Oak Park Avenue - South Depot District: Town Green Design and Development Depot District: 33rd Street Design and Construction Total Phase 3	not started	\$ 50,000 \$	- \$	50,000	City, BDC, CREATE (2)
		not started	- \$	- \$	-	City, BDC, CREATE (2)
		not started	\$ 35,000 \$	350,000 \$	385,000	City, BDC
		not started	\$ 20,000 \$	350,000 \$	370,000	City, BDC
		not started	\$ 150,000 \$	1,350,000 \$	1,500,000	City, BDC
		not started	\$ 15,000 \$	150,000 \$	165,000	City, BDC
			\$ 285,000 \$	2,200,000 \$	2,485,000	
Phase 4	16-20 miles Harlem Avenue: Grade Separation Construction (Funded Through CREATE) Harlem Avenue: Green Gateway Parks Total Phase 4	not started	- \$	- \$	-	City, BDC, CREATE (2)
		not started	\$ 20,000 \$	200,000 \$	220,000	City, BDC
			\$ 20,000 \$	200,000 \$	220,000	
Total Project Area			\$ 3,040,000 \$	10,000,000 \$	13,040,000	

(1) 2008 dollars.
(2) Chicago Region Environmental and Transportation Efficiency Program (CREATE).

IV. Sources of Funds

Providing or Coordinating Gap Financing

Organized and proactive identification of public-private partnership options and levels of financial commitment will signal to the development-community that the City of Berwyn is serious about development of the Preferred Plan. Large-scale redevelopment projects, such as Berwyn's TOD, often require a combination of funding tools from various levels of government to help with "gap financing" (public funding that closes a "gap") between private developer debt and equity, and the costs related to constructing a project.

Construction of the Harlem Avenue Station Area, Berwyn Station ("Depot District") Area, and LaVergne Station Area developments (each of which involve shared parking arrangements) will likely involve multi-party financing, including the City and private developers.

Due to the complexity and diversity of issues typically involved in redevelopment projects, such as environmental, transportation, infrastructure, land acquisition/assembly, building demolition/rehabilitation, and business recruitment issues, a municipality needs a number of resources to tap into to help address the varying aspects of a redevelopment project. Locally-controlled economic development tools cannot be stressed enough. In other municipalities across the country, it has been found that the local funding tools have proved to be a critical component in the redevelopment process. Local funding tools such as TIFs, Special Service Areas (SSAs), property tax abatements, and land acquisition/write-downs, empower municipalities to guide redevelopment and provide timely assistance, which is critical to making today's development projects a reality.

Recognizing that many of the infrastructure, parking, and transit improvements will not be realized without the support of Berwyn's residential and business community, it will be important for the City to build upon the public participation efforts established during the Berwyn TOD Study planning process. Public involvement programs will help communicate how the proposed improvements will be critical in maintaining and enhancing the character and vitality of Berwyn's railroad corridor, and will be an opportunity for gaining the support of residents and business owners. Only through a combination of public- and private-sector funding can the multi-phased development approach proposed for Berwyn's TOD Study area be achieved.

Development Tools

Development incentives will play a critical role in helping the City of Berwyn create healthy and vibrant station areas – especially in the Depot District. Financing tools are necessary to encourage private investment within the TOD and to make the redevelopment plan set forth in this report a reality.

Local, State and Federal tools are available to assist the City of Berwyn in implementing the plan over the multiple phases of development. The City may elect to obtain commitment from these funding sources soon after the adoption of the Berwyn TOD Study.

Transit District

Sources of Funds

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- Economic Development Tools – Incentive and loan programs to provide direct support for development projects or specific businesses.
- Technical Assistance Tools – Grant programs to cover costs of planning, economic analysis, and development advisory services.
- Transportation Tools – Funding for road, bridge, rail, mass transportation, and other infrastructure programs.
- Parks and Trails Tools – Programs designed for open space and recreational improvements.
- Brownfield Tools – Programs designed for environmental remediation and brownfield redevelopment.

