

## PUBLIC NOTICE

### CITY OF BERKLEY, MICHIGAN REGULAR MEETING OF THE CITY PLANNING COMMISSION

Tuesday, September 24, 2019  
7:00 PM - City Hall  
Information: (248) 658-3320

CALL TO ORDER  
PLEDGE OF ALLEGIANCE  
ROLL CALL  
APPROVAL OF AGENDA  
APPROVAL OF MINUTES -- *Meeting of August 27, 2019*  
COMMUNICATIONS  
CITIZEN COMMENTS  
ORDER OF BUSINESS

1. **PUBLIC HEARING:** Matter of Coducting a Public Hearing to amend zoning ordinance violations from misdemeanors to municipal civil infractions.
2. **PUBLIC HEARING:** Matter of Conducting a Public Hearing to recommend zoning ordiance amendments that would permit Marihuana land uses in the City of Berkley
3. **PUBIC HEARING:** Matter of adopting the Downtown Master Plan
4. **DISCUSSION:** Review and discussion of parking regulations within the City.

LIAISON REPORTS  
COMMISSIONER/STAFF COMMENTS  
ADJOURN

*Notice: Official Minutes of the City Planning Commission are stored and available for review at the office of the City Clerk.*

*The City of Berkley will provide necessary reasonable auxiliary aids and services, such as signers for the hearing impaired and audio tapes of printed materials being considered at the meeting, to individuals with disabilities at the meeting upon four working days notice to the city. Individuals with disabilities requiring auxiliary aids or services should contact the city by writing or calling City Clerk, ADA Contact, Berkley City Hall, 3338 Coolidge, Berkley, Michigan 48072, (248) 658-3300.*

**THE REGULAR MEETING OF THE BERKLEY CITY PLANNING COMMISSION WAS CALLED TO ORDER AT 7:00 PM, AUGUST 27, 2019 AT CITY HALL BY VICE CHAIR MARTIN SMITH.**

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*The minutes from this meeting are in summary form capturing the actions taken on each agenda item. To view the meeting discussions in their entirety, this meeting is broadcasted on the city's government access channel, WBRK, every day at 9AM and 9PM. The video can also be seen, on-demand, on the city's YouTube channel: <https://www.youtube.com/user/cityofberkeley>.*

**PRESENT:** Martin Smith                      Jeffrey Campbell                      Mark Richardson  
                 Lisa Kempner                      Greg Patterson                      Matt Trotto  
                 Tim Murad                              Michele Buckler

**ABSENT:** Kristen Kapelanski

**ALSO PRESENT:** Matthew Baumgarten, City Manager  
Erin Schlutow, Community Development Director  
Ross Gavin, City Council Liaison  
Several members of the public

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**APPROVAL OF AGENDA**

It was moved by Commissioner Trotto to approve the Agenda supported by Commissioner Campbell.

AYES: Buckler, Murad, Richardson, Campbell, Kempner, Patterson, Trotto, Smith

NAYS: None

ABSENT: Kapelanski

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**APPROVAL OF MINUTES**

It was moved by Commissioner Buckler to approve the minutes from July 23, 2019 and supported by Commissioner Kempner.

AYES: Buckler, Murad, Richardson, Campbell, Kempner, Patterson, Trotto, Smith

NAYS: None

ABSENT: Kapelanski

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**COMMUNICATIONS**

There were three items provided to the Planning Commission. There were two letters addressed to the Planning Commission related to the proposed conditional rezoning at 3339 Cummings Ave. and one email pertaining to the project at 3818 Twelve Mile Rd.

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**CITIZEN COMMENTS**

None.

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1. **SITE PLAN REVIEW SP-05-19.** Tim & Nicolette Yanke are requesting site plan approval for a façade change at 3818 Twelve Mile Road, between Prairie and Bacon. Applicant Joe Novitsky presented the intent to update the façade and maintain the existing footprint. Property owner Tim Yanke is a global artist and interested in the property for an art studio. The studio will be for personal use, as well as bringing in artists around the world for collaboration.

Community Development Director Schlutow summarized her review memo. The application had been reviewed by the Planning Commission at the July 23, 2019 meeting, wherein the Commission postponed their decision in order for the property owner and applicant to address design and parking standards and make revisions to the plans. The property owner and the applicant revised the site plan to address the concerns of the Planning Commission.

Property owner Tim Yanke noted that they had incorporated the changes that the Planning Commission had requested.

Commissioner Buckler asked about classes or events that the applicant had noted as a possibility at the property. Property owner Tim Yanke stated that the classes would be for children who would be transported by bus.

Commissioner Richardson asked about exterior lighting at the rear of the building. Architect Joe Novitsky noted that the rear yard is shallow and they do not want to add lighting to the rear that is unnecessary.

Commissioner Smith inquired about the style of wall-mounted fixtures on the rear of the building. The applicant did not provide renderings or details for the wall-mounted fixtures.

Commissioner Murad noted that the proposed structure has a residential character and appearance.

Commissioner Trotto asked about potential of incorporating art on the façade or outdoor displays. Property owner noted that he would like to be part of that.

Commissioner Smith noted concerns about parking, asked about exterior materials and north facing rear doors. Also noted was the potential for snow drift to the adjacent building, due to the increased height at the subject property. Community Development Director Schlutow noted that the Building Official had reviewed the submitted plans and did not see a potential danger to the adjacent building; however, he would know better when the construction plans were submitted for review.

Commissioner Murad asked about potential sound or noise volume and impacts to adjacent property owners, as well as incoming light through south and west windows.

Commissioner Smith recommended utilizing tinted glass on all windows.

Commissioner Trotto asked about future signage. Property owner Tim Yanke had not considered signage.

Commissioner Buckler commented that the Master Plan and Design Guidelines detail the historic aesthetic of the neighborhood. The revised design fits better with the area.

Commissioner Kempner asked about removal of garbage or requirement for dumpster. The applicant noted that there is a place for trash removal and there would not be a need for anything more than that.

Commissioner Murad questioned the interior dimensions of the structure and how that relates to the parking requirement. Applicant Joe Novitsky noted that they provided parking based on the separation of uses, specifically, the mezzanine, sales, storage areas, etc.

Ryan Morrone, 3446 Prairie Ave., asked about the property boundary between the two properties and the existing fence. Mr. Morrone asked to review the boundary line to ensure privacy between the two properties; suggesting a stone wall or brick wall, consistent with the Design Guidelines to separate residential and commercial properties.

Commissioner Murad asked Mr. Morrone about stepping down a wall or fence.

Mr. Morrone likes the proposed building but is concerned about separation of business and residential districts and would like city to work with residents and property owner to come to beneficial solution.

Architect Joe Novitsky was unsure about feasibility of getting an easement for a wall or fence to separate the properties.

Commissioner noted that the applicant would need to contact Comcast or AT&T but is not sure if there is an easement.

Charles Tyrrell asked about design aesthetic ordinances in the Berkley Zoning Ordinance. Commissioner Smith read Section 138-679 (4) and Commissioner Buckler noted the objectives of the Master Plan and Design Guidelines.

Commissioner Richardson addressed Charles Tyrrell's questions.

Based on findings of fact, Commissioner Patterson motioned to approve SP-05-19, with the following conditions:

1. Property boundary masonry fence to be addressed by applicant and city staff, if an easement can be addressed;
2. Site plan review and approval by City Engineer and Department of Public Works;
3. Applicant will notify adjacent property owner regarding the adjusted height and possible snow drift.

Supported by Richardson

AYES: Buckler, Richardson, Campbell, Kempner, Patterson, Trotto, Smith

NAYS: Murad

ABSENT: Kapelanski

\* \* \* \* \*

2. **PUBLIC HEARING:** Matter Of Conducting A Public Hearing For Application PRZ-02-19, a Proposed Conditional Rezoning At 3339 Cummings Ave.

Vice Chairperson Smith opened the public hearing at 8:00 pm.

Applicant Grant Dryovage explained the project and the request for the rezoning of the property. Mr. Dryovage noted that this was a revised request from what had been reviewed by Planning Commission in November 2018. The revised rezoning will include splitting the property to allow the north 20 ft. of Lot 113 to remain in the Parking District and has been proposed to be sold to the City for a public municipal lot.

Public hearing closed at 8:01 pm.

3. **CONDITIONAL REZONING REQUEST PRZ-02-19:** Atex Builders, LLC, 3339 Cummings Ave, west side of Cummings Ave, south of Twelve Mile Rd is requesting a conditional rezoning of Lot 114 of Berkley School Park Subdivision from Parking District to Single Family Residential District (R-1D).

Commissioner Buckler asked about the maximum lot coverage and the proposed home size and noted that the property was rezoned by the City for a reason and that vision has not changed.

Commissioner Kempner asked about the number of parking spaces that could be developed. Community Development Director Schlutow noted it could be 15-20 spaces.

Commissioner Murad inquired about who owned the property to the west of the subject site. City Manager Baumgarten provided details of ownership of surrounding parcels currently occupied as parking and the possibility to develop the property if the rezoning is denied.

Commissioner Richardson asks about the requirement of the City to purchase the north 20 ft. of Lot 113, based on the conditions in the rezoning agreement and the existing plan related to rezoning the property. City Manager Baumgarten stated that there have been businesses in the surrounding areas that have not been able to move forward with development or re-occupancy due to the lack of parking in the area.

Commissioner Smith noted that there were a lot of steps that needed to fall into place.

Commissioner Patterson commented that the proposed idea works for the City and the neighborhood.

Commissioner Murad stated that the property owner to the west was also zoned parking and that should be addressed, if the conditional rezoning moves forward.

Commissioner Buckler asked the applicant about updating and improving the existing non-conforming structure rather than a complete tear down and rebuild. Applicant Grant Dryovage stated that the construction of the house is unsound and unsafe.

Commissioner Campbell noted that the conditional rezoning offers a win-win for both parties and this is the first step.

Commissioner Murad motioned to recommend approval of PRZ-02-19 to the Berkley City Council. Seconded by Commissioner Campbell.

AYES: Murad, Richardson, Campbell, Patterson, Trotto, Smith

NAYS: Buckler, Kempner

ABSENT: Kapelanski

4. **DISCUSSION:** Matter of discussing permitted marihuana establishments in the City of Berkley.

Commissioner Buckler thinks that there needs to be more control of marihuana businesses, including parking and fencing.

Commissioner Kempner asked about how many businesses would be proposed. City Manager Baumgarten stated that there would be three locations permitted, and some locations would be incentivized based on redevelopment opportunities.

Commissioner Richardson inquired about number of licenses versus the number of properties. City Manager Baumgarten noted that rooftop licensing may be permitted.

Commissioner Richardson asked about the 500 ft. distance requirement from welcome intersections into the City. City Manager Baumgarten stated that the intent was to prohibit the marihuana businesses from being the first establishment that is seen upon entering the community.

Commissioner Richardson asked about permitted use versus special land use. City Manager Baumgarten explained the business license application process and the administrative review for each application. Based on the incentive for redevelopment of properties, the site plan would be reviewed by the Planning Commission to ensure compliance with all ordinances and Design Guidelines, which would give the Planning Commission some control of the building and the site.

Commissioner Smith asked why Eleven Mile was singled out for possible location for grower facilities. City Manager Baumgarten noted that the industrial history of the area would lend to growth and production. Commissioner Smith noted that based on the way the City was platted, any marihuana business establishment would be adjacent to someone's yard.

City Manager Baumgarten stated that the majority of interest in marihuana businesses has been concentrated on retail and provisioning opportunities.

Commissioner Buckler asked about requirements for bars or shutters to secure the building.

Commissioner Trotto asked about noticing the property owners that live in the surrounding area. Commissioner Smith noted that some on the Commission mentioned preference for the special use in lieu of permitted by right. Commissioner Trotto stated that he is concerned about the aesthetics of the structures. City Manager Baumgarten assured that the proposed process would permit to review the aesthetics as much as possible to ensure that the structure fits with the community.

Commissioner Kempner stated that the proposed ordinance did not make it clear how many licenses or

properties would be permitted to operate in the City. City Manager Baumgarten noted that they would make that clear through the application process.

Commissioner Richardson asked about an additional zoning district that would permit marijuana businesses. City Manager Baumgarten did not want to target specific parcels, but rather locations within the City that would be incentivized for redevelopment; specifically, properties on Woodward and Eleven Mile.

Commissioner Buckler asked about the number of facilities permitted in the City and if that should be included in the Ordinance. Commissioner Buckler stated that there will be unhappy residents given the close proximity of marijuana businesses to someone's backyard and that should be taken into account.

Commissioner Murad liked the idea of a special land use.

Commissioner Campbell noted that the issue with making it a special land use is adding language making it non-transferable to somebody else; it doesn't run with the land. It would run with the applicant and the land; a "Conditional Special Land Use."

City Manager Baumgarten stated that there would be an administrative process that allows city staff to narrow down the applications prior to going before the Planning Commission for special land use approval.

Commissioner Smith asked about the exempt properties at the major intersections. City Manager Baumgarten explained that the intent is to prohibit those properties so that they are not the first use someone sees when entering the community. Commissioner Smith noted that those are the few properties that do not directly abut residential properties.

City Manager Baumgarten explained the proposed timeline for the adoption of the ordinances in order to begin accepting applications on January 1, 2020 and scheduling a public hearing for the September meeting is a critical component of meeting that timeline.

Commissioner Campbell agreed with the nominating procedure by the administration staff and then make recommendations to the Planning Commission and City Council.

Commissioner Richardson noted that the public hearing would allow for feedback from property owners and residents.

Planning Commission agreed to set the public hearing for the September meeting.

5. **DISCUSSION:** Matter of discussing ordinance amendment to Section 138-551 to convert violations of the Berkley Zoning Ordinance from misdemeanors to municipal civil infractions.

Community Development Director Schlutow summarized the request of the change.

City Manager Baumgarten explained the history of the discussion with City Council and the appropriateness of having criminal offenses for certain zoning offenses and the intent to streamline the process.

Commissioner Richardson asked escalating process for certain cases. City Manager Baumgarten responded that there is a process to escalate to a misdemeanor if the municipal civil infractions have not been addressed.

Commissioner Buckler asked about existing process. City Manager Baumgarten explained the fees that are assessed based on the infraction.

Planning Commission agreed to set the public hearing for the September meeting.

**LIAISON REPORTS**

Commissioner Richardson did not have anything to report from the Environmental Committee.

Commissioner Murad noted the very successful CruiseFest and Pub Crawl and currently working on planning the Irish Fest.

Commissioner Trotto did not attend the August DDA meeting.

Commissioner Smith attended the August City Council meeting and noted the first reading for the daycare zoning amendment and the first reading of the conditional rezoning for the La Salette property on Coolidge. Both passed unanimously.

\* \* \* \* \*

**STAFF/COMMISSIONER COMMENTS**

Commissioner Patterson appreciated former Commissioner Ann Shadle for her years of service.

Commissioner Trotto apologized for his attire; he attended the meeting straight from football practice.

Commissioner Smith asked about the Eleven Mile property with the horizontal siding. Community Development Director Schlutow provided update that the property owner was away on vacation and would discuss when he returned.

**With no further business, the meeting was adjourned at 9:04pm.**



Office of the  
City Manager

# Memo

To: Planning Commission  
From: Matthew Baumgarten, City Manager  
Date: September 19, 2019  
Subject: Public Hearing: Misdemeanors converted to Civil Infractions

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Member of the Planning Commission,

In recent months the administration has begun taking a detailed look at the regulations and practices the City uses to ensure the health, safety, and welfare of the community. In examining our City's Code of Ordinances it can be observed that many violations of the ordinances presently result in the issuance of a misdemeanor, which could be overly aggressive in enforcing minor infractions.

In the fall of 2018, during a visioning work session the City Council indicated their intent to transition many of the prescribed misdemeanor violations to municipal civil infractions. The City Administration is moving forward with this vision and recommending that all violations in the Zoning Ordinance be converted to a Municipal Civil Infraction.

Following the Planning Commission's recommendation on whether to convert the misdemeanors outlined in the Zoning Code, the recommendation will accompany the ordinance revision at a City Council meeting where they will consider the conversion of misdemeanors throughout the entirety of the Code of Ordinances.

Thank you,

Matthew Baumgarten

**AN ORDINANCE**

**of the City Council of the City of Berkley, Michigan to Amend Section 138-551 of Chapter 138 Zoning, to Change Zoning Ordinance Violations of the Chapter From Misdemeanors to Municipal Civil Infractions**

**THE CITY OF BERKLEY ORDAINS:**

**SECTION 1:** Section 138-551 of Chapter 138 of the Berkley Code of Ordinances shall be amended, as follows:

**Sec. 138-551. – Violations.**

Violations of this chapter are ~~misdemeanors~~municipal civil infractions.

**SECTION 2:** Severability Clause

Should any word, phrase, sentence, paragraph, or section of this Ordinance be held invalid or unconstitutional, the remaining provisions of this ordinance shall remain in full force and effect.

**SECTION 3:** Penalty

All violations of this ordinance shall be municipal civil infractions and upon a determination of responsibility therefore shall be punishable by a civil fine of not more than \$500, and/or such other sanctions and remedies as prescribed in Article IX of Chapter 82 of the Code of Ordinances.