The City of Berwyn is very experienced in the use of TIF as there are several districts in the community. Continued use and growth of this financing tool is recommended because it serves a number of critical purposes related to implementation of the Berwyn TOD Study:

- It signals to the development community that the City of Berwyn is dedicated to developing the Berwyn TOD Study area.
- It provides a source of funding to conduct basic activities such as writing and adopting public policies, establishing guidelines for the TIF district, and marketing redevelopment sites.
- It provides a source of funding for general public infrastructure activities such as the construction of parking spaces and parkland, the installation of the Promenade streetscaping, and a stormwater management system.
- It provides a source of funding for project-specific development activities such as property assembly and site preparation.

TIFs work by capturing all new property tax revenues within a specific area and reinvesting them in that area for a period of 23 years. When a TIF is established, the value of all the property in the TIF is examined to determine the Base Equalized Assessed Value (Base EAV). The property taxes generated annually by the frozen Base EAV are distributed to all taxing districts on a prorated basis. The property taxes generated by growth in EAV above the Base EAV are distributed to the municipality's TIF fund. The growth in EAV occurs as a result of private investment in new development, rehabilitation of existing development, as well as growth in property values through reassessment.

Transit District

Sources of Funds

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Matching Tools to Specific Projects

The following sections are examples of matching potential funding sources with the various types of projects proposed for the Berwyn TOD.

Mixed-Use Redevelopment Sites

There are several major mixed-use projects proposed in the Berwyn's TOD. Each of these redevelopments is likely to include a mix of uses, including commercial/retail space, residential units and parking. The City is likely to partner with private developers to implement these developments. The most likely funding tools that the City should consider to provide incentives for the desired development program for these parcels include the following:

- Building and Land Acquisition and Write-down
- Tax Increment Financing (TIF)
- Reduction in Real Estate Taxes

In many TODs, the public sector helps to subsidize structured parking or other public improvements to make the project economically-feasible.

Parking

Several expanded parking areas will provide parking for the commuter stations and other TOD activities, as identified in the "Berwyn TOD Public Parking – Summary of Changes" on Page 4-7. In addition, the Promenade will reconfigure the parking along the Metra/BNSF Railway to create an aesthetically-pleasing parking area that creates a grand boulevard-like ambiance and provides shade to parked cars and pedestrians. A 40-stall commuter parking lot will be needed to replace commuter parking stalls displaced by the Promenade streetscaping in the BNSF right-of-way. The City will need approval from the BNSF and Metra on any proposed designs for the Promenade.

The primary parking initiative, however, is the Grove Avenue Parking Garage that will be built where an existing surface parking lot is located. Plans are being finalized for a mixed-use structure with first floor retail tenant space, and commuter (300 stalls¹) and general public parking (78 stalls) on the floors above. The key benefit of this development project is that 80 existing commuter parking stalls from the Metra/BNSF Railway corridor will be relocated to this building, and the stalls² in the corridor will be made available for use by the general public.

Metra does not provide funding for the relocation of existing commuter parking stalls. As for new parking stalls, Metra has historically provided funding equal to the cost of surface parking spaces when funding has been available. There will be no net loss in commuter parking throughout each step of the redevelopment process.

¹ Of which 139 stalls are replacement commuter parking stalls and 161 stalls are new commuter parking stalls.

² Fifty-nine (59) commuter parking stalls have been reassigned to non-commuter parking use.

Implementation

Transit District

Sources of Funds

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Potential funding sources for this parking could include:

- Tax Increment Financing (TIF)
- Special Service Areas (SSAs) / Business Improvement Districts (BIDs)
- City capital improvements / infrastructure allocations

Street Extensions

State transportation programs, in particular those that target economic development-related infrastructure improvements, could be used to fund street extensions. If desired, the Transportation Improvement Program (TIP) database can be referenced to view all the transportation projects in the region that are currently funded or are expected to receive funding. Detailed rail funding programs include the following:

- Affordable Financing of Public Infrastructure Program (AFPI)
- Business Development Public Infrastructure (BDPI)
- Tax Increment Financing (TIF)

Streetscaping

Funding sources for streetscape improvements include the Economic Development Tools and potentially the Parks and Trails Tools, if streetscape improvements are tied to trail systems. The key tools include:

- Tax Increment Financing (TIF)
- Special Service Areas (SSAs) / Business Improvement Districts (BIDs)
- Greenways Program

Grade Crossing Improvements

Rail-related funding programs will be utilized for the grade separation project at Harlem Avenue and for pedestrian and bicycle maintenance and upgrades at existing surface crossings in the corridor. These pedestrian and bike infrastructure upgrades would need to be approved by Metra and the BNSF Railway. If desired, the Transportation Improvement Program (TIP) database can be referenced to view all the transportation projects in the region that are currently funded or are expected to receive funding. Funding programs include:

- Surface Transportation Program (STP) *
- Illinois Commerce Commission Rail Safety Improvement Program
- Illinois Department of Transportation Highways/Grade Crossing Protection

V. Conclusion

When this TOD Plan is implemented, the City of Berwyn will have created an improved market with increased sales and tax revenues. This will be accomplished in part by investing in an improved corridor and the enhancements including urban parkland, amenities, dense urban land-uses, and improved infrastructure. At that point, Berwyn will out-compete Forest Park, Bridgeview and Des Plaines as communities who are competing for the same market-share. Implementation of this Berwyn TOD Plan will only be successful with a "champion" – an entity who wholeheartedly believes in the vision, goals, and objectives of the plan – who will take time each day to promote the plan to elected officials, City staff, BDC staff, and potential investors in the community. This entity will help to forge the necessary partnerships and to articulate the economic and quality of life benefits.

Recommended "Rules of Thumb"

When considering future redevelopment proposals, consider the following "rules of thumb" when determining the appropriateness of the project for a station area project or the Promenade:

- Ensure the commercial (retail, office, service) uses are contiguous. A station area could have "x" square feet of commercial, but if this commercial area is spread out, the businesses might not be successful.
- Strengthen the existing commercial areas by staying within the existing commercial district boundaries.
- Common sense is more important than a formula; however, an acceptable formula is 20-40 square feet of commercial area per person. Assuming 2.0 people per household, it doesn't amount to much.
- There may be more medical office uses than retail uses in a "typical" mixed-use commercial district due to the proximity of MacNeal Hospital to the Depot District.
- When a developer approaches the community with a mixed-use or commercial development proposal, ask questions such as: What your rent aspirations? Do you have an idea who the tenants will be?
- If first floor commercial spaces in parking structures sit vacant for awhile, dress-up the facade with artwork and a ready-to-go retail space behind. Example: The parking structure across the street from the Federal prison in Chicago has ceramic artwork on the facade with a shell for commercial tenant space behind the facade.
- Ensure food establishments surround the park. Have outdoor dining space for the Italian restaurant nearby.
- It's amazing what a little coffee kiosk in a park can do. Example: In a park near 1030 North State Street, the park was home to pigeons and homeless people until someone opened up a kiosk in an existing small historic structure. People meet there, bring their dogs, may or not drink coffee, but it transformed the park. Moveable chairs were also provided (a concept utilized in Paley Park in New York City).
- The Depot District is a remote location from a retail and shopping point of view.
- Assume 15,000 people per grocery store within a quarter-mile to one-third-mile radius of the store. Keep in mind, however, that once someone decides to drive, the shopper could go to a grocery store in a more distant location. Most people are unwilling to walk a mile with groceries in-hand.

Transit District

Conclusion

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Early Success Projects

The following outline of recommendations has been established as early success projects, which could be started immediately:

Recommended Promenade Early Success Project

Create a Promenade Master Plan. This plan will be a blueprint from which the Promenade will be constructed. Elements of the master plan should include the following:

- Existing Conditions ("ALTA") Survey
- Utility Conditions Report
- Tree Island Location Plan and updated Preferred Planting List
- Recommended First Construction Project: Construct islands and plant trees on both sides of the tracks between Maple Avenue and Grove Avenue, and relocate any displaced commuter parking stalls.

Recommended Harlem Avenue Station Area Early Success Project

Create a Harlem Avenue Gateway Master Plan. This plan will be a blueprint from which the gateway features will be installed. Elements of the master plan should include the following:

- Signage and Wayfinding Features
- Future Harlem Avenue Station Platform Replacement in 2008-09
- Recommended First Construction Project: Design and install a gateway sign and associated landscape planting bed.