**SECTION 4:** Effective Date

This Ordinance shall become effective 30 days following the date of adoption.

**SECTION 5:** Publication

The City Council directs the City Clerk to publish a summary of this ordinance in compliance with Public Act 182 of 1991, as amended, and Section 6.5 of the Berkley City Charter.

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Dan Terbrack  
Mayor

Attest:

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City Clerk



Office of the  
City Manager

# Memo

To: Planning Commission  
From: Matthew Baumgarten, City Manager  
Date: September 19, 2019  
Subject: Public Hearing: Marihuana Zoning Ordinance

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Members of Planning Commission,

In November 2018, voters of the State of Michigan voted in favor of legalizing adult-use marihuana and allowing communities to create marihuana business frameworks. In May 2019, the City Council directed the administration to begin building the regulatory framework to allow marihuana business to open within the City. The regulatory framework is being considered in two pieces, licensing and zoning requirements.

Presented before you is the Zoning Ordinance change which effectively adds marihuana business uses to the zoning districts within the City's various zoning districts. With this memo we have included a map of what has been informally referred to as the "green zone," which in essence highlights the non-allowable commercial spaces in red, and the parcels that would potentially allow marihuana use in green. It is important to note that although there are a large number of spaces highlighted green on the map, under the drafted licensing ordinance the City would only allow a maximum of three locations to be licensed.

During the last Planning Commission meeting when this Zoning Ordinance was first discussed in draft form we took feedback from the Commission on potential additions to the regulations. It was suggested that the approval process should be done through Special Land Uses rather than through administrative approval; in looking at best practices we have presented this as an Administrative process, as we do with a standard business license. By classifying marihuana businesses as Special Uses it would limit our ability to meritoriously select the three developments that will be licensed; rather, by selecting via an administrative process we allow for meritorious recommendation of license recipients for site plan review. Once the top three applicants have been determined, those potential marihuana business owners would then go before the Planning Commission for Site Plan approval, ultimately the Site Plan approval process would allow for oversight on the developments aesthetic properties.

The feedback during the last meeting also brought the topic of parking for these facilities, which the administration is suggesting that marihuana businesses be treated as equals to other businesses in terms of parking requirements. The intent of our regulatory and zoning framework is for these businesses to be professionally run, reputable businesses and to require such restrictions as barring their use of shared parking would cause undue zoning restrictions due to the City's shallow business district.

Thank you,

A handwritten signature in black ink, appearing to read "Matthew Baumgarten".

Matthew Baumgarten

**AN ORDINANCE**

**of the City Council of the City of Berkley, Michigan to Amend Sections 138-363, 138-382, 138-387, 138-427, 138-457, 138-472, 138-487 and Add New Section 138-528 to Chapter 138 Zoning, to Establish Zoning Requirements for Marihuana Businesses.**

**THE CITY OF BERKLEY ORDAINS:**

**SECTION 1:** Section 138-363 of Chapter 138 of the Berkley Code of Ordinances shall be amended, as follows:

**Sec. 138-363. – Principal uses permitted.**

Principal uses permitted in the industrial district are as follows:

- (1) Any of the following uses conducted wholly within a completely enclosed building or within a designated area enclosed on all sides with 6-foot obscuring masonry wall not less than 8 inches thick:
  - a.-l. *No change.*
  - m. Marihuana Grower facilities, Marihuana Safety Compliance facilities, Marihuana Processor facilities, Marihuana Retailers, Medical Marihuana Provisioning Centers, and Marihuana Microbusinesses.
- (2) Accessory uses.
- (3) Other uses of a similar and no more objectionable character.

**SECTION 2:** Section 138-382 of Chapter 138 of the Berkley Code of Ordinances shall be amended, as follows:

**Sec. 138-382. – Principal uses permitted.**

No land, building or premises within the office district shall be used for other than the following specified purposes:

- (1)-(9) *No change.*
- (10) Marihuana Safety Compliance facilities.

**SECTION 3:** Section 138-387 of Chapter 138 of the Berkley Code of Ordinances shall be amended, as follows:

**Sec. 138-387. – Principal uses permitted.**

Principal uses permitted in the LB district are as follows:

- (1)-(15) *No change.*

- (16) Marihuana Retailers, Medical Marihuana Provisioning Centers, Marihuana Microbusinesses, and Marihuana Safety Compliance facilities.

**SECTION 4:** Section 138-417 of Chapter 138 of the Berkley Code of Ordinances shall be amended, as follows:

**Sec. 138-417. – Principal uses permitted.**

Principal uses permitted in the downtown district are as follows:

- (1)-(10) *No change.*
- (22) Marihuana Retailers, Medical Marihuana Provisioning Centers, and Marihuana Microbusinesses.

**SECTION 5:** Section 138-427 of Chapter 138 of the Berkley Code of Ordinances shall be amended, as follows:

**Sec. 138-427. – Principal uses permitted.**

Principal uses permitted in the Gateway district are as follows:

- (1)-(15) *No change.*
- (16) Marihuana Retailers and Medical Marihuana Provisioning Centers.

**SECTION 6:** Section 138-442 of Chapter 138 of the Berkley Code of Ordinances shall be amended, as follows:

**Sec. 138-442. – Principal uses permitted.**

Principal uses permitted in the Coolidge Districts are as follows:

- (1)-(15) *No change.*
- (16) Marihuana Retailers, Medical Marihuana Provisioning Centers, Marihuana Microbusinesses, and Marihuana Safety Compliance facilities.

**SECTION 7:** Section 138-457 of Chapter 138 of the Berkley Code of Ordinances shall be amended, as follows:

**Sec. 138-457. – Principal uses permitted.**

Principal uses permitted in the twelve mile district are as follows:

- (1)-(15) *No change.*
- (16) Marihuana Retailers, Medical Marihuana Provisioning Centers, and Marihuana Microbusinesses.

**SECTION 8:** Section 138-472 of Chapter 138 of the Berkley Code of Ordinances shall be amended, as follows:

**Sec. 138-472. – Principal uses permitted.**

Principal uses permitted in the Woodward district are as follows:

- (1) *No change.*
- (2) Any retail business or service establishment permitted in the LB local business districts as principal uses permitted, not including Marihuana Safety Compliance facilities.
- (3)-(4) *No Change.*

**SECTION 9:** Section 138-487 of Chapter 138 of the Berkley Code of Ordinances shall be amended, as follows:

**Sec. 138-487. – Principal uses permitted.**

Principal uses permitted in the eleven mile district are as follows:

- (1)-(21) *No change.*
- (22) Marihuana Grower facilities, Marihuana Safety Compliance facilities, Marihuana Processor facilities, Marihuana Retailers, Medical Marihuana Provisioning Centers, and Marihuana Microbusinesses.

**SECTION 10:** New Sec. 138-528 shall be added to Chapter 138 of the Berkley Code of Ordinances, as follows:

**Sec. 138-528. – Marihuana Business regulations**

- (a) A Marihuana Business must front on a major thoroughfare with the primary pedestrian ingress/egress to face the major thoroughfare. If the property is a corner lot, the elevation that faces the major thoroughfare shall be considered the front.
- (b) The Marihuana Business must have all applicable state and local licenses and approvals to operate.
- (c) The property where the Marihuana Business will be located must be entirely within the boundaries of the City, and must not be within 1,000 feet of a pre-existing public or private school providing education in kindergarten or any of grades 1 through 12.
- (d) Notwithstanding any other provision in the zoning ordinance, a Marihuana Business must operate within a fully enclosed building.
- (e) The City shall prefer the Marihuana Business to be located at least 500 ft., measured from the edge of the right-of-way, from the following intersections:

- (1) Eleven Mile and Greenfield, Eleven Mile and Coolidge, Eleven Mile and Woodward
- (2) Twelve Mile and Greenfield, Twelve Mile and Coolidge, Twelve Mile and Woodward

**SECTION 11:** Severability Clause

Should any word, phrase, sentence, paragraph, or section of this Ordinance be held invalid or unconstitutional, the remaining provisions of this ordinance shall remain in full force and effect.

**SECTION 12:** Effective Date

This Ordinance shall become effective 30 days following the date of adoption.

**SECTION 13:** Publication

The City Council directs the City Clerk to publish a summary of this ordinance in compliance with Public Act 182 of 1991, as amended, and Section 6.5 of the Berkley City Charter.

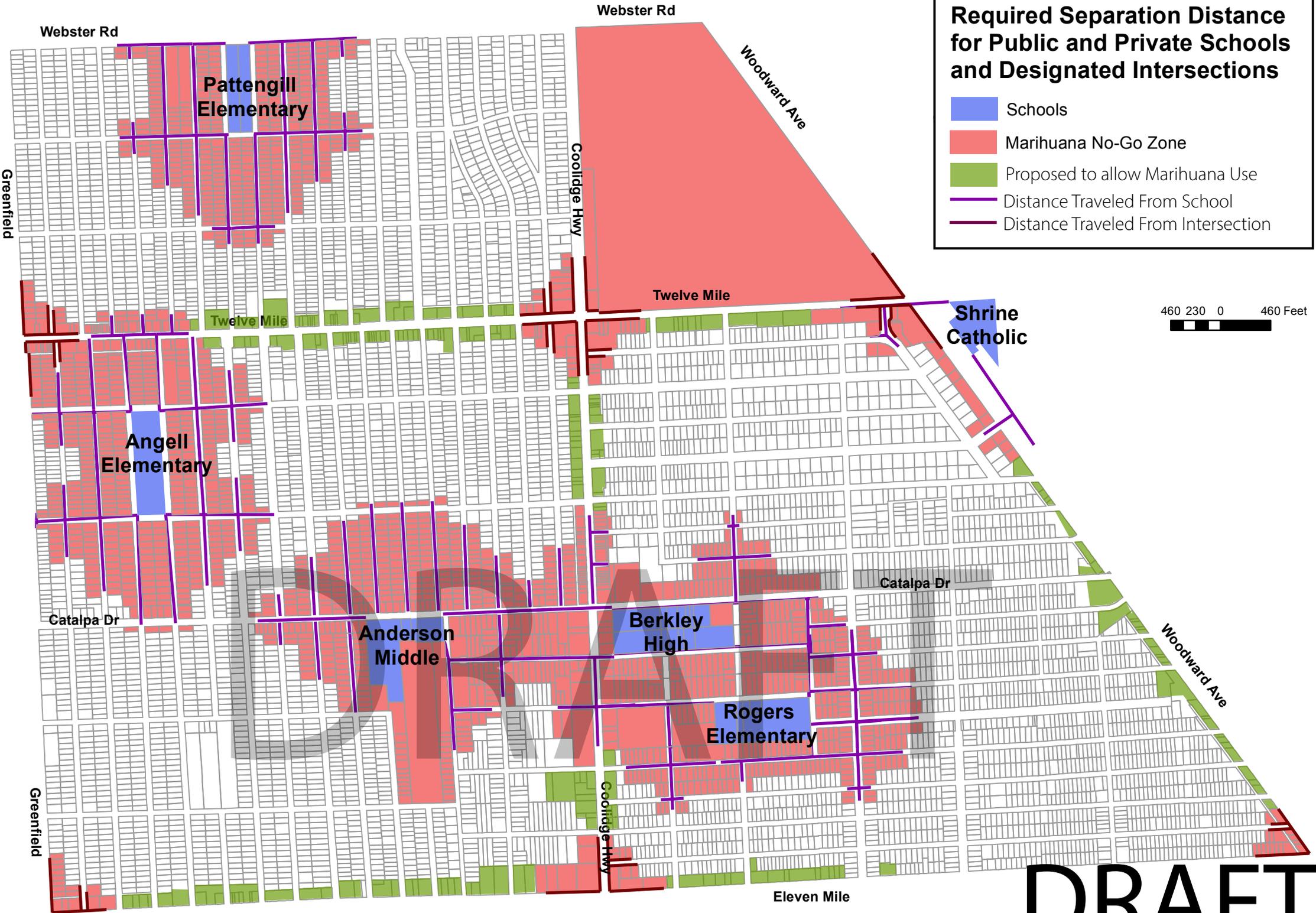
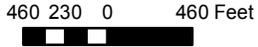
\_\_\_\_\_  
Dan Terbrack  
Mayor

Attest:

\_\_\_\_\_  
City Clerk

### Required Separation Distance for Public and Private Schools and Designated Intersections

- Schools
- Marihuana No-Go Zone
- Proposed to allow Marihuana Use
- Distance Traveled From School
- Distance Traveled From Intersection



# DRAFT



**BERKLEY**  
where you want to be

Community Development  
3338 Coolidge Hwy  
Berkley, MI 48072  
(248) 658-3320

## MEMORANDUM

**To:** Berkley Planning Commission  
**From:** Erin Schlutow, Community Development Director  
**Subject:** **Adoption of Downtown Master Plan**  
**Date:** September 18, 2019

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In 2018, the Berkley Downtown Development Authority contracted with the Lakota Group to assist with the development of the Downtown Master Plan. A task force of DDA board members, DDA volunteers, City Council members, City staff and area residents were assembled to guide the planning process and provide valuable feedback.

The Lakota Group assisted the City of Berkley with several public engagement events in order to garner public input of the downtown area, including stakeholder interview sessions, online surveys, community open houses, among others, as well as, presentations of the draft plan to the Planning Commission and the City Council.

The Lakota Group presented the presentation to the Planning Commission on July 23, 2019, and the City Council on September 16, 2019.

All comments from the Planning Commission, City Council and City staff were reviewed and the Lakota Group addressed each concern in the attached memo, dated September 4, 2019.

Per the Michigan Planning Enabling Act, Act 33 of 2008, as amended, the Planning Commission has the authority to adopt the Downtown Master Plan.

The Downtown Master Plan will serve as a pivotal reference document for the Community Master Plan.

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## DOWNTOWN BERKLEY MASTER PLAN

**MEMO:** Master Plan Comments

**DATE:** September 4, 2019

**FROM:** The Lakota Group

**CC:** Berkley City Council  
Berkley Plan Commission; Board of Directors, Berkley Downtown Development Authority

116 West Illinois Street  
Floor 7  
Chicago, Illinois 60654  
p 312.467.5445  
f 312.467.5484  
thelakotagroup.com

On August 18, 2019, The Lakota Group received communication from the City Manager regarding City Council comments to the Draft Downtown Berkley Master Plan. We have addressed the comments accordingly as summarized in this memo.

### DETAILS:

Page 14, "After" image of road diet shows protected bike lanes that we don't have.

*This is an image from the NACTO's Urban Street Design Guide that is featured on the DDA's website that conceptually shows what a road diet is. A note has been added under the image to communicate this more clearly.*

Page 18 "The changes have been incorporated into the Coolidge road diet which is generally supported in Berkley ..." This is a true statement of city officials. I do not believe this is true of the general public and so I find this statement very misleading.

*We have edited the paragraph to state:*

*"These changes have been incorporated into the Coolidge road diet. Downtown pedestrian safety enhancements are necessary to create a comfortable pedestrian environment necessary for thriving traditional commercial districts. These enhancements encourage people to walk to downtown destinations rather than using a car. The success of road diets are evident in other Oakland County communities."*

Page 19 "ensuing Design Overlay District" there is support for the Design Guidelines, but I do not believe there is support for an overlay district as currently proposed. Page 59 "Design Review Board" I am a strong no on a design review board. If we feel strongly about some design guideline, it should be made concrete and codified. For others, I am okay with a staff or consultant report to the PC and some leeway for them to use that in their decision, but this "leeway" has to be done very carefully.

*The text on Page 59 references previous recommendations from the Plan Commission on the establishment of a Design Review Board but leaves open the possibility for alternative review mechanism if a design review board is not established. Other communities conduct administrative staff review as long as design guidelines are used to guide administrative decision-making. However, to enable any form of legal design review, and regardless of who conducts the review, the Design Overlay District will need to be adopted by the City Council.*

Page 35 "Downtown's extensive building stock" left justification error.

*This has been changed.*

Page 35 "The downtown is highly-managed by the DDA is terms of" typo "in terms of."

*This has been addressed.*

Page 37 "Residents expressed overwhelming support ... bikeable trips" There is some support. I would not call it overwhelming.

*The text was changed to simply say "support."*

Page 43 "These land use character" typo "Theses"

*This has been changed.*

Page 46 The two top images show some relatively tall buildings by Berkley standards. These might not be the best examples for infill development.

*The top photo has been updated. A column was also added on pg. 45 to Table 17 that outlines the building height currently allowable in the applicable zoning district (Twelve Mile District). In most cases, two-story infill development is not financially feasible for developers.*

Page 47 I strongly disagree with the suggestion of a parking structure. It would be incredibly expensive and with our linear downtown we do not have the density to make good use of it.

*The Downtown Design Guidelines Appendix includes a concept scenario for the potential redevelopment of the southeast corner of the Coolidge Highway and Twelve-Mile Road, including the current gas station and City Hall complex. The concept demonstrates how the site could be redeveloped for more intensive uses, including new municipal offices, and commercial and upper-story residential. If this development scenario were to occur, a parking structure would be necessary to accommodate the mix of uses as on and off-street parking would likely be significantly insufficient. It could also be made available for public parking. In other communities, parking structures are paid for with a combination of developer and municipal financing along with parking fees. To emphasize, this is a concept scenario.*

Page 134 "geometric reconfiguration of Coolidge" Drop the jargon. Say "Coolidge"

*This change has been made on Pages 134 and 87*

Page 79 " in comparison to the national standards, as specified in ITE's Parking Generation Manual, 4th Edition." This is a gross misuse of this manual. It is not a "standard." It is explicit that it is a source of data to use as a starting point for a conversation. What is this "national standard" they are comparing us to? Rural? Urban? Cities with highly functioning mass transit?