Recommended Berwyn Station Area Early Success Project

Create a Plaza Street Master Plan. This plan will be a blueprint from which the "Depot District" features will be installed. Elements of the master plan should include the following:

- Potential Special Event Programming Needs
- Materials Palette
- Future Berwyn Station Programming Needs, Including Vendor Space and Facilities for Special Events
- Recommended First Construction Project: Convert angled parking to parallel parking along the south sides of Windsor Avenue, install the new streetscaping between the new parking area and the railroad tracks, and incorporate signage into the Depot District area. In addition, support the City-funded Grove Avenue Parking Garage that will accommodate 300 new commuter parking stalls (139 replacement stalls and 161 new stalls) and 78 public parking stalls.

Implementation

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Conclusion

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Recommended LaVergne Station Area Early Success Project

Create a Landscape Buffer Master Plan. This plan will be a blueprint from which the landscape buffer features will be installed. Elements of the master plan should include the following:

- Landscape and Plant List for the East Side of Ridgeland Avenue and the Substation Area
- Future LaVergne Station Platform and Shelter Replacements in 2008-09
- Recommended First Construction Project: Screening of the substation along the north side of Stanley Avenue.

Appendix A

Data Collection and Analysis

Berwyn Transit-Oriented Development Study

Berwyn Transit-Oriented Development Study

Inventory & Assessment Report

Task 1 Deliverable

Submitted by Town Builder Studios



TRACY CROSS & ASSOCIATES, INC.

REAL ESTATE PLANNING
GROUP

November 11, 2008

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The City of Berwyn

Berwyn is a city of just over 54,000 people in Cook County. It's a Chicagoland community located about 10 miles west of downtown Chicago. It's on average comprised of households of between 2 and 3 persons with an annual household income in keeping with the national average: \$43,833. The average age of a resident is 33. The demographic mix, while mostly white (73.5%), is 38% Hispanic or Latino. Another notable statistic is that over 25% of the population is foreign-born, which is twice the national average. In addition, over 43% of the households speak a language at home other than English. The top employment sectors are health care and social assistance, retail trade, and accommodation and food service.

The Study Area

The study area is centered along the Metra/BNSF Railway Line that travels between downtown Chicago at Union Station and the city of Aurora, a far west suburb. The Metra/BNSF Railway Line is one of 11 Metra lines in the Chicagoland area.

The study area consists of a mile and a quarter-long corridor that spans a half-block depth along the Metra/BNSF Railway Line between Ridgeland and Harlem Avenues and additionally includes a quarter-mile radius area around each of the three stations: the LaVergne, Berwyn, and Harlem Avenue Stations.

The study area is comprised of distinct character differences between the mixed-use land uses immediately adjacent to the railroad right-of-way (ROW) on Stanley and Windsor Avenues, and the lower-density primarily single family residential neighborhood that lies beyond. The mixed-use area has a mix of building types, ages, and heights, without a cohesive feel in the urban fabric.

Neighboring Communities

Berwyn has an opportunity to create substantial relationships with its rail line neighbors, Riverside and Cicero.

The project team will work together to create relationships with these communities, working toward a community forum, to exchange ideas and strengthen the entire rail corridor along the



five Metra stations: Cicero, LaVergne, Berwyn, Harlem Avenue, and Riverside.

Comprehensive Plan and Economic Development Strategy

Adopted in 1993. The City's opportunities are:

- Convenient location
- Quality housing at affordable prices
- Variety of shopping and job opportunities
- Excellent schools and City services
- Cooperative and responsive local government

The City's challenges are:

- An aging population and changing demographic characteristics
- Aging housing stock
- Commercial areas showing signs of decline
- Public facilities and infrastructure are becoming old
- Rapidly changing housing and commercial markets
- Different needs of residents and businesses

Along with key goals and strategies for the various land uses in the city, the Plan identifies six redevelopment sites that potentially could still see improvements, all within the study area, mainly focused near the Berwyn station and north of the LaVergne Station. Included are several sites along Stanley Avenue near Oak Park and Ridgeland Avenues, and Oak Park Avenue north of Stanley Avenue.