*The ITE Parking Generation Manual is the most comprehensive parking demand dataset available to parking consultants and city planners in the country when conducting parking studies. In fact, there are no other comparable data sets available for use in parking studies. While it is always ideal to perform parking utilization counts to determine the parking demand in any downtown district, planners use the ITE Manual as a starting point for calibrating their minimum parking requirements, and, absent the existence of any other datasets, basically serves as national-level standards.*

*The ITE released the 5th Edition of the Parking Generation Manual during the Downtown Berkley Master Plan process. Below is the 5th Edition table stating identified land uses, land use code and number of studies performed to arrive at that ratio. This table has been included in the Berkley Downtown Master Plan on page 79 (Table 21).*

City of Berkley			ITE Parking Generation Manual, 5th Edition					
Land use name	Supply Ratio	Measurement Unit	ITE Land Use Name	ITE sub-type	Land Use Code	Demand Ratio	Measurement Unit	# of studies
Convenience/ department store	6.00	/1000 sf of usable floor area	Shopping Center	General Urban/Suburban (no nearby rail transit)-weekday	820	1.95	per 1,000 sf GLA	46
Restaurant	1.00	/1000 sf of usable floor area	High Turnover (sit down) Restaurant	General Urban/Suburban (no nearby rail transit)-weekday	932	9.44	per 1,000 sf GFA	51
Office	1.00	/60 sf of usable floor area	Small Office Building	General Urban/Suburban (no nearby rail transit)-weekday	712	2.56	per 1,000 sf GFA	19
Library	1.00	/150 sf of usable floor area	Multifamily Housing (Low-Rise)	General Urban/Suburban (no nearby rail transit)-weekday	590	2.35	per 1,000 sf GFA	8
Multifamily residential	1.00	/225 sf of usable floor area	Multifamily Housing (Low-Rise)	General Urban/Suburban (no nearby rail transit)-weekday	220	1.21	per dwelling unit	45

*The ITE provides the following definitions:*

- Urban/Suburban:** An area associated with vehicle access— nearly all person trips that enter or exit this area are by personal passenger or commercial vehicle. The area can be fully developed (or nearly so) at low-medium density with a mix of residential and commercial uses. The commercial land uses are typically concentrated at intersections or spread along commercial corridors, often surrounded by low-density, almost entirely residential development. Most commercial buildings are located behind the parking area or surrounded by parking. The mixing of land uses is only in terms of their proximity, not in terms of function. Retail land use may focus on serving a regional clientele whereas a service land use may target motorists or pass-by vehicles trips for its customers. Even if the land uses are complementary, a lack of pedestrian, bicycling, and transit facilities or services limit non-vehicles travel.
- Gross Leasable Area (GLA):** the total floor area designed for tenant occupancy and exclusive use, including any basements, mezzanines, or upper floors, expressed in square feet and measured from the centerline of joint partitions and from outside wall faces. GLA is the area for which tenants pay rent; it is the area that produces income for the property owner. GLA lends itself readily to measurement and comparison and it has been adopted by the shopping center industry and downtown management organizations as its standard for statistical comparison. Accordingly, GLA is used in Parking Generation Manual for shopping centers.
- Gross Floor Area (GFA):** the sum of the area of each floor level of a building (expressed in square feet), including cellars, basements, mezzanines, penthouses, corridors, lobbies, stores, and offices, that are within the principal outside faces of exterior walls. With the exception of buildings containing enclosed malls or atriums, GFA is equal to gross leasable area and gross rentable area. The majority of land uses in Parking Generation Manual use GFA as an independent variable.
- Dwelling Unit:** a residential location such as a house, apartment, condominium, townhouse, mobile home, or manufactured home in which people may live.

Page 79 "required off-street parking may be located within 500 feet". Alex's is an example where across the street parking DOES NOT work. It appears Alex's instructs their employees to park on the street. Some residents nearby face problems with receiving city services because of this. In a rectangular downtown, relaxing the cross street makes sense. With our linear downtown, someone will just park in the neighborhood before crossing the street.

*Since this statement is somewhat speculative, it is not something we can definitively account for as part of this parking analysis. A linear downtown typically enables people to cross the street. In a typical linear downtown, the street has low speeds and pedestrian safety amenities that make people feel safe and comfortable crossing the street, which is one of the overarching goals of this plan.*

Page 79 I believe the 500 foot exemption is abused. There appears to be no accounting for how many different businesses are using the same very few municipal spots. If the lot has 20 spots, and business A needs 20, and new business B also needs 20, neither needs their own parking, and you now have 20 extra cars in the neighborhood.

*This scenario is common for stand-alone development typically found in suburban commercial corridors land uses and neglects to account for the effects that adjacent land uses often have different peak periods of demand. When "business A" has a peak of 15 cars, "business B" may only be using 5 cars, allowing the same 20 spaces to accommodate each for that time period.*

I believe there should be thresholds for allowing credits for bike racks. A pathological example, but if you have 10 businesses in a row that need two spots each, each can put up a bike rack, need no parking, but you're realistically short 20 spots in a small area. For example, bike credits only for parking requirements of 20 or more spots.

*People will still park if bike racks replace parking spaces. However, it is important to give developers more flexibility to provide people with reliable alternatives, including bike racks. Forcing developers to provide and construct their own parking and provide it (at no charge) to the public often results in excess parking. Incentivizing support for other mobility choices gives developers and property owners more freedom to address their customers' transportation needs.*

Page 81 The map shows the lot between City Hall and Public Safety as privately owned.

*This has been updated.*

Page 82 Figure 16 is incredibly misleading. We have areas of excess parking. We have areas with not enough parking. This graph makes it appear as if we have a huge excess of parking district wide. It is unclear if this includes La Salette's parking lot, which is huge, completely vacant, and would likely have a large impact in depressing the overall numbers.

*Figure 16 does include the La Salette lot. It is important to understand that this lot remains empty while nearby parking is filled, making it a significant development opportunity. The DDA is split into zones to better illustrate where high and low demand is located. These numbers were identified from multiple parking counts on dates at the request and approval of the DDA.*

Page 82 Picking just a single one-hour block seems it will be misleading. Different areas (e.g. Hartfield Lanes) will have different peak times. Because of our linear nature, there isn't opportunity for sharing spaces in lots that are far apart.

*While different lots have different demand periods, this hour was identified as the systemwide peak demand period, in which the highest number of land uses are experiencing their peak demand at once. This period is what the DDA can plan for in the future to ensure that they are able to accommodate future developments when the parking system is seeing its peak demand period.*

Page 84 "On-street parking feels is unprotected and feels dangerous along Coolidge Avenue." Grammar. Coolidge Highway. It feels dangerous after the road diet? It feels way, way safer to me.

*This text has been updated. While this was written prior to the road diet, cars still speed along both roads.*

Page 92 "Use standard denominators" Misuse of ITE Parking Generation Manual again.

*While these vary, it will be significantly easier for developers to understand and comply with standards when ITEs are used, as cities throughout the country use them. Specifically, in the definition of Gross Leasable Area (GLA) above ITE notes that "In the retail business, GLA lends itself readily to measurement and comparison and it has been adopted by the shopping center industry as its standard for statistical comparison."*

Page 119 The High School needs every single parking spot they can get. They are already causing a disproportionate burden on the surrounding residents due to lack of student parking.

*The High School could implement policies to encourage students to use alternative modes, carpool, or park off-site. If the issue persists, it is recommended that Berkley examined the parking demand and travel behaviors of students/employees/visitors at the school specifically as it was not the significant part of this study.*

Page 125 Table 25. Misuse of ITE Parking Generation Manual again. Why is 4th Edition used earlier and 5th edition used here?

*This table has been updated. As was mentioned previously, ITE released the 5th Parking Generation Manual while this planning process was occurring.*

Page 126 Table 26 Very misleading. Break it down by district. Mixing commercial and office is problematic.

*Below is the table broken out by zone:*

Land Use	Zone 1		Zone 2		Zone 3		Zone 4		Total	
	Supply Ratio	Demand Ratio								
Commerical/Office (per 1,000 GLA sf)	2.99	0.70	2.80	1.46	3.24	1.23	3.35	0.42	<b>3.10</b>	<b>0.98</b>
Industrial (per 1,000 GFA sf)							2.92	1.00	<b>2.92</b>	<b>1.00</b>
Residential (dwelling unit)	1.10	0.00			2.75	1.27	0.34	0.23	<b>1.55</b>	<b>0.70</b>
Public/Institutional (per 1,000 GFA sf)	2.99	0.79			1.50	0.73	7.07	0.97	<b>3.98</b>	<b>0.83</b>

*Table 26 has been replaced by the following:*

Land Use	Existing Code	DDA Parking Supply	DDA Parking Demand	40% inflation factor	Proposed Minimum	Proposed Maximum	Measurement
Commercial/Office	4.44	3.10	0.98	1.37	1.00	3.00	per 1,000 GLA
Industrial	4.00	2.92	1.00	1.39	1.50	3.50	per 1,000 GFA
Residential	2.00	1.55	0.70	0.98	0.75	1.75	per dwelling unit
Institutional	6.67	3.98	0.83	1.17	1.24	4.50	per 1,000 GFA

Page 126 Table 26 A popular restaurant may have not enough parking while at that same hour an office complex is empty.

***This is why we are recommending shared parking. Combining different land uses into the same category will reduce the potential for unnecessary parking blight and municipally mandated oversupply.***

Page 126 Which municipal stakeholders? Which incoming developments? If the incoming developments aren't across all land use categories, then it doesn't make sense to use this as a factor to inflate all.

***The DDA provided us with this number.***

Page 127 You're using the same peak time for residential as others. Does that make sense? If so, why? Residential peak may actually be highest at, say, 10pm-6am.

***For this analysis we are using the systemwide peak not residential peak. When residential demand is highest, other lots are empty.***

Page 127 If you get to a proposed minimum of 0.75 spots per residential in Metro-Detroit, it is clear to me you have no idea at all about our local conditions. This alone makes it incredibly difficult to take seriously anything else proposed.

***The current local conditions are not aligned with 0.75. However, residential developments in dense, mixed-use, linear downtowns are lower than the surrounding area. If there is a desire to transform the DDA into a more dense, multi-use, walkable corridor in comparison to the remainder of Berkley, it is critical to change the configuration and size of the parking footprint. A 0.75 ratio would achieve that.***

Page 136 "Limit land uses." I have no idea what this means.

***This refers to limiting the number of land uses within Berkley's zoning code. When there is an over-abundance of land uses, the City is more vulnerable to requiring excess parking and confusing incoming developers/property owners. Simplifying and streamlining the zoning code to include fewer land uses will be more approachable and work towards right-sizing the parking footprint.***

Page 136 "Allow flexibility by making variances easy and establish a discretionary system to allow developers to reduce the parking supply." Variances by their very nature should be rare and hard to get. If you're having to get variances as a matter of course, you need to change your law to what you actually want. A discretionary system seems ripe for abuse and lawsuit when some get their way and others don't. There should be clear, enforceable standards.

***It is recommended that the DDA be sensitive to the distinct land use, travel, and parking characteristics of the district (both now and in the future) to create a more walkable, vibrant downtown. When variances are rare and hard to get, it inhibits developers and property owners from right-sizing the parking footprint, creating more flexibility and discretion in the variance process creates an opportunity for more sustainable land use patterns to occur.***



# DOWNTOWN BERKLEY

## *Master Plan*



DRAFT • 09.03.2019

BERKLEY, MICHIGAN • DOWNTOWN DEVELOPMENT AUTHORITY

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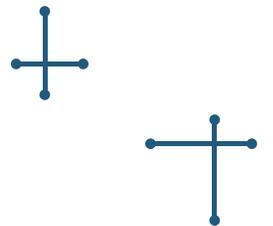
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# INTRODUCTION



# OPPORTUNITIES & CHALLENGES

Berkley, Michigan has a downtown district that many small cities would envy. Its main corridors, Twelve Mile Road and Coolidge Highway, are home to over 50 independent retailers—an eclectic mix of shops and boutiques, and services that contribute to Downtown's vitality. Downtown festivals such as CruiseFest, Art Bash, Berkley Street Art Fest, and Ladies Night attract residents and visitors throughout the year, adding a sense of excitement and vibrancy to Downtown Berkley.

This lively and welcoming place evokes a sense of the past, with a history and Mid-Century character that beckon to the golden age—both of suburban cities and of the Detroit area. This charming, aesthetic is what sets it apart from neighboring communities and retail districts—and what makes it poised for a renaissance.

## OPPORTUNITIES

Downtown Berkley holds an enormous amount of potential. The small town feel that gives Downtown so much character can be found in the friendly business owners who get to know their customers and are engaged in planning processes to build a better Downtown Berkley. Long-time, as well as emerging Berkley businesses provide a strong base to build on and provide additional complementary services. The small storefronts that make up Downtown offer opportunities for start-ups—the type of independent businesses the community desires in the downtown district.

While the Downtown has not seen high levels of new construction to date, several key sites are well-positioned for new development that could bring residential and commercial uses to the area—bolstering the existing business base.

Physical enhancements to the Downtown have the opportunity to create new places and experiences that will continue to define Downtown Berkley for years to come.

The growth of nearby communities such as Ferndale and Royal Oak have brought more attention to Berkley—both from developers and young families looking for attractive housing and a walkable downtown. With its exemplary school district and family-friendly vibe, Downtown Berkley is well positioned for future growth. The key will be to guide these opportunities in a manner that represents the vision Berkley residents, business owners, and City and DDA leadership have for their community.



***“I am excited about the future of Berkley—I believe it will grow and prosper. It just needs some updating.”***

*Comment from Online Survey*

## CHALLENGES

Downtown Berkley is not without its challenges. Downtown’s long corridors—Twelve Mile Road and Coolidge Highway—are difficult to walk from one end to the other in a single trip. Traffic speeds on both Twelve Mile and Coolidge make the pedestrian experience rather challenging—despite the fact that the Downtown area is quite walkable. Nodes of activity occur on both Twelve Mile and Coolidge, but feel disconnected from each other—both due to their distance and the absence of a consistent streetscape environment. The condition of many sidewalks and the lack of marked crosswalks at key intersections create the perception that walking around Downtown Berkley is not safe.

Berkley’s constrained development patterns make growth difficult. At the same time, growth in surrounding communities attract Berkley residents on weekends and evenings. While Downtown’s vibrant mix of businesses range from art studios to gaming spaces, an overwhelming number of beauty salons, fitness studios, and pizza parlors leave the impression there is a lack of business diversity.

The absence of a public gathering space in the district also adds to the sense that Downtown is missing a place for people to come together, and bring their families for community events and other activities. Past attempts to create this public space never gained consensus, instilling doubt in many residents and business owners that their voices truly matter in planning processes. There are perceptions that Berkley residents are hesitant to accept change in the Downtown, causing some to fear that change is happening too quickly. Local conversation around proposed changes in Downtown Berkley has caused some consternation among residents, making it more challenging to coalesce around a common downtown vision.

One thing is certain—Berkley residents and business owners are passionate and engaged in defining the future of Downtown Berkley.

# PLAN MISSION, PROCESS & TIMELINE

## PLAN MISSION

The goal of this Downtown Master Plan is to serve as a guiding policy document for Downtown Berkley—a blueprint that positions the district for growth that maintains the authentic character that makes Downtown Berkley unique. Through an extensive public input process, the Master Plan will serve as a community-backed vision for the future of Downtown, enabling the Downtown Development Authority and the City of Berkley to advance projects and initiatives that align with Master Plan objectives. The Plan identifies priority investments and outlines the steps necessary to achieve plan strategies and action steps.

## PLANNING PROCESS

In 2018, the Berkley Downtown Development Authority (DDA) and its Board of Directors embarked on the creation of a new Downtown Master Plan, an important policy document that will guide future investment and development activity within the DDA district. The Lakota Group, a Chicago-based planning and urban design firm, was engaged by the DDA to lead the development of the plan, along with economic development consultant, Community Land Use + Economics (CLUE) Group, and transportation consultant, Sam Schwartz. A Task Force of DDA board members, DDA volunteers, City Council members, City staff, and area residents was assembled to help guide the planning process.

The Downtown Master Plan process was designed to maximize opportunities for community input, with various check points to gather ideas and feedback. The planning process was organized into three phases: Public Visioning, Technical Plan, Final Plan and Adoption. The following page outlines the tasks involved in each phase, as well as the associated timeline.



PHASE 1: PUBLIC VISIONING

Project Start Meeting /  
Downtown Tour + Field Work /  
Task Force Meeting

Stakeholder Listening Sessions

Community Open House #1 /  
Field Office Activation

Stakeholder Interview +  
Workshop Summary

State of the Downtown  
Summary Report

SEPTEMBER 2018 - JANUARY 2019

The first phase establishes a dynamic community planning process and creates a comprehensive information base through which to understand the existing conditions in Downtown Berkley.

PHASE 2: TECHNICAL PLAN

Vision, Goals + Objectives  
Task Force Meeting

Community Open House #2 /  
Field Office Activation

Draft Downtown Plan +  
Open House Summary

Task Force Review Meeting

JANUARY - APRIL 2019

During the second phase, the vision and goals of the plan are outlined, and concepts and recommendations for physical enhancements and placemaking, transportation improvements, and business development were crafted and ultimately formalized into a draft Downtown Plan.

PHASE 3: FINAL PLAN + ADOPTION

Second Draft Downtown Plan  
DDA Board & City Council Presentation/  
Strategic Planning Session

Interactive Forum

Third Draft Downtown Plan/  
Updated DDA Strategic Plan

Planning Commission Approval

City Council Approval

you are here!

MAY - AUGUST 2019

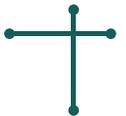
In the third and final phase, the Downtown Plan will go through a series of revisions before it is ultimately adopted by Plan Commission and City Council.

# Section One

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# ***SETTING THE STAGE***



# DOWNTOWN BERKLEY BACKGROUND

## *BERKLEY DDA*

Authorized under state law, the Berkley Downtown Development Authority is a downtown management and improvement entity funded through Tax Increment Financing (TIF) and a limited millage levy.

The DDA is governed by a 13-member Board of Directors comprised of Downtown Berkley business and property owners and at-large members, appointed by the City Manager and approved by the Berkley City Council. The City Manager also currently sits on the board. The DDA usually has one full-time staff—its Executive Director.

The Berkley DDA boundaries include Twelve Mile Road from Greenfield Road to the west and Coolidge Highway to the east, as well as Coolidge from Twelve Mile Road to the north to Eleven Mile Road to the south. These boundaries coincide with the boundaries of the TIF District, which underwrites projects for downtown revitalization, commercial development, and other infrastructure enhancements within the DDA.

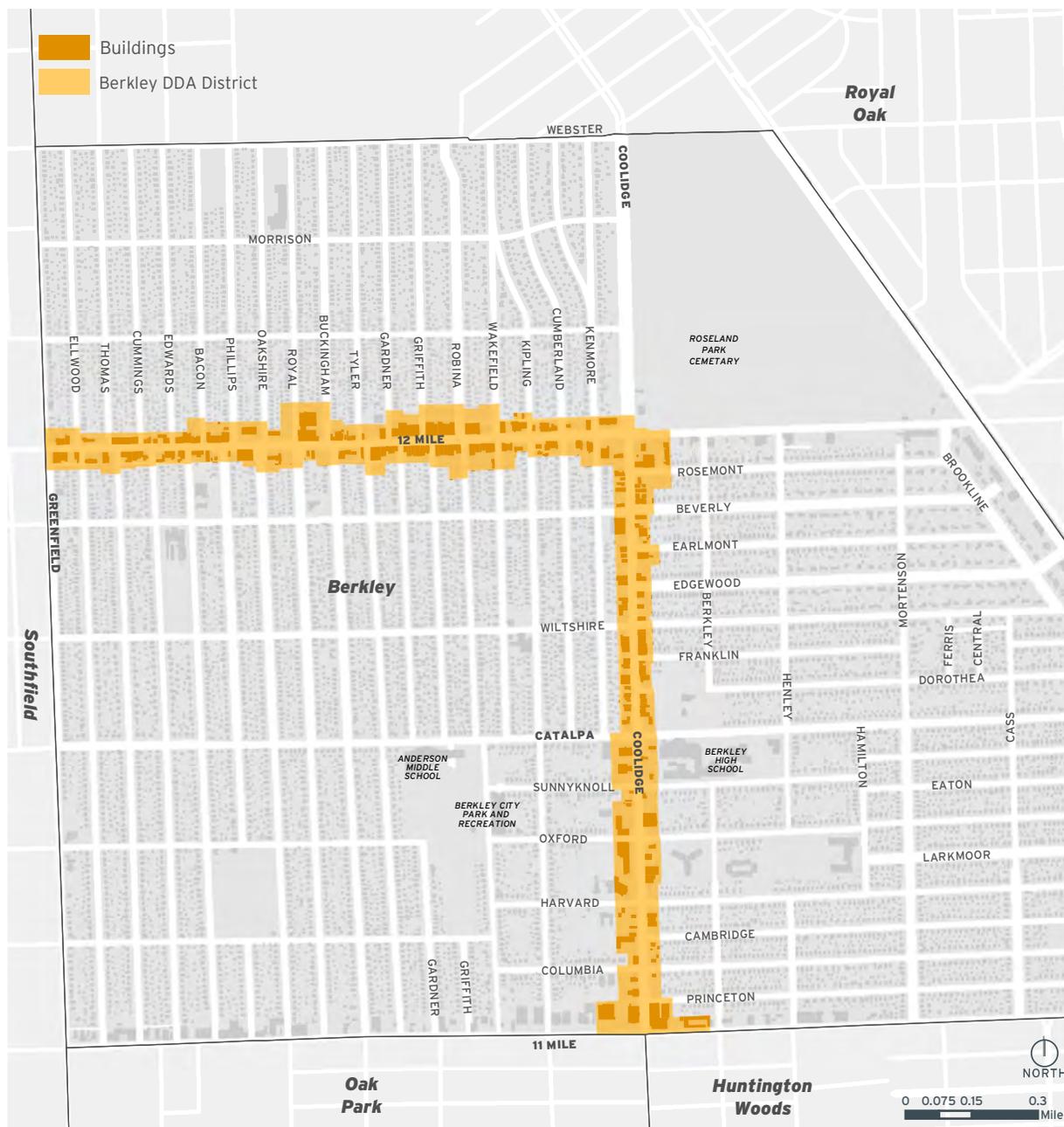


FIGURE 1: Berkley DDA Boundaries

## DDA OPERATIONS

By statute, the DDA operates semi-autonomously from municipal government, allowing the DDA to lead a variety of downtown planning and revitalization initiatives, such as:

- Business recruitment and retention initiatives
- Streetscape and urban design enhancements
- Building and storefront improvements
- Property development
- Business directories and maps
- Market analysis and business data
- Buy-local promotions
- Cooperative advertising, including programs such as radio ad-buys and a four-page color insert in newspapers distributed to 88,000 trade-area households.



In 2018, the DDA offered direct assistance to businesses from a nationally recognized retail business consultant. The assistance focused on multi-channel marketing and offered free workshops to business owners along with in-store consultations.

In addition, the DDA leads a series of annual events:

- **Berkley Nights Out:** A retail event held three times per year
- **MerriMonth:** A series of December events including shopping incentives, a shopping night, musical performances, Santa visits, a window display contest, and more
- **Art and About:** A series of visual and performance art events during the summer months

The DDA also manages initiatives to enhance Downtown Berkley’s physical environment (in addition to building and storefront improvement grant), including:

- Public art and mural programs
- Wayfinding signs
- Planning and parking studies
- Design guidelines for building improvements

Additional information regarding many of these initiatives are outlined on page 11.

The DDA is a participant in the Main Street Oakland County program and is currently designated as one of their “Select Communities”. In February 2019, the DDA became a “Certified Main Street Program”, a designation offered through the National Main Street Center and Main Street Oakland County. Main Street is a historic preservation based economic development program for traditional commercial districts, developed by the National Trust for Historic Preservation and the National Main Street Center in 1980.



*Art & About Graphics*



*MerriMonth Graphics*



*Ladies Night Out Graphics*

# PLANNING CONTEXT

AUGUST 2017

SUMMER 2017

*In the past two years, the Berkley DDA and the City have been proactive in addressing the needs of the Downtown district. Many of the planning processes conducted to date have included public outreach, which has led to some confusion among Berkley residents and business owners as to how these planning efforts converge and diverge. The following pages give a brief overview of what has been accomplished to date, what is coming in the future, and how they all help to make Downtown Berkley great.*



## DDA STRATEGIC PLAN

In 2017, the Berkley DDA engaged The Lakota Group to develop the DDA's first *Strategic Plan*. The Plan represents a new set of goals and actions to guide the organization's revitalization efforts along Twelve Mile Road and Coolidge Highway. Coming at a time of change for the DDA, with a new Executive Director and an interest in participating in the Main Street Oakland County program, the Plan set forth a clear agenda for the DDA and an understanding on how the organization should position itself in the transition to a DDA-based Main Street revitalization program.

## WAYFINDING SIGNAGE

The DDA and the City of Berkley worked with Corbin Design to develop a *Comprehensive Wayfinding System* for the DDA district and the City of Berkley. The design concepts highlighted below reflect the signs that will eventually be placed around Downtown Berkley to communicate to residents and visitors how to navigate the Downtown, find parking, and locate destinations outside of the Downtown. These signs have been approved by the DDA and the City and will be fabricated and installed in 2019.



MARCH 2017

## DOWNTOWN MARKET ANALYSIS

A *Retail Positioning Strategy* was completed in 2017 by MJB Consulting. The study focuses on market positioning for Downtown Berkley and its merchants, and how businesses can align themselves with target consumer groups.

The *Retail Positioning Strategy* highlights some of Downtown Berkley's differentiating traits, such as being unpretentious and eclectic in its business mix. It also notes the advantages of plentiful free parking and lower rents than nearby upscale retail centers. Independent businesses make Downtown Berkley what it is. It describes Downtown's audience as "artsy" but not "edgy", with five primary target sub-markets:

- Females in their 30s and 40s seeking practical styles
- Families with young children
- Destination-driven "neo-hipsters," in their 20s and early 30s
- "Gamers"
- Older traditionalists (e.g., local empty-nesters)

The study recommends expanded dining options, as well as "third places" for community gathering (places for people to spend time outside of their place of work and home). Healthy food offerings and craft beer align with the target demographic and align with many existing businesses, such as boutique fitness studios. In tenanting and recruitment initiatives, the *Retail Positioning Strategy* also recommends focusing efforts on:

- Retail boutiques such as women's apparel (including thrift/consignment), gifts, books, and other niche retail
- Additional food and beverage concepts
- "Third place" venues

Across these categories, the study emphasizes independent businesses and "chain-lets" (small/regional chains) because they align with Downtown Berkley's small business character.

Additional recommendations include a range of incentives, conceptual planning solutions, and regulatory tools, such as:

- Creating a retail recruiter position within the DDA;
- Expanding paid and editorial media presence to raise Berkley's profile in the Detroit metro;
- Providing businesses with marketing and other professional consultant resources;
- Permitting only "public-facing" businesses (e.g., retail, restaurants) in ground-floor spaces;
- Improving district design through better storefront signs, effective way-finding, and traffic calming solutions.

MARCH 2018

JUNE 2018

## COMPLETE STREETS ORDINANCE

The City of Berkley adopted its *Complete Streets Ordinance* in March of 2018. The Ordinance provides a framework to ensure that future transportation and roadway improvements are safe for all users, including pedestrians, cyclists, and transit users. Complete Streets utilize tools such as curb enhancements, bike lanes, improved signage and pedestrian crossings to make cities more walkable and enjoyable for people of all ages using all modes of transportation. An update to the Michigan Planning Enabling Act (2010 PA 135) requires all municipalities to address Complete Streets in a community's Master Plan (Comprehensive Plan).

Read more about this ordinance on page 78.

## DDA DESIGN GUIDELINES

The Berkley DDA worked with consulting firm Winter & Company to develop a set of *Design Guidelines* for the Downtown, which were completed in June of 2018. The guidelines set design standards for new development and building rehabilitation in the Downtown district, with the goal of enhancing the district's image while reinforcing the design qualities that make it unique. Community input helped in forming the final guidelines, ensuring the community's design expectations are clear to future developers.

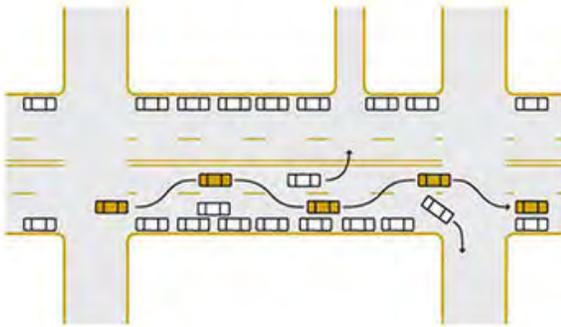


*Coolidge Highway Concepts from the Berkley Downtown Design Guidelines*

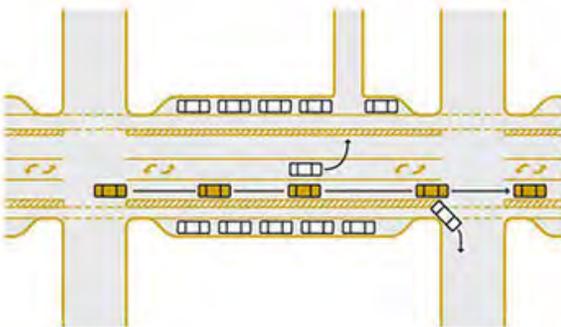
ONGOING

SPRING 2019 AND FORWARD

BEFORE



AFTER



The graphics above, from NACTO's Urban Street Design Guide, show how road diets can improve safety and traffic flow.

## COOLIDGE HIGHWAY ROAD DIET

The City of Berkley and the DDA worked with engineering firms Spalding DeDecker and HRC to assess the feasibility of a lane reduction on Coolidge with the goal of slowing traffic, increasing safety, and spurring economic development.

On Monday, January 7, 2019 the City Council approved a Resolution of Support for a 24 month trial lane reconfiguration for Coolidge Highway between Eleven Mile and Twelve Mile Road. The new configuration uses paint to reduce the lanes of travel to one in each direction, creates a dedicated center turning lane, expands parking, and adds bike lanes.

## ONGOING PLANNING EFFORTS

A multi-community planning process began in early 2019, which aims to coordinate transportation improvements and sustainable infrastructure improvements between Berkley, Huntington Woods, and Oak Park.

In the summer of 2019, the City is set to announce the process to update Berkley's Master Plan (comprehensive plan). The most recent Master Plan was completed in 2007. The goals and recommendations from the Downtown Master Plan will be incorporated as a part of the city-wide Comprehensive Plan. The Downtown Master Plan will be incorporated as a chapter within the City Master Plan.

## OLDER PLANNING EFFORTS

### 2009 PARKING ANALYSIS

In May 2009, Berkley's DDA, in partnership with LSL Planning Inc, completed a parking plan to identify parking deficiencies and determine strategies to meet Downtown Berkley's future parking needs. The Plan outlined nine primary recommendations, which included encouraging more cooperation in the use of parking spaces between businesses, using parking to support infill development, and increasing signage/wayfinding of parking facilities within the DDA district.

This plan examined the entire DDA district, extending from the intersection of Coolidge and Twelve Mile one mile to the west to Greenfield Road, and one mile to the south to Eleven Mile Road. Key findings of the study were primarily derived from parking utilization surveys conducted during the morning, afternoon, and evening on a typical weekday, and Friday, and Saturday during the holiday season.

These times and season were recommended from the Institute of Transportation Engineers (ITE) and National Parking Association (NPA).

These surveys discovered peak parking utilization occurred in the weekday afternoon and evening, with the most significant demand occurring along Twelve Mile between Wakefield Road and Tyler Avenue. Overall, Coolidge Highway saw a lower demand rate, with the majority of facilities not exceeding a 70 percent occupancy rate.

The results of these surveys, along with feedback from the public, were used to identify key parking issues and inform the recommendations, which were classified into four primary categories:

1. New, expanded and reconfigured municipal parking lots, including wayfinding signs to those lots.
2. Enhancements to on-street parking.
3. Improvements to expand capacity, shared parking, or better managed use of private parking lots.
4. Revisions to the municipal zoning ordinance parking standards.

Specifically, four capital key capital projects were identified:

- A. Pursue expansion, reconfiguration and pedestrian amenities to municipal lots along Twelve Mile Road between Tyler Avenue and Wakefield Road.
- B. Coordinate the layout and striping of the lot between Tyler Avenue and Griffith Avenue along Twelve Mile Road.
- C. Expand municipal lots on Coolidge Highway between Wiltshire Road and Catalpa Drive.
- D. Incorporate new on-street parking and shared parking for Edgewood area businesses, adjacent to Coolidge Highway.

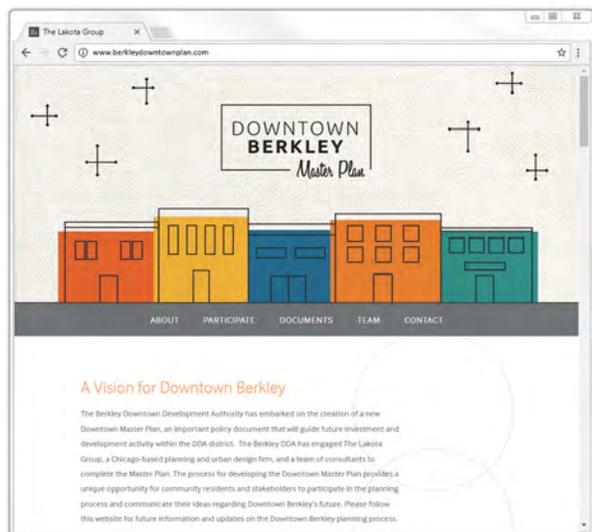
Since the plan was developed, the primary action taken has been the acquisition of the parking lot associated with Berkley High School (Project C above), which has since been converted to municipal parking and made available to the public.