Zoning

The most dominant districts in the study area are the A-1 Single Family Residence and C-2 General Commercial districts.

LaVergne Station Area districts:

- A-1 Single Family Residence
- C-1 Limited Commercial
- C-2 General Commercial
- I Industrial
- P Public

Berwyn Station Area districts:

- A-1 Single Family Residence
- B-1 Two Family Residence
- B-2 Multiple Family Residence
- B-3 Apartment



- C-1 Limited Commercial
- C-2 General Commercial

Harlem Avenue Station Area districts:

- A-1 Single Family Residence
- B-2 Multiple Family Residence
- C-2 General Commercial

TIF District

The area roughly centered within the Berwyn Station Area and extending along the railroad ROW has lacked growth and development through private investment. Because of this, the City of Berwyn adopted three ordinances on January 29, 1997 approving a tax increment redevelopment plan and redevelopment project, designating an area as the South Berwyn Corridor Redevelopment Project Area, and adopting tax increment allocation financing for the project area.

Circulation

TRAFFIC

Stanley and Windsor Avenues have the most substantial presence in the study area since they run along the length of the study area on the north and south sides of the railroad ROW, respectively. Harlem Avenue, which runs north-south through the study area to the west of the Harlem Avenue station, has the most substantial traffic volumes, with a 29,000 Average Daily Traffic (ADT) volume.

PARKING

The City has assessed a need for additional parking in the study area, particularly in the Depot District area, which is centered on the Berwyn Station. There is daily daytime parking demand for the train stations and for employees of area businesses. This demand is at times in conflict with the needs of local retail patrons that require short-term parking spaces in close proximity to these businesses, primarily on Stanley, Windsor, and Oak Park Avenues. In addition, a large medical facility, MacNeal Hospital, is located in this area and has a substantial workforce and parking demand.

PEDESTRIAN ACCESS & AMENITIES

Pedestrian access and amenities are considered to be moderate to poor in the station areas. The area known as the Depot



District, roughly centered on the Berwyn Station, has the most successful pedestrian environment.

BICYCLE

No dedicated bicycle lanes or pathways exist in the study area. Bike racks are located at the three stations, and the community has noticed a need for additional racks in other locations.

Public Transit

METRA

The study area is centered along the Metra/BNSF Railway Line, which connects downtown Chicago at Union Station to Aurora. There are three station stops along this line within the City of Berwyn: LaVergne, Berwyn, and Harlem Avenue. The Berwyn and Harlem Avenue Stations have station buildings located on the inbound (south) side of the railroad ROW and warming shelters along the outbound (north) side. The Harlem Avenue Station also has a warming shelter on the inbound (south) side of the railroad ROW. The LaVergne Station has a warming shelter on both the inbound and outbound sides of the railroad ROW. Each station has parking, fencing along or between the tracks, lighted platforms, bike racks, and newspaper kiosks.

Of the stations in Berwyn, the Berwyn Station has the most boardings (718), with Harlem Avenue a close second (530) and the LaVergne Station having the fewest (159).

Overall, the BNSF line has seen an increase in ridership of over 40% since 1983, but ridership at each of the stations in Berwyn has declined in that same time period. This trend is not isolated to the Metra/BNSF Railway Line, with a majority of lines seeing a decrease in ridership in the inner 10 miles of the route, except for those lines which serve stations in densely populated and rapidly redeveloping neighborhoods within the City of Chicago. The number of boardings within the inner ten miles of the Metra/BNSF Railway Line has decreased less than many other Metra lines since 1997, partially due to the increase in reverse commuting along this line.

Based on Metra's Fall 2002 Origin-Destination Survey, the mode of access splits for the three stations within the study area are similar to one another. The same survey indicates that 59% of the riders using the three stations reside in Berwyn, with the remaining 41% of the riders living in communities outside of Berwyn. All three of Berwyn's stations have a significant number



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of riders that walk to the station, which means foot traffic throughout the study area.

There is parking along both sides of the BNSF Railway ROW throughout the entire length of the study area, from Ridgeland to Harlem Avenues. In total, there are 674 commuter parking spaces, eight handicapped spaces, and 97 short-term parking spaces. Approximately 20% of the commuter parking spaces are available for daily parking, while the other 80% are restricted to commuters with quarterly or annual parking permits. It is estimated that 50 to 100 new commuter parking spaces will need to be added by 2030 within the study area to support the anticipated development and household growth in the area. This projection takes into account that all existing commuter spaces remain in their current locations.

At the Berwyn Stations, available parking has been said to be a problem. Commuter parking within the study area is effectively 99% utilized, but only 68% of the commuter spaces are actually occupied daily. This difference is due to the fact that many permitted spaces go unused, but commuters without permits are restricted from using these spaces.

Pace

The city is served by eight bus routes, with four of those routes within the study area: 302, 307, 311, and 315. Route 302 is a connecting service to all three stations; in addition, Route 307 services the Harlem Avenue Station, Route 311 Services the Berwyn Station, and Route 315 services the LaVergne Station.

Tenant Mix

RETAIL

Most of the City of Berwyn's retail, with the exception of Pershing Road, is centered on its major north-south peripheral streets: Ogden Avenue and Cermak Road serving as major commercial streets and Harlem to a lesser extent. Major shopping in the area occurs at the regional shopping center in North Riverside Mall at Harlem Avenue and Cermak Road.

Retail uses in the general study area include a vitamin store, florists, wig salon, antique, jewelry, gifts, cigarettes, used books and house wares. In addition, the area has eleven places for eating or drinking. The other uses in downtown Berwyn are personal and professional services.

Berwyn remains a substantial middle-class community with significant population to support a wide range of goods and



services. This issue for Berwyn is visibility, accessibility, as well as an "imageable" critical mass to attract stores and customers.

Historic Background

Berwyn's beginnings in development occur in the mid 1800s with a 347 acre land purchase in an area roughly centered on the study area. Later, two developers concentrated development on 100 acres centered roughly in the study area at Oak Park Avenue. Stations were already located at Ridgeland and Harlem Avenues so the development team built a station at Oak Park Avenue in order to create a "center" for their development: Berwyn. This became the incorporated name years later.

GOVERNMENT CONTROLS

Berwyn has two organizations that work with historic properties: the Berwyn Historical Society and a recently-formed Historic Preservation Committee. The Berwyn Historical Society is an active group that is attempting to save good examples of historic buildings from the turn of the century and also more recent, mid-century examples. The Historic Preservation Committee is a new group that has an advisory role with City Council, reviewing redevelopment projects affecting National Historic Register properties.

NATIONAL HISTORIC REGISTER

There are several buildings in Berwyn on the National Historic Register (they all lie outside of the study area):

- Berwyn Municipal Building
- Berwyn Health Center
- American State Bank
- Arthur J. Dunham House

Additional properties have been listed as Deemed Eligible (these properties are within the study area in the Berwyn Station area):

- First United Methodist Church
- Berwyn Train Station

The classic Chicago Bungalow style is perhaps the building style that Berwyn is most famous for, although none of the Historic Register properties are this style. The listed properties vary in style, design, and materials, including Classical Revival, Prairie, and Art Deco styles. Particularly in the Depot District area, several local favorites — not on the Register — add to the small-town feel and the unique Berwyn fabric.



Environmental

The study area does not include park space – green space or active recreation – nor does it contain any significant outdoor public space such as a plaza. there are several locations that could potentially connect to the study area: Sunshine and Proska Parks and “Baseball Alley.”



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The Data Collection Summary Report



A train line suburb like Berwyn – an inner ring suburb located less than 10 miles west of downtown Chicago – has thousands of commuters riding past their community every day. Berwyn is unique due to having *three* commuter rail stations, providing a huge opportunity attract visitors and promote themselves with a new image as a destination and a cool place to live. Rebranding, one stop at a time.