# COMMUNITY INPUT

The public visioning and outreach phase of the Downtown Berkeley process included significant engagement of community residents, business owners, City and DDA staff, and elected officials. From the beginning, stakeholders were engaged in a dialogue on their community's Downtown—its key assets, areas for improvement, and what its future could be.

The process was tailored to encourage participation through a number of different engagement activities, including a project website; social media posts; stakeholder interview sessions, a community Pinterest board; online surveys; community open houses held at the Berkeley High School; and Downtown field offices to allow stakeholders to view workshop materials and participate in exercises the day following the open house.





Project Website



Social Posts created for Downtown Berkeley's Facebook and Instagram



Community Open House and Field Office Posters



Community Open House Flyers posted around Downtown Berkeley



Project Info Cards listing Project Website

## STAKEHOLDER INTERVIEWS

In October 2018, the planning team spent two full days in Berkley meeting with a wide variety of Berkley stakeholders, including local elected officials, City Council members and staff, representatives from regional organizations such as the Road Commission of Oakland County, Southeast Michigan Council of Governments (SEMCOG), Main Street Oakland County, local civic institutions and local industries, and Downtown Berkley business and property owners. Through these meetings, a number of key planning challenges and opportunities emerged. The following section summarizes stakeholder feedback.

### A PLACE TO GATHER

There is consensus among community stakeholders in the need for a public space Downtown. However, plans to create such a place have fallen short in the past. While concepts for a plaza at Twelve Mile Road and Robina Avenue from the 2007 Master Plan are still viewed fairly positively, stakeholders are interested in seeing more options—both for the design of the space and its location. While a public space is needed to activate the downtown and bring more vibrancy and investment, residents and volunteers need ideas for placemaking that can come to fruition quickly, to renew energy for this initiative and create more pockets of activity.

What brings people together in the absence of a community space Downtown are the events—which draw residents from nearby communities and are part of what makes living in Berkley great. While a greater frequency of events is desired, there is also volunteer burnout for managing these events. Stakeholders considered shifting the focus to design more “activated spaces” in place of additional events, which could be less cumbersome to administer, while still bringing people together.

### TRAFFIC & PARKING

Though walkability is a key asset in Downtown Berkley, traffic speeds and sidewalk conditions on both corridors continue to be an issue. Many intersections feel unsafe to cross and would benefit from better pedestrian amenities. While Michigan traffic laws make reducing the speed limit challenging, changes to street geometry, such as lane reductions, can be used to achieve slower speeds. These changes have been incorporated into the Coolidge road diet. Downtown pedestrian safety enhancements are necessary to create a comfortable pedestrian environment necessary for thriving traditional commercial districts. These enhancements encourage people to walk to downtown destinations rather than using a car. The success of road diets are evident in other Oakland County communities.

Many stakeholders noted that free parking is important to Downtown Berkley and differentiates the Downtown from neighboring communities. Though perceptions of a parking issue vary, improved parking standards and requirements, as well as better signage and permitting in certain residential locations, are desired to address the issue.



## STREETSCAPE & FACADE IMPROVEMENTS

Downtown Berkley has a number of storefronts and buildings in need of rehabilitation. The run-down appearance of these buildings deters retailers, impact property values, and create a sense of disinvestment in the downtown. The current facade improvement program should be more widely advertised to encourage additional participation in the program.

In addition to buildings and storefronts in need of rehabilitation, the streetscape environment throughout Downtown Berkley is inconsistent, often lacking any landscaping or pedestrian amenities. Potential improvements to the streetscape can attract business owners and investors, and create a sense of the identity of Berkley through lighting, signage, and street furnishings. Stakeholders noted the need to align these investments with needed infrastructure improvements, and to incorporate stormwater management methods to address flooding issues that impact residents in Berkley as well as Huntington Woods and Oak Park.



## COMMUNICATION

Downtown business owners and Berkley residents expressed that better communication is needed from both the DDA and the City. Many business owners are not aware of Downtown events, and the calendar of events between the DDA and the City are not consistently coordinated. This lack of coordination and communication causes confusion for Berkley stakeholders who need to manage their own schedules accordingly, and who would like to leverage the opportunity presented by Downtown events. There is also a missed opportunity to better communicate the various roles and responsibilities of City entities and how they bring value to residents and business owners. Though a “Welcome Packet” for new residents is distributed by the Berkley Chamber of Commerce, stakeholders noted that it was in need of an update.

While conflicting opinions are natural for a community undergoing change and revitalization in its downtown district, this planning process was noted as an opportunity to bring people together on what they are for, instead of what they are against.



## DOWNTOWN REGULATORY ENVIRONMENT

Downtown developers, investors, and stakeholders commented that the downtown zoning and the development review process is lengthy and a deterrent to downtown investment. Current building codes are outdated and onerous, discouraging new businesses from moving to Downtown or existing businesses to expand.

The DDA noted that it is participating in the Michigan Economic Development Corporation’s Redevelopment Ready Communities® program, which is designed to update development processes to be more predictable and efficient, while also encouraging flexibility. This process, along with the recent *Berkley Design Guidelines* document and ensuing Design Overlay District, will help to standardize the development review process. With those steps in place, stakeholders noted that better marketing of key sites and desired downtown businesses is needed.

## OPEN HOUSE & SURVEY RESULTS

Approximately 60 people participated in the **first Community Open House**, held the evening of November 13, 2018, at the Berkley High School Collaborative Center.

This workshop introduced the planning process to the community and provided a series of interactive exercises to engage stakeholders on what they considered to be the biggest issues and opportunities within the Downtown area. The planning team hosted a Community Field Office the day after the Open House at vacant storefront on Twelve Mile (3116 Twelve Mile) to provide opportunity for people who were unable to attend the event to learn about the project and participate in Open House exercises.

Open House exercises included **Visual Preference Boards**, where participants were asked to rank imagery related to placemaking, streetscape, public space, and transportation elements so the planning team could get a sense of the community's preferences on improvements to Downtown's physical realm.

A **Big Map Exercise** layed out maps of Twelve Mile and Coolidge and asked participants to mark the locations of issues and opportunities using coded stickers and accompanying notes.

Attendees were also asked to “put your money where your mouth is” through an interactive **Priority Voting Exercise**. Each participant had a total of five coins, each counting as a vote for various downtown initiatives, ranging from urban design improvements to business retention to transportation enhancements.

Following the Open House and Field Office, all materials and surveys were posted on the project website, and an online survey was created for those who could not attend. Forty people completed the online survey, which was live for two weeks and advertised through social media and e-newsletters. The results of the open house, field office and survey exercises are summarized in the following section.

The **second Community Open House** was held on February 28, 2019, followed by a Field Office the following day. This second open house presented downtown **Urban Plaza** concepts, **Parking & Mobility** Strategies, **Streetscape** concepts, and **Business Development** concepts. The online survey created and distributed following the second open house was live for two weeks and received **248 responses**. All survey responses and open house comments are posted to the project website. The ideas presented at the second open house and a representation of feedback received are highlighted in the goal chapters of this document.



*First Open House on November 13, 2018*



*Second Open House on February 28, 2019*

## STRENGTHS & WEAKNESSES

Open House attendees and survey respondents were asked two open-ended questions about Downtown’s strengths and weaknesses, respectively. Collective and universal themes emerged from the responses for each, which are highlighted in the graphics to the right.

Strengths of the Downtown include its variety of retail offerings, such as specialty shops and locally-owned businesses. In many responses, this was directly linked to the community’s small town feel and quaint character.

Another Downtown strength expressed in a number of survey responses was walkability, especially along Twelve Mile and to and from nearby neighborhoods. Yet, a major weakness was identified as high traffic speeds, which make pedestrians feel unsafe.

Many respondents perceive a lack of business diversity Downtown as a major weakness. Survey respondents would like to see a wider variety of restaurant options and rehabilitated Downtown buildings and storefronts.

### DOWNTOWN BERKLEY’S STRENGTHS

*“Easy to walk to with some unique shops and buildings”*



*“Friendly, small-town feel, unique shops”*

### DOWNTOWN BERKLEY’S WEAKNESSES



*“Main strip is in need of visual update”*

*“Too many repeat genres. We need more restaurants, more entertainment options, more reasons for people to visit”*

## VISUAL PREFERENCE SURVEY

The goal of the visual preference survey is to gauge the community's attitude towards Downtown's potential character through an interactive ranking exercise. Various types of improvements were featured on different exhibits and participants were given stickers to rank how much they liked or disliked each image.

### Placemaking

Images of temporary placemaking initiatives were featured on the Placemaking exhibit. This relatively affordable urban design approach involves making temporary and relatively inexpensive changes to a public space—activation of an alley through public art, mobile play structures, and quick-hit landscaping. While the highest ranked elements are featured below, all placemaking images ranked relatively high in comparison to other exhibits.



### Public Spaces

This category represents more permanent transformations to the public realm, which require significant investments and longer implementation timelines. Participants were asked to rank their preferences on types of public spaces as well as elements of public spaces. The images with the most positive response were images of a pocket park, an urban plaza, as well as the use of string lights in future public spaces.



## Streetscape

Streetscape improvements can include changes to the physical road, traffic management, sidewalks, landscaping-materials, and street furniture. All of these create a more pleasing aesthetic, increased pedestrian safety, and make streets and sidewalks more appealing public spaces. Participants responded positively to pedestrian amenities, as well as elements such as decorative paving and colorful bike racks.

Streetscape improvements can also incorporate stormwater management methods. Of these elements, rain gardens and a permeable paver plaza were the highest-ranked in the visual preference survey. Among the landscape treatment options provided, street trees ranked highest, followed by landscaped planter beds and seatwalls.

## Transportation

Transportation initiatives that focused on pedestrian enhancements received the highest marks, such as crosswalks with a center pedestrian refuge and widened sidewalks. Among the bicycling/micromobility options presented, kid-friendly cycling paths was the highest-ranked (see below right). While many of the public transit improvements were not very highly rated, branded bus shelters with wayfinding signage were viewed positively.



87

PEDESTRIAN STREET LIGHTS



90

STREET TREES



81

ENHANCED CROSSING



83

WOOD AND METAL BENCH



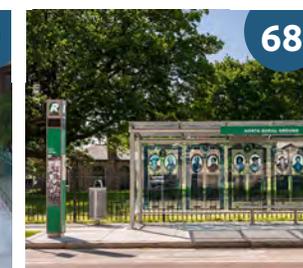
87

SEATWALLS



79

WIDENED SIDEWALK



68

# BIG MAP EXERCISE

Attendees at the first Community Open House and the Field Office were presented with large maps of Twelve Mile Road and Coolidge Highway in Downtown Berkley. Each person was given a set of numbered stickers, each with a corresponding comment card. The stickers were categorized into opportunities (design, public space, development, and general) and issues (parking, pedestrian, and general). The following summarizes the results, as presented in Figure 2, below, and Figure 3 on page 26.

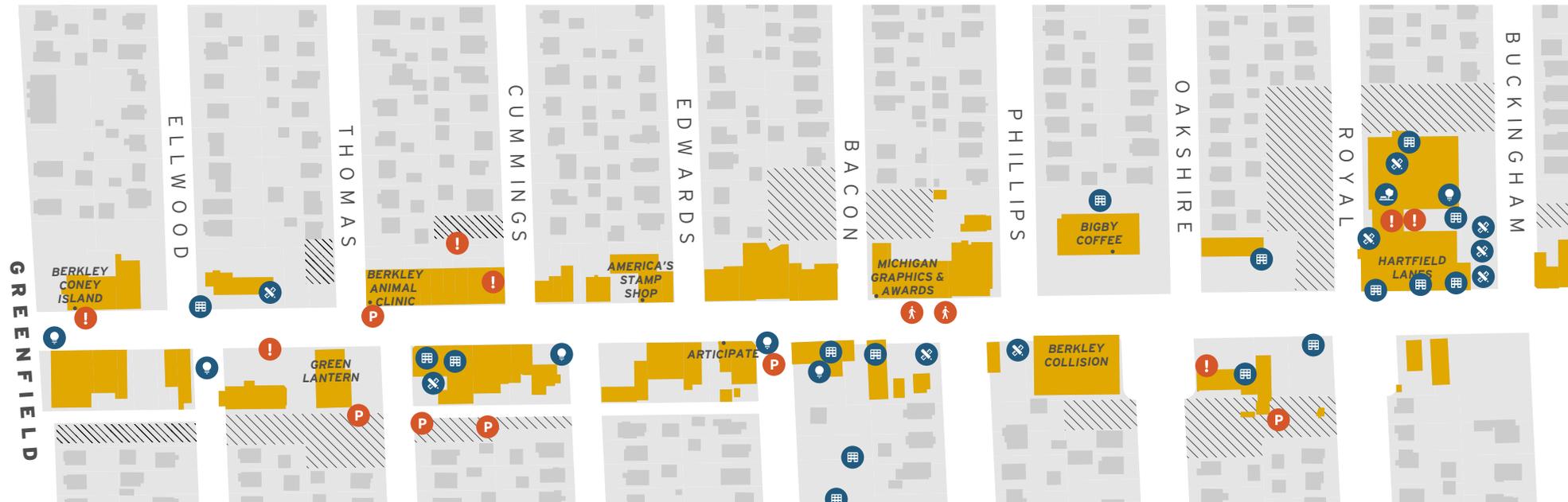
## Opportunities

### *Design Opportunities*



Locations for design opportunities centered around two main locations—Hartfield Lanes bowling alley at Twelve Mile and Buckingham, and at the intersection of Coolidge and Twelve Mile. Most comments mentioned more landscaping, public art, and decorative lighting as highly desirable. Specific ideas including converting some of the bowling alley’s parking into a pop-up cinema, improving the gateway to the city at Coolidge and Eleven Mile, and adding a shade structure to the open space between Clark’s Ice Cream and Odd Fellows antiques.

FIGURE 2: Big Map Results - Twelve Mile Road



## Public Space Opportunities

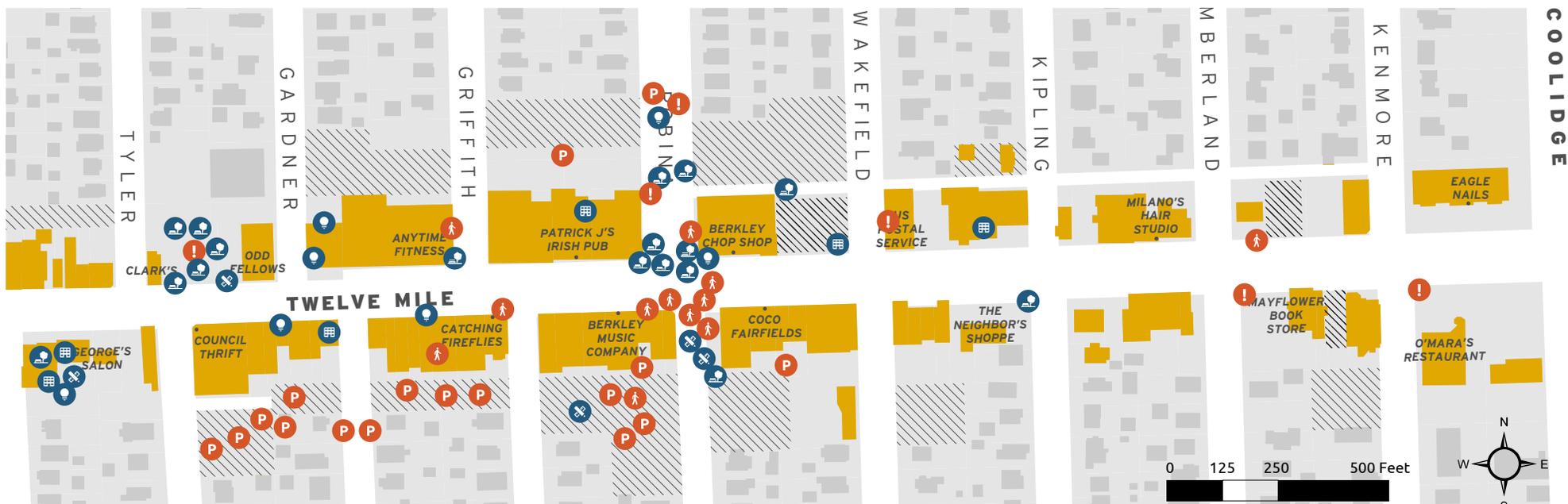


Though public space opportunities were identified around the Downtown, the three most common locations were between Clark's and Odd Fellows on Twelve Mile, at Robina and Twelve Mile, and near Berkley High School on Coolidge. Other potential locations include small green spaces at Twelve Mile and Kipling Avenue, at Coolidge and Earlmont Road, and as a part of a development on the Our Lady of La Salette property. Additional ideas included activating the High School parking on Coolidge by adding a green wall with seating, and programming art installations at Dorthea Road and Coolidge.

## Development Opportunities



Community members identified development opportunities throughout the Downtown—indicating a high level of support for both new mixed-use development and adaptive use projects. In addition to previously discussed development opportunities, such as City Hall and the La Salette property, sites such as Hartfield Lanes, parcels adjacent to Berkley Public Works, the site at Coolidge and Earlmont, and an outdated strip mall on Coolidge were identified.