The City of Berwyn

According to the most recent U.S. Census figures, Berwyn is a city of just over 54,000 people in Cook County. It's on average comprised of households of between 2 and 3 persons with an annual household income in keeping with the national average: \$43,833. The average age of a resident is 33. The demographic mix is mostly white (73.5%), while of those identifying themselves as two or more races, 38% self-identified as Hispanic or Latino. Another notable statistic is that over 25% of the population is foreign-born, which is twice the national average. In addition, over 43% of the households speak a language at home other than English. The top employment sectors are health care and social assistance, retail trade, and accommodation and food service.

Berwyn's Regional Location

Berwyn is a Chicagoland community, located about 10 miles west of downtown Chicago, 2 miles south of I-290, the Eisenhower Expressway. It shares borders with Oak Park to the north; Cicero to the east; Forest Park, North Riverside, and Riverside to the west; Stickney to the south; Lyons to the southwest. The most significant neighbors for the rail corridor are Riverside and Cicero, sharing substantial municipal borders.

The Study Area Located & Defined

The study will analyze and recommend a new and vibrant direction for the study areas based on transportation and circulation networks, commercial and residential market trends, land use patterns, and financing opportunities. The areas surrounding the train stations provide an opportunity to create a series of more dynamic mixed-use neighborhoods, therefore increasing the level of Transit-Oriented Development (TOD). The ultimate goal is to effectively move beyond the study to implementation.



Berwyn is an inner-ring suburb located less than 10 miles west of downtown Chicago



THE METRA/BNSF RAILWAY LINE

The study area is centered along the Metra/BNSF Railway Line that travels between downtown Chicago at Union Station and the city of Aurora, a far west suburb. The Metra/BNSF Railway Line is one of 11 Metra lines in the Chicagoland area. The diagram below illustrates the Metra/BNSF Railway Line and the three stops within the City of Berwyn. The diagram to the right is a Metra system map with the Metra/BNSF Railway Line highlighted in green.

The BNSF Railway ROW carries substantial train volume in the study area: freight traffic, the Metra commuter line with 94 daily inbound and outbound trains during the weekdays, and Amtrak passenger rail trains.

The BNSF Railway owns the ROW; therefore, any landscaping and commuter parking alterations would need to be discussed with them. Also, any landscaping within the ROW would need to be reviewed to ensure sight lines, and clearances of tracks and crossings, meet appropriate train-related regulations.



The Metra/BNSF Line travels between Chicago's Union Station and the city of Aurora.



The Metra system map with the BNSF line highlighted in green.

The Study Area Character

The study area is comprised of distinct character differences between the mixed-use land uses immediately adjacent to the railroad right-of-way (ROW) on Stanley and Windsor Avenues, and the lower-density primarily single family residential neighborhood that lies beyond. The mixed-use area has a mix of building types, ages, and heights, without a cohesive feel in the urban fabric. The streets themselves are barren, without planting, street trees, or other pedestrian amenities except in very few locations. An attempt of adding elements to this was made along Stanley Avenue, the angled street immediately to the north of the railroad ROW, by the addition of hanging baskets attached to light poles. While it does make inroads at unifying the street through various land uses and types of buildings, it falls short of making a significant impact on the aesthetics or experience. There are no significant outdoor or indoor public spaces or green spaces. The Berwyn and Harlem Avenue Stations have buildings located on the inbound (south) side—and warming shelters along the outbound (north) side—of the railroad ROW. The Harlem Avenue Station also has a warming shelter on the inbound (south) side of the railroad ROW. The LaVerne Station has a warming shelter on both the inbound and outbound sides of the railroad ROW.

The study area consists of a mile and a quarter long corridor that spans a half-block depth along the Metra/BNSF Railway Line between Ridgeland and Harlem Avenues and additionally includes a quarter-mile radius area around each of the three stations: the LaVergne, Berwyn, and Harlem Avenue Stations. The area within the corridor was studied with more intensity and focus, with the quarter-mile radius area receiving less emphasis. A pair of east-west streets that run immediately adjacent to the railroad ROW have the most substantial frontage in the study area: Stanley Avenue to the north and Windsor Avenue to the south.



The typical light fixture and planting basket found along Stanley and Windsor Avenues.



Typical single-family residential street.



An example of the small scale commercial along the railroad ROW.



A typical commercial street condition.