## General Opportunities



The most common locations for general opportunity stickers occur on Coolidge, near the Berkley Community Garden and the Stantec office building, where comments suggested the installation of new murals. Other comments note good locations for restaurants, breweries, and coffee shops, as well as buildings that need improvements, such as the Council Thrift Building on Twelve Mile. The Berkley Theater building was also identified as an ideal location for small shows and events.

## Issues

### Parking Issues



The majority of identified parking issues occur in the lots on the south side of Twelve Mile between Griffith Avenue and Tyler Avenue. Comments for these locations indicate that they are full during prime hours, and that spots for particular businesses are not adequately utilized and should be shared. The lots on the south side of Twelve Mile at Thomas Avenue were also identified, as were some residential streets where overnight parking is an issue.

Fewer parking issues were identified on Coolidge, though comments note that more parking will be needed to accommodate future development along Coolidge. Parking near Republica restaurant was noted as an issue. The lot at Coolidge and Dorothea Road was identified as one that should be reconfigured to allow the area to be used as a public space.

FIGURE 3: Big Map Results - Coolidge Highway



## Pedestrian Issues



Pedestrian issues were identified throughout Downtown Berkley. Comments indicate the need for more places to cross Twelve Mile—particularly at Robina, where many suggested a new crosswalk. The parking lot south of Twelve Mile on the east side of Robina was also noted as a pedestrian hazard. On Coolidge, many mentioned the need for additional crosswalks to make the area safer for high school students. The number of curb cuts and uneven sidewalks on Coolidge were also noted as an issue.

## General Issues



The locations and comments in the general issues category are generally well-represented in the other topics. These include the need for sidewalk and crossing improvements, building improvements, and traffic speeds. Specific issues include the need to better educate drivers and pedestrians on how to use the Coolidge enhanced crosswalks, and the potential to improve the space between Clark's Ice Cream and Odd Fellows at Twelve Mile and Tyler Avenue.



## BUSINESS SURVEY

A series of survey questions asked respondents about their downtown experience—how often they visit Downtown, how chain businesses are viewed, and what businesses they would like to see in Downtown.

### Business Preferences

Respondents overwhelmingly favor the independent-business character of Downtown Berkeley, with 83 percent preferring independent businesses to chains.

FIGURE 4: Independent & Chain Business Preferences

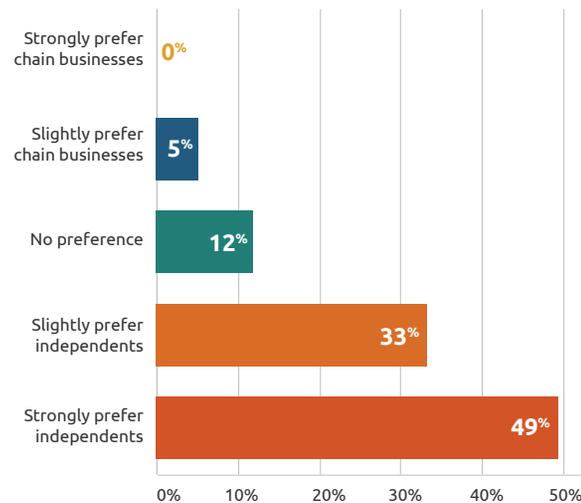
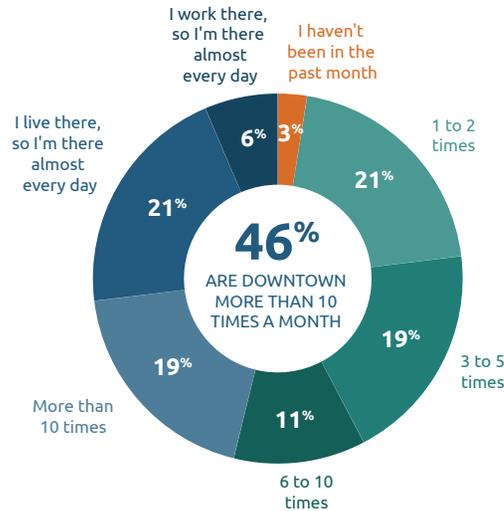


FIGURE 5: Frequency of Visits



### Frequency of Visits

Survey respondents visit Downtown often: 77 percent of people said they are in Downtown Berkeley at least three times per month. Almost half, 46 percent are Downtown more than ten times a month. Of those, 27 percent live or work Downtown. Less than 3 percent said they rarely visit Downtown.

### Desired Businesses

When asked what types of businesses respondents would like to see, three categories rose to the top.

Overwhelmingly, respondents want more restaurants. Almost 70 percent of survey respondents desired restaurants – particularly a greater variety of ethnic restaurants (e.g., Mexican food, sushi), or non-ethnic restaurants with a specialty or theme (e.g., steakhouse).

A microbrewery was specifically mentioned by 20 percent of respondents.

Coffee shops were the next most-frequently mentioned, with a strong preference for independent coffee shops. Coffee shops were mentioned in 36 percent of surveys.

The desire for a Downtown grocery store came up in 33 percent of surveys, with a range of preferences from a full-line grocery store, specialty markets (e.g., ethnic foods), or green grocer.

In addition to these three categories, respondents mentioned a range of desired independent or boutique retailers, including apparel, toys, books, and others.

## DOWNTOWN BERKLEY IS...

When asked to describe Downtown Berkley in a few words, a mixed impression emerges. Some of the most frequently used words describe Downtown as “dated” (old, worn, boring, etc.), though they also largely see its potential and its charm.

When open house attendees were asked how they envision Downtown Berkley in the future, their responses were largely positive and hopeful.

POSSIBILITIES  
**POTENTIAL**  
 OPPORTUNITIES  
 OLD WORN BORING  
**DATED**  
 BLAND STAGNANT  
 ECLECTIC ARTSY  
**UNIQUE**  
 ECCENTRIC  
 CUTE QUAINT  
**CHARMING**  
 SMALL

*“Now and in the future, Downtown Berkley is a fun, friendly, and safe place for everyone.”*



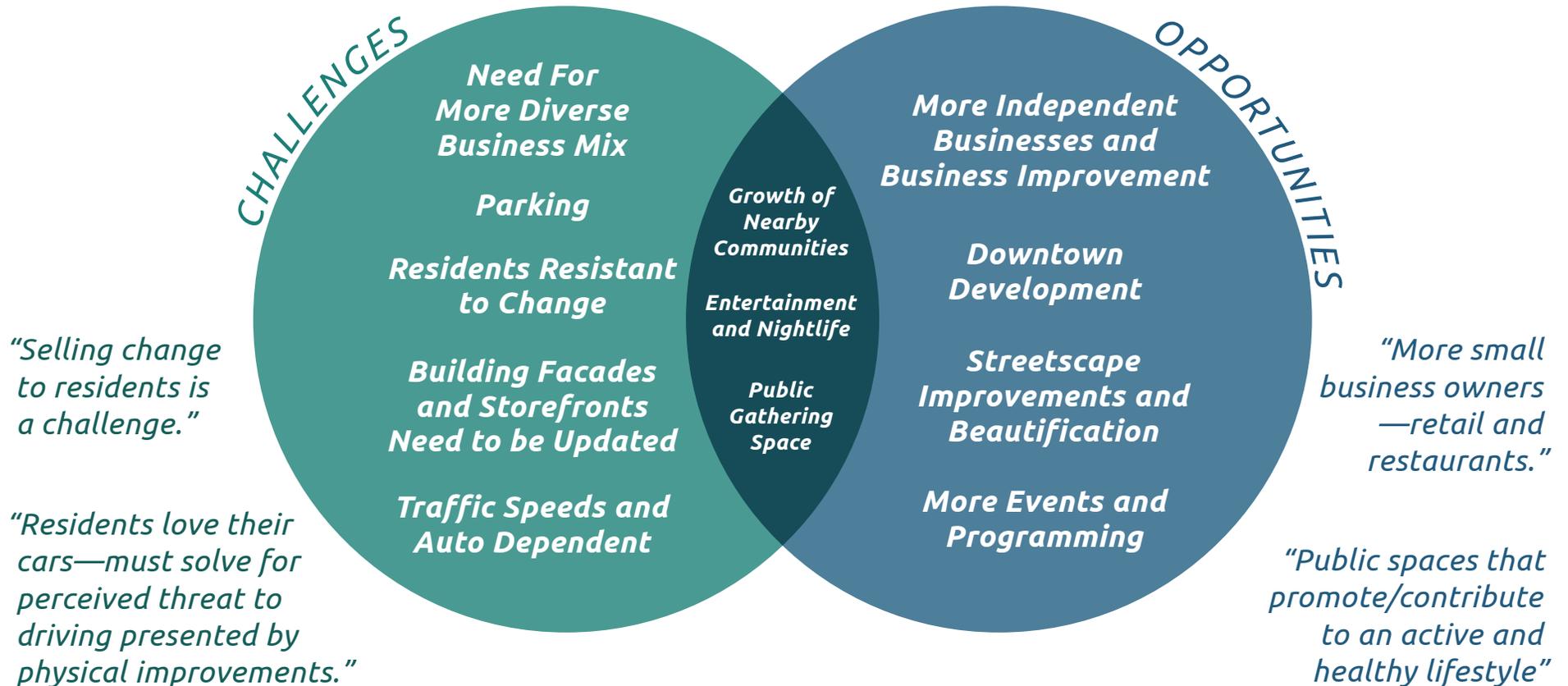
*“Now and in the future, Downtown Berkley is progressive, welcoming and wonderful for both business owners and residents. ”*

## CHALLENGES & OPPORTUNITIES

Survey respondents were asked about the greatest challenges currently facing Downtown Berkley, as well as what opportunities Downtown Berkley should pursue over the next decade. Common responses regarding both challenges and opportunities are outlined below.

A handful of responses were commonly listed as both challenges and opportunities. For instance, competition from nearby communities was seen as a challenge, but the growth of those communities was seen as beneficial for the growth of Berkley.

The limited number of entertainment venues is a challenge for the Downtown, but also an opportunity to attract new businesses to fill that void. While the community lacks a public gathering space, it is also opportunity to design a space that could define Downtown Berkley.



## PRIORITY INITIATIVES

During the first Community Open House, attendees were given five coins to distribute among a number of jars, each labeled with their own downtown initiative. A similar exercise was included on the online survey, where respondents were asked to rank the same downtown initiatives.

The results from the first Open House coin exercise highlighted **Business Attraction and Retention**, **Public Art and Placemaking**, and **Improved Parking Conditions** as the highest priority initiatives.

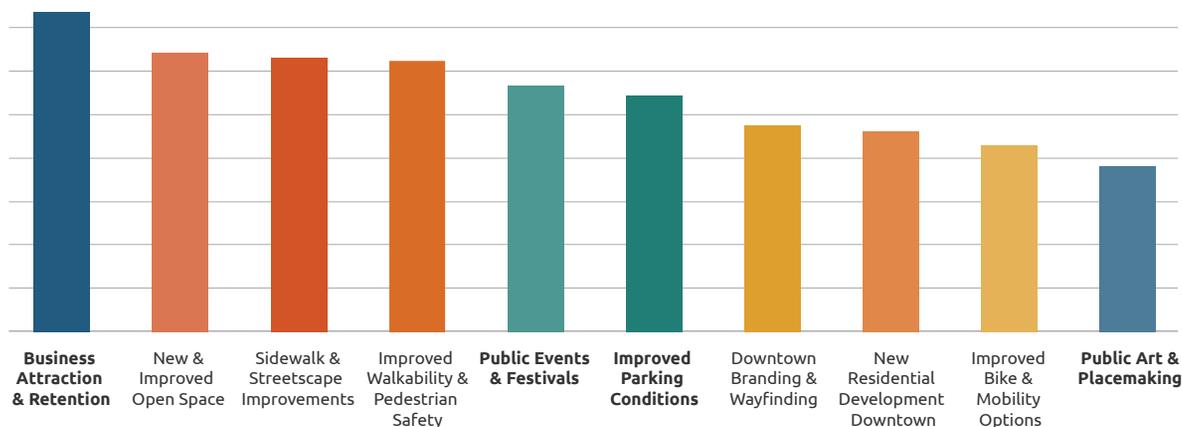
Responses from the online survey are in agreement on the top priority of **Business Attraction and Retention**. From there, the results diverge, with the next highest priority items as **New and Improved Open Space**, and **Sidewalk and Streetscape Improvements**.

Though the top results from each exercise may be at odds with each other, it's important to note that aside from the Business Attraction and Retention initiative, the next six highest ranked initiatives in both exercises are all within a close range. Therefore, it may be more insightful to examine the three initiatives near the bottom of both exercises: New Residential Development Downtown, Downtown Branding and Wayfinding, and Improved Bike and Mobility Options.

### COIN EXERCISE RESULTS

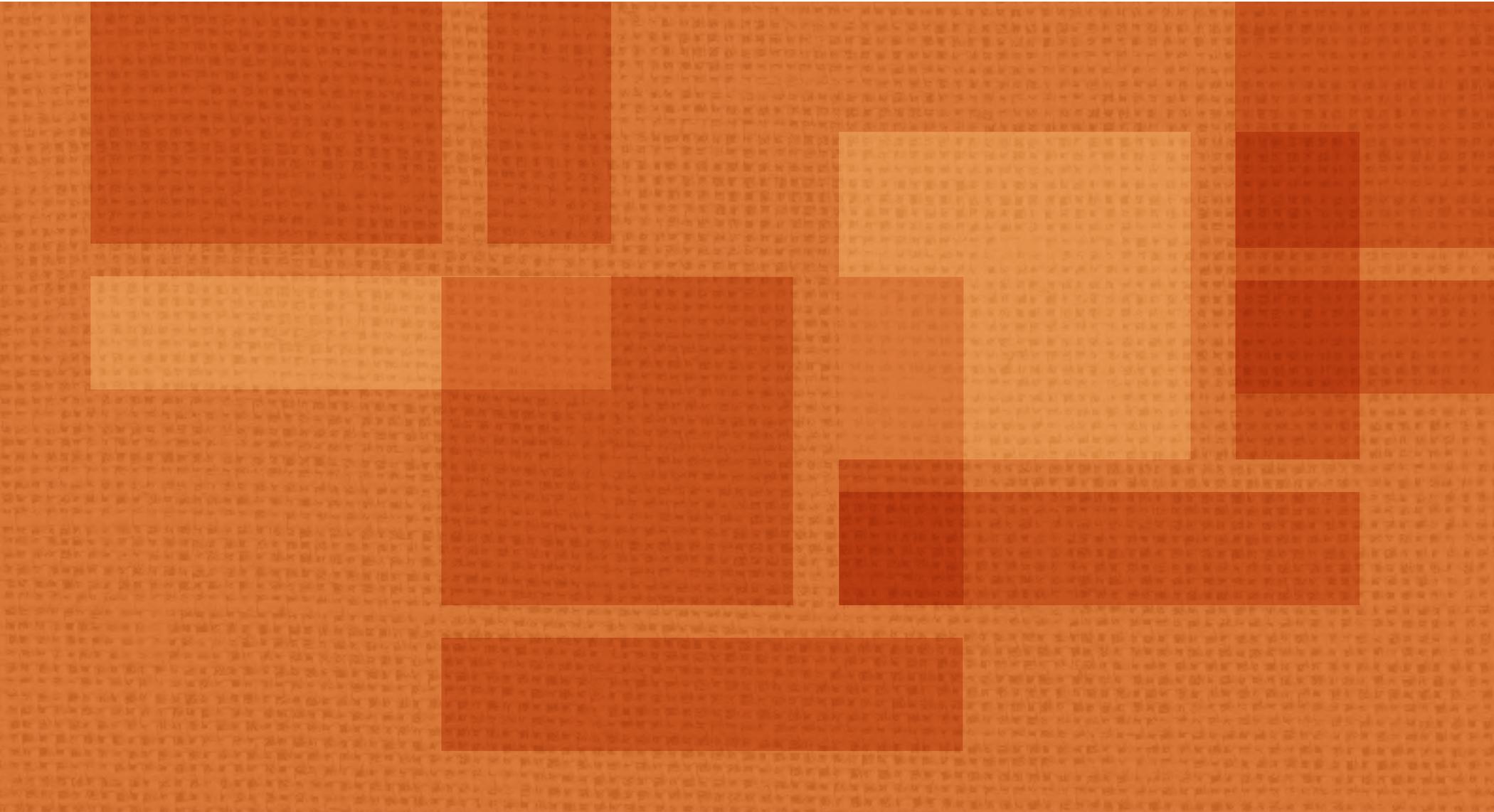


### SURVEY PRIORITY RANKING

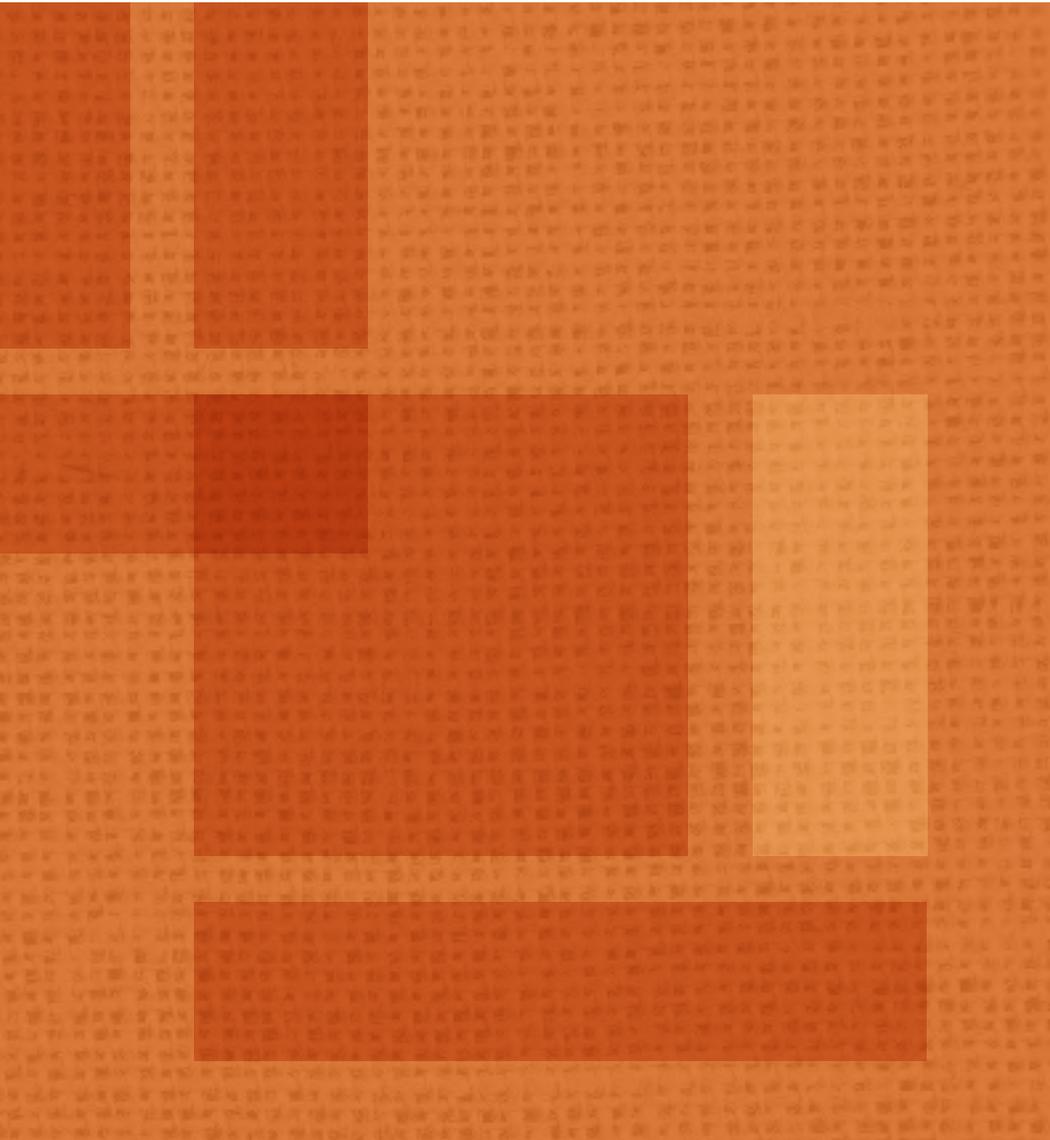


# Section Two

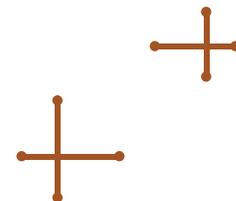
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# ***DOWNTOWN MASTER PLAN***





## ***DOWNTOWN BERKLEY VISION STATEMENT***

Downtown Berkley in 2022 consists of two growing and thriving commercial corridors within the Detroit metropolitan region: Coolidge Highway and Twelve Mile Road — corridors comprised of vibrant destination businesses and attractive and walkable physical environments. Over the years, Downtown business and property owners, and community stakeholders have invested in Downtown assets and pursued opportunities that enhance Downtown’s economic base, its visual environment and its overall quality of life. Downtown Berkley stakeholders continually strive to plan and improve Coolidge Highway and Twelve Mile Road as compelling places to work, live and play.

Investments in Downtown streets, sidewalks, gateways, plazas, wayfinding and other public space and streetscape enhancements are undertaken to make Coolidge Highway and Twelve Mile Road pedestrian-friendly, “bike-able”, clean and attractive, green, and more unified in appearance. Murals, public art, banners, trees, and planters are also present to add color, diversity and vibrancy to the visual environment.

Downtown’s extensive building stock is well-maintained, facades and storefronts are improved, and new well-designed and well-scaled awnings and signage are installed complimenting the overall pedestrian-oriented look and feel of Twelve Mile Road and Coolidge Highway. New buildings fit the Downtown Berkley context, designed with suitable materials, height and detail, and built to the sidewalk respecting Downtown Berkley’s existing development pattern. The Downtown is highly-managed by the DDA in terms of its on-going maintenance of public spaces and streetscapes. Appropriate plans and zoning codes are in place to ensure a high-quality design environment is achieved in 2022 and into the future.

Downtown Berkley is recognized for its rich diversity of independent businesses, services and retail activity that attracts shoppers and visitors from throughout the Detroit region. Restaurants, coffee houses and other entertainment-related businesses, such as a revitalized Berkley Theater, brings nightlife and vitality, and builds a vibrant, hip, artsy café scene that attracts people of all ages to Downtown Berkley.

New housing, as part of mixed-use or stand-alone developments along or adjacent to Coolidge Highway and Twelve Mile Road, bring people closer and in walking distance to Downtown shops and attractions. The DDA’s active business development efforts in recent years has resulted in a low vacancy rate and the need to add new spaces that accommodate diverse new businesses and enterprises. Above all, Downtown Berkley has a brand image in the region as a successful, lively, eclectic but charming place to visit, shop and invest in.

The Berkley community is committed to maintaining and revitalizing Coolidge Highway and Twelve Mile Road as its traditional commercial and mixed use corridors by creating identifiable, cool places for destination shopping, living, dining and entertainment. Working closely with the City of Berkley and other partners, the Berkley DDA implements a comprehensive program for revitalizing the corridors and leverages its diverse funding base and available financial and volunteer resources when necessary to achieve success.

# MASTER PLAN GOALS

The master plan is based on **four key planning goals**, which act as overarching statements of intent to guide decision-making for the DDA and its partners. These goal statements reflect priorities for addressing critical downtown revitalization issues.

Each goal is featured in its own chapter, which includes background and context related to that goal, as well as a series of **strategies** to achieve that goal. Within each strategy there are a number of **actions** outlined. These actions are key steps to focus on for the implementation of the plan. This implementation will be given additional detail in the forthcoming implementation chapter.

The following pages provide an overview of the Downtown Berkley Master Plan Goals and Strategies.

## Goal 1

### REVITALIZE DOWNTOWN BERKLEY WITH A DIVERSE MIX OF USES

Specific land use and character areas define Downtown Berkley into distinct subareas or nodes along Coolidge Highway and Twelve Mile Road — nodes that share common land use and building type characteristics. Specific nodes also present opportunities for new development and land use change that would enhance commercial activity and advance Downtown Berkley’s revitalization.

1.1: ENCOURAGE APPROPRIATE INFILL DEVELOPMENT & BUILDING REUSE WITHIN THE GATEWAY WEST SUB-AREA

1.2: PRESERVE AND EXPAND RETAIL AND ENTERTAINMENT USES ALONG THE TRADITIONAL DOWNTOWN CORE BLOCKS

1.3: ENCOURAGE COMMERCIAL AND OFFICE USES WITHIN THE GATEWAY SOUTH AREA BETWEEN CATALPA DRIVE AND ELEVEN MILE ROAD

## Goal 2

### REINVEST IN DOWNTOWN BERKLEY’S PHYSICAL CHARACTER

Downtown Berkley’s physical character defines the community for those that visit or pass through. While care should be taken to preserve the small town charm and quirky character that makes Downtown Berkley unique, investments that strengthen this character will modernize the district and make it more attractive—residents and visitors alike.

2.1: INVEST IN STREETScape IMPROVEMENTS

2.2: PROMOTE PROGRAMS THAT ENHANCE STOREFRONT AND BUILDING IMPROVEMENTS

2.3: INCORPORATE ELEMENTS THAT REINFORCE BERKLEY’S AESTHETIC THROUGHOUT THE DOWNTOWN

2.4: INTEGRATE MORE GREEN INTO DOWNTOWN BERKLEY

2.5: INVEST IN A PUBLIC GATHERING SPACE IN DOWNTOWN BERKLEY

## Goal 3

### ENHANCE DOWNTOWN BERKLEY'S MOBILITY & PARKING SYSTEMS

As the provider of local access and transportation infrastructure (from downtown streets, to sidewalks, to bus stops, to parking spaces), the City and the DDA have a huge impact on residents' social mobility. Berkley residents recognize the important connections between municipal transportation investments and their quality of life. Residents expressed support for initiatives that build on Berkley's strengths and encourage walkable and bikeable trips to local businesses and other destinations.

3.1: IMPLEMENT TRAFFIC CALMING MEASURES AND OTHER TRANSPORTATION ENHANCEMENTS TO PROMOTE PEDESTRIAN SAFETY DOWNTOWN

3.2: IMPROVE DOWNTOWN BERKLEY'S BICYCLE NETWORK AND INTRODUCE MICRO-MOBILITY OPTIONS

3.3: ENHANCE DOWNTOWN BERKLEY'S TRANSIT SERVICE AND CONNECT DIFFERENT MODES OF TRANSPORTATION THROUGH TRANSIT NODES

3.4: IMPLEMENT WAYFINDING & IDENTIFICATION SIGNAGE PROGRAM FOR DOWNTOWN PARKING FACILITIES

3.5: UPDATE DOWNTOWN PARKING REGULATIONS

3.6: ESTABLISH A DOWNTOWN SHARED PARKING DISTRICT

3.7: IMPROVE THE CURBSIDE ENVIRONMENT

## Goal 4

### STRENGTHEN BERKLEY'S "RETRO-COOL" MARKET POSITION

Development strategies that support Downtown Berkley's "Retro Cool" identity and emphasize different aspects of Berkley's future economy that build on its unique identity. Pursuing these strategies can help Berkley continue to differentiate itself from competing downtowns by emphasizing the qualities that are unique to Berkley and by appealing to customers.

4.1: FOCUS ON COOL COMFORT DINING

4.2: FOCUS ON ECLECTIC AND ARTISANAL RETAIL

4.3: FOCUS ON EXPERIENCE AND ENTERTAINMENT

4.4: EXPAND TOOLBOX OF BUSINESS INCENTIVES

4.5: INVESTIGATE THE POTENTIAL FOR REUSE OF THE BERKLEY THEATER

## Goal 1

# REVITALIZE DOWNTOWN BERKLEY WITH A DIVERSE MIX OF USES

## LAND USE & ZONING CONTEXT

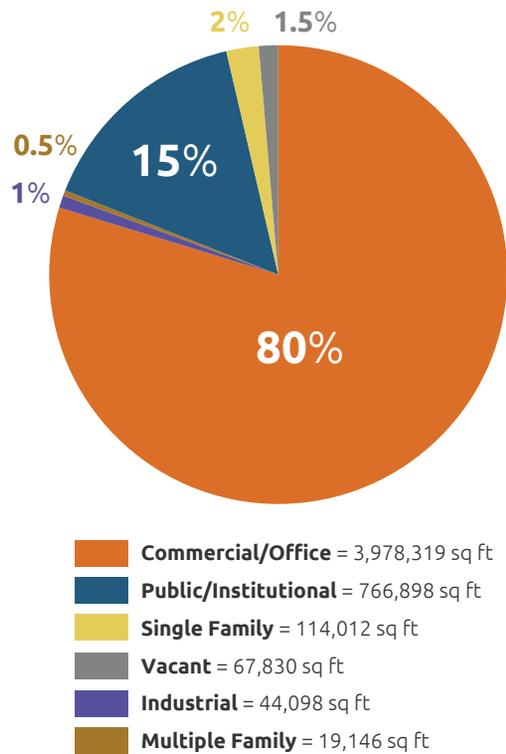
Downtown Berkley — as defined by the Downtown Development Authority district boundary — comprises the commercial blocks along Twelve Mile Road from Greenfield Road on the west to Coolidge Highway to the east, and from Coolidge south to Eleven Mile Road. Downtown is largely characterized by one to two-story traditional commercial buildings constructed from Downtown's earliest development period during the early decades of the 20th century to the 1950s and 60s as the Downtown maintained its position as a major shopping and commercial center for Berkley and neighboring communities.

Given this development time frame, Downtown Berkley is typical of urban commercial corridors found in metropolitan regions

where commercial development occurred within walking distance to adjacent residential neighborhoods and storefronts were oriented to the pedestrian.

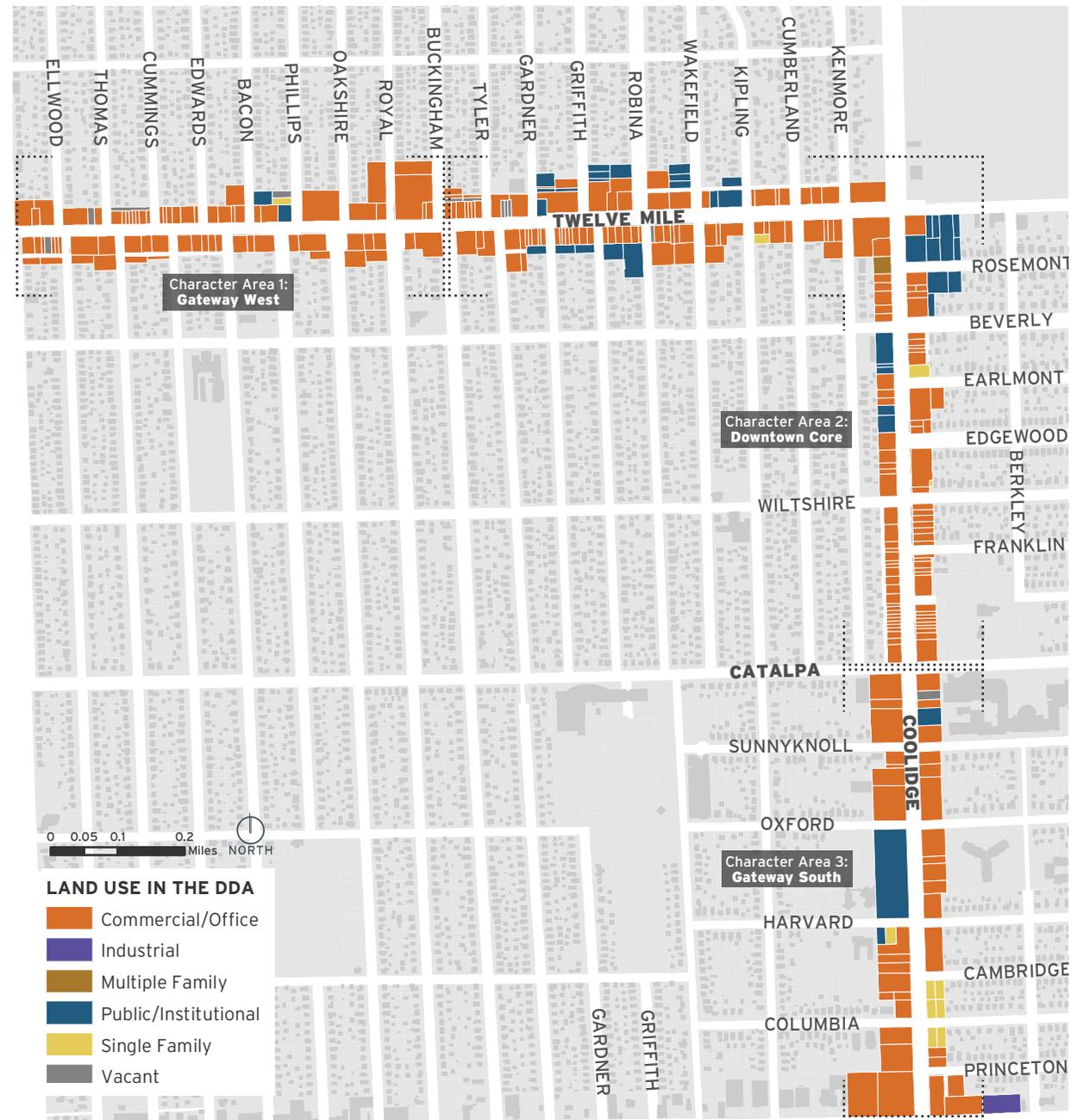
Apart from its commercial development, Downtown Berkley has three main civic uses—the City Hall complex at Coolidge and Rosemont Road, the Berkley Public Library at Coolidge and Beverly Boulevard, and the U.S. Post Office at Twelve Mile and Wakefield Roads. Three religious institutions are located within the DDA District—Our Lady of La Salette at Coolidge and Harvard Road, the Church of the King at Twelve Mile Road and Phillips Avenue, and the Berkley First United Methodist Church at Twelve Mile and Kipling Avenue.