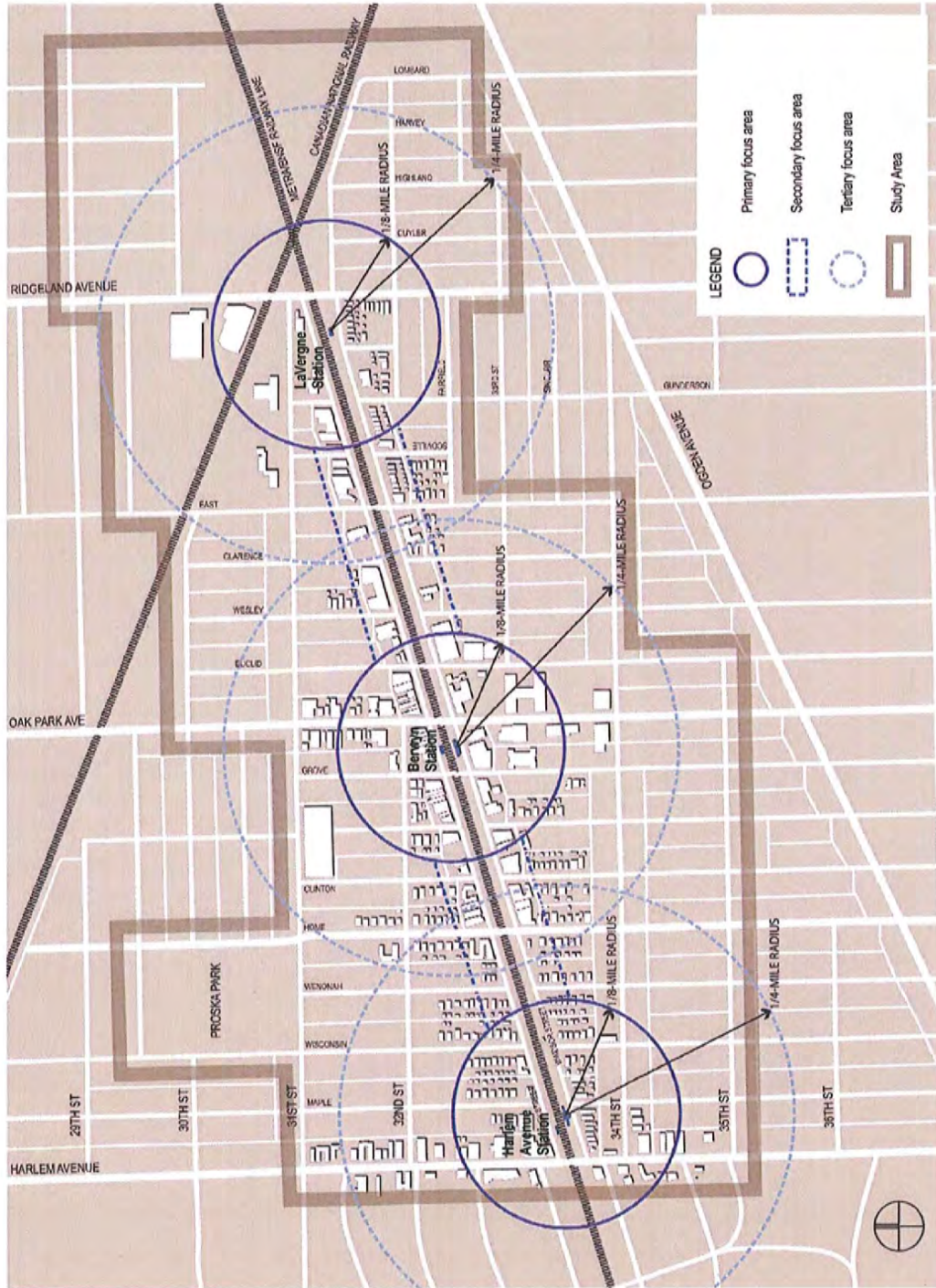
Typical multi-family residential.



City of Berwyn



Study Area



LAVERGNE STATION AREA

Aerial showing the LaVergne Station area looking east with downtown Chicago on the horizon (September 2000).



Photo courtesy of Metra