**FIGURE 6: Square Feet of DDA Parcels by Land Use**



Although not within the DDA District boundary, the Berkley High School complex, just east of Coolidge at Catalpa Drive, is a significant institutional anchor, with an enrollment of 1,200 students on an open campus. Surrounding the DDA District are mostly single-family neighborhoods constructed before and after World War II, with the exception of the Oxford Park Tower, a senior housing apartment complex located east of Coolidge between Oxford and Harvard Roads.

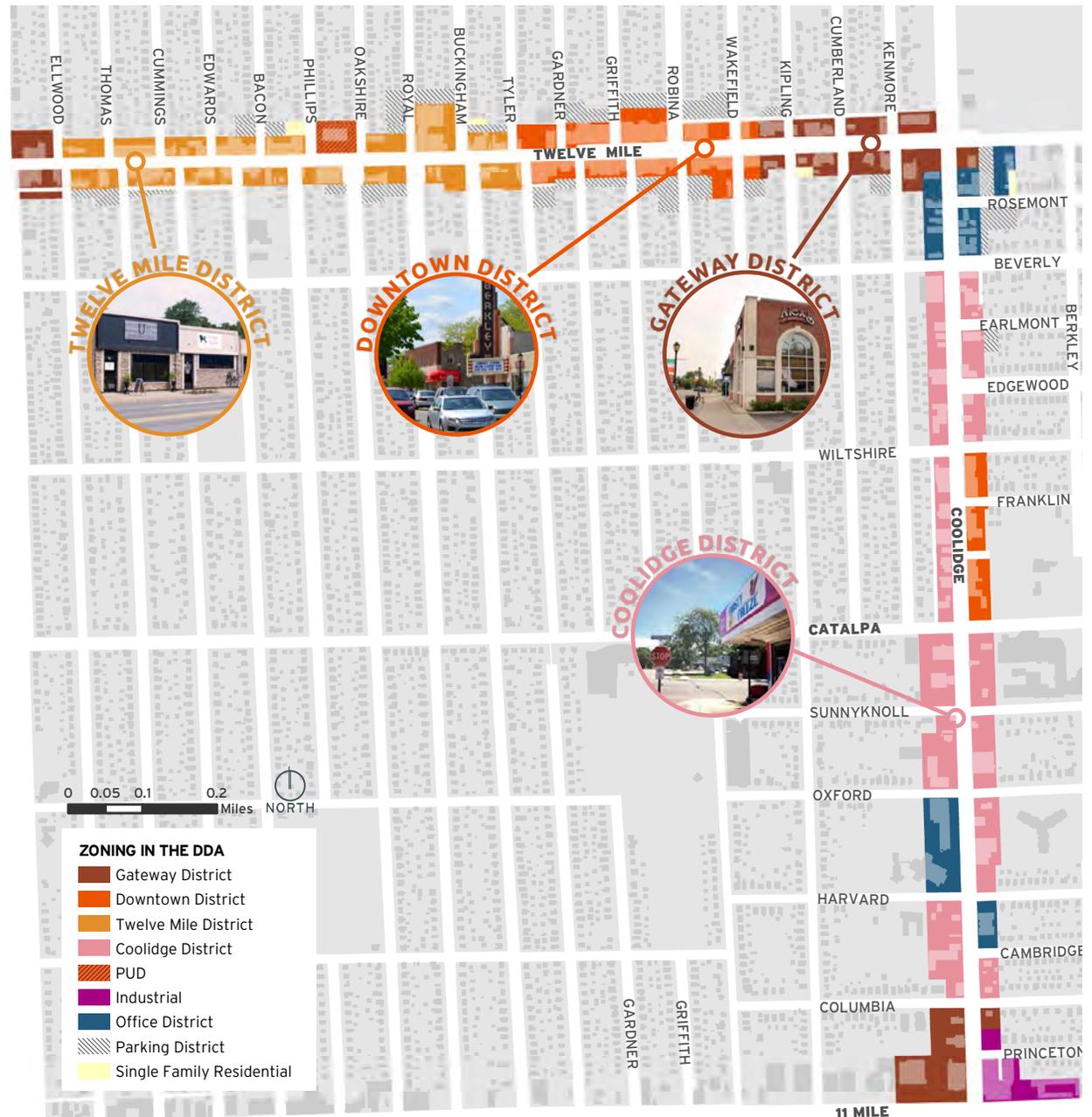
**FIGURE 7: Land Use and Character Areas in the DDA**



# EXISTING ZONING

Downtown Berkley is zoned in one of seven zoning classifications: Twelve Mile Road District (east of Greenfield Road and west of Tyler Avenue), the Downtown District (located between Tyler Avenue and Wakefield Road on Twelve Mile), the Local Business and Office Districts (LB and OD Districts — found in pockets along Twelve Mile Road and Coolidge Highway), the Coolidge District (principally along Coolidge Highway from the Twelve Mile intersection to Columbia Road), the Gateway District (designated at the Greenfield-Twelve Mile, Coolidge-Twelve-Mile and Coolidge-Eleven-Mile Road intersections), and the Parking District, found mainly along the rear of commercial buildings along Twelve Mile and in sporadic pockets along Coolidge (see Figure 8). A summary of Downtown Berkley zoning district requirements and recommendations is provided in the Implementation chapter.

FIGURE 8: DDA Zoning Map



# CATALYTIC & ADAPTIVE USE SITES

There are a number of sites in Downtown Berkeley with development potential. Certain opportunity sites were identified as a part of the *Berkeley Downtown Design Guidelines* document—such as the concept for a mixed use development as a part of City Hall at Twelve Mile and Coolidge Highway, and the redevelopment of the parcel on the west side of Coolidge at Twelve Mile Road.

As a part of this existing conditions analysis, additional sites have been identified that could be considered for redevelopment (highlighted in navy blue in Figure 9). A handful of sites have also been identified as potential candidates for adaptive use—such as the Berkeley Theater and the Our Lady of La Salette school property.

Many of these sites were identified by community members as a part of the Big Map Exercise (see page 24). Following discussion with the project Task Force, two sites were considered for further analysis.

FIGURE 9: Development Opportunities Map





# LAND USE FRAMEWORK & STRATEGIES

## *LAND USE FRAMEWORK*

Downtown's existing land use mix is majority commercial — retail stores, restaurants, service operations and offices, amusement activities, among others — with religious institutions and government facilities also present. Although Downtown Berkley has several land constraints, given its built-out nature and adjacency to established neighborhoods, diversifying the future land use mix will enhance the downtown district as Berkley's economic and social center and an active destination throughout the day and week. The presence of additional retail and service businesses, offices and employment centers, dining and entertainment establishments, and residential living opportunities leverages Downtown Berkley's walkable connections to adjoining neighborhoods, makes more efficient use of the existing street network and infrastructure, and strengthens Downtown Berkley's identity as a vibrant shopping district and mixed-use center.

To ensure the future growth and development of Downtown Berkley builds on its existing business mix and unique design character, the land use element of this Downtown Plan follows the following set of core principles:

- Maintain and enhance Downtown Berkley's existing building stock and low-scale building character that encourages small business development, walkability, and a cohesive physical realm.
- Encourage and facilitate new development where appropriate along Twelve Mile Road and Coolidge Highway that diversifies Downtown Berkley's land use mix, adds new housing, and supports walkable street environments.
- Create well-scaled and designed transitions between buildings, streets, and the adjacent neighborhoods.

## LAND USE STRATEGIES

- Seek and pursue adaptive use opportunities that preserve key landmark buildings and introduce new commercial, cultural arts and entertainment, and housing opportunities in Downtown Berkley.
- Promote good urban design, mixed land uses, and investment in infrastructure that promotes alternative means of transportation met by walking, bicycling, and other transit modes.
- Enhance accessibility to Downtown Berkley and reduce the distances people must travel to each essential destinations of everyday life.
- Implement parking improvements and other parking management strategies that promote land use efficiency, accommodate the growth of small businesses and new mixed use development, and lessen parking impacts in adjacent neighborhoods.
- Encourage the design of high-quality public spaces and streetscapes that promotes activity and vitality in Downtown Berkley.

Specific land use and character areas define Downtown Berkley into distinct subareas or nodes along Coolidge Highway and Twelve Mile Road — nodes that share common land use and building type characteristics. Specific nodes may also present opportunities for new development and land use change that would enhance commercial activity and advance Downtown Berkley’s revitalization. These land use character areas were first identified in the *2017 Downtown Berkley Strategic Plan* and later refined in the *Berkley Downtown Design Guidelines* prepared by Winter and Associates and adopted by the Berkley DDA and the City of Berkley in 2018. These land use character areas follows those articulated in the Berkley Downtown Design Guidelines:

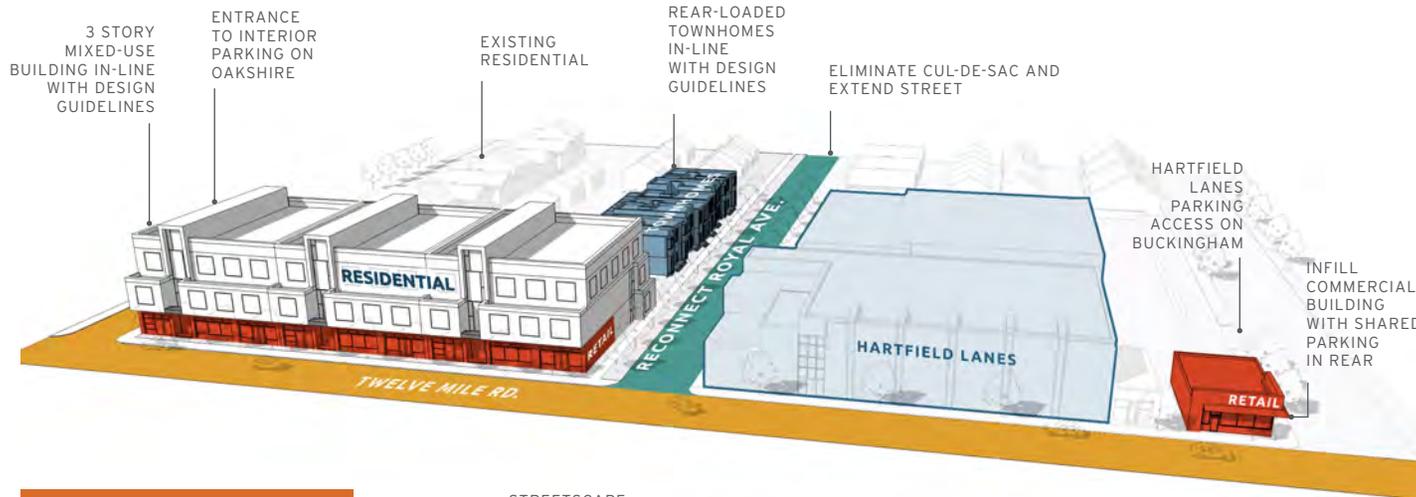
- Gateway West (Twelve Mile Road from Greenfield Road to Buckingham Avenue)
- Downtown Core (Twelve Mile Road to Coolidge Highway from Buckingham Avenue to Catalpa Drive)
- Gateway South (Catalpa Drive to Eleven Mile Road)

### 1.1: ENCOURAGE APPROPRIATE INFILL DEVELOPMENT & BUILDING REUSE WITHIN THE GATEWAY WEST SUB-AREA

The commercial land use character within this sub-area includes a mix of traditional commercial buildings fronting the sidewalk and more auto-oriented, latter-day strip commercial uses defined by deep setbacks from the sidewalk. Although this sector is largely built out, there are pockets of underutilized land and empty parcels that could be suitable redevelopment opportunities. There is also minimal variation in lot depths, constraining more significant redevelopment from taking place. Several buildings are or have been used for storage, distribution, or other heavy commercial purposes given the presence of enclosed garage service spaces and curb cuts.

The overall land use strategy for this gateway area should focus on maintaining existing buildings for small business activity and facilitating infill development at key locations that add new land uses and strengthens Twelve-Mile Road’s pedestrian orientation.

# INFILL DEVELOPMENT AT HARTFIELD LANES



**REDEVELOPMENT POTENTIAL**



**REDEVELOPMENT POTENTIAL**

*Too much surface parking ruins Downtown Berkley's aesthetic.*

- comment from workshop



**EXISTING CONDITIONS**



**EXISTING CONDITIONS**



**MIXED USE BUILDING WITH UPPER STORY SETBACK**



**TOWNHOMES**

**NOTE:** Development concepts shown in this plan focus on land use and redevelopment potential, and are not intended to depict architectural designs. All new development should follow the Downtown Berkley Design Guidelines. Outdoor amenity space could be included in redevelopment areas, as outlined in the Design Guidelines.

## Actions:

- **Consider large opportunity development sites as long-term priority areas to create new mixed use opportunities with active ground floor uses** — including retail, service, restaurant, and entertainment uses — and residential apartment or condominium units above. Two primary sites include the land and parking areas directly to the west of the Hartfield Lanes at Twelve Mile Road between Oakshire and Buckingham Avenues, and the buildings and land to the southwest of Hartfield Lanes between Royal and Oakshire Avenues.
- **Consider secondary, smaller long-term priority development sites** and parcels that can also introduce retail, entertainment and other active ground floor uses. These sites often include underutilized parking areas and vacant land. These sites include the land north of Twelve-Mile between Thomas and Ellwood Avenue (east of A&W), and the half-block on the south side of Twelve-Mile Road at Phillips Avenue.
- **Encourage infill development** on the vacant lot on the south side of Twelve-Mile Road between Ellwood Avenue and Greenfield Road.
- **Rehabilitation and reuse of existing buildings within the sub-area is a high priority** — these buildings serve as affordable spaces for small retail businesses, small companies, start-ups, and other services uses.
- **Institutional uses in the West Gateway is discouraged** as this area will serve primarily as an anchor commercial node in this segment of the DDA district.

***“We need more mixed use commercial/residential. There are so many people that prefer living in areas like this that Berkley is missing out!”***

*- comment from online survey*

**TABLE 17: West Gateway Development Program**

	GROUND-FLOOR USE	UPPER-STORY USE	PARKING	ZONING/HEIGHT
<b>Hartfield Lanes</b>	8,400 square feet retail-service	40 apartment/condominium units	153 spaces	TM- Twelve Mile District 40 feet allowable height
<b>Twelve-Mile and Royal Avenue Block</b>	4,584 square feet retail-service	28 apartment/condominium units	48 parking spaces	TM- Twelve Mile District 40 feet allowable height

# REDEVELOPMENT AT TWELVE MILE AND ROYAL

*There is a lack of upper floor residential units in Downtown Berkley.*

- comment from workshop



GROUND FLOOR RETAIL WITH UPPER STORY RESIDENTIAL



CHAMFERED CORNER AND OTHER ELEMENTS FROM DOWNTOWN DESIGN GUIDELINES



SETBACK WITH AMENITY DECK



GREEN ROOF

REDEVELOPMENT POTENTIAL



EXISTING CONDITIONS



EXISTING CONDITIONS

## 1.2: PRESERVE AND EXPAND RETAIL AND ENTERTAINMENT USES ALONG THE TRADITIONAL DOWNTOWN CORE BLOCKS

This area extends from Buckingham Avenue on the west along Twelve Mile Road to Catalpa Drive south along Coolidge Highway. Given the high concentration of older, pedestrian-oriented retail development, this area should be positioned as Downtown Berkley's traditional downtown core. Preservation and reuse of the building stock in this sub-area is the primary land use objective, providing opportunities for small retail businesses, services, and restaurants and entertainment. The potential reuse of the Berkley Theater as a functioning theater for movies and other cultural functions could add to the sub area's appeal as an arts and entertainment destination. With lot depths more significant in this sub-area, redevelopment of several parcels and sites could introduce new mixed-use opportunities and enhance the street wall and development pattern.

### Actions:

- **Encourage the rehabilitation and reuse of existing commercial and key landmark buildings** for retail, service, restaurant, and entertainment uses.
- **Promote the rehabilitation of the Berkley Theater** as a functional movie house or multi-purpose cultural arts and entertainment facility.
- **Consider large long-term development sites that add to the commercial space inventory and introduces new residential uses within the Traditional Downtown core sub-area.** One development opportunity has already been identified in Berkley's *Downtown Design Guidelines*—the land block at the southeast corner of Twelve Mile Road and Coolidge Highway incorporating the existing City Hall complex. This development opportunity could combine City Hall facilities with ground floor retail uses and upper-story residential apartments or condominiums. Structured parking may be needed to supply parking to the new development.
- **Consider secondary, half-block or smaller priority opportunity sites that strengthen the Coolidge development pattern and promotes a mixed-use environment.** Such sites include a portion of the parking lot at the southwest corner of Twelve Mile Road and Coolidge, the northeast corner of Coolidge at Earlmont Road, the northwest corner of Wiltshire Road and Coolidge, and the northwest and northeast corners of Coolidge Highway and Catalpa Drive. The redevelopment program for these sites could follow the corridor redevelopment concepts presented in the Berkley Downtown Design Guidelines.
- **Maintain the City of Berkley government complex and other civic facilities as an anchor land use in this sub-area.** However, new institutional developments are discouraged as commercial, mixed use, and civic uses take precedence in the Traditional Downtown core.



*Our Lady of La Salette on Coolidge Highway*

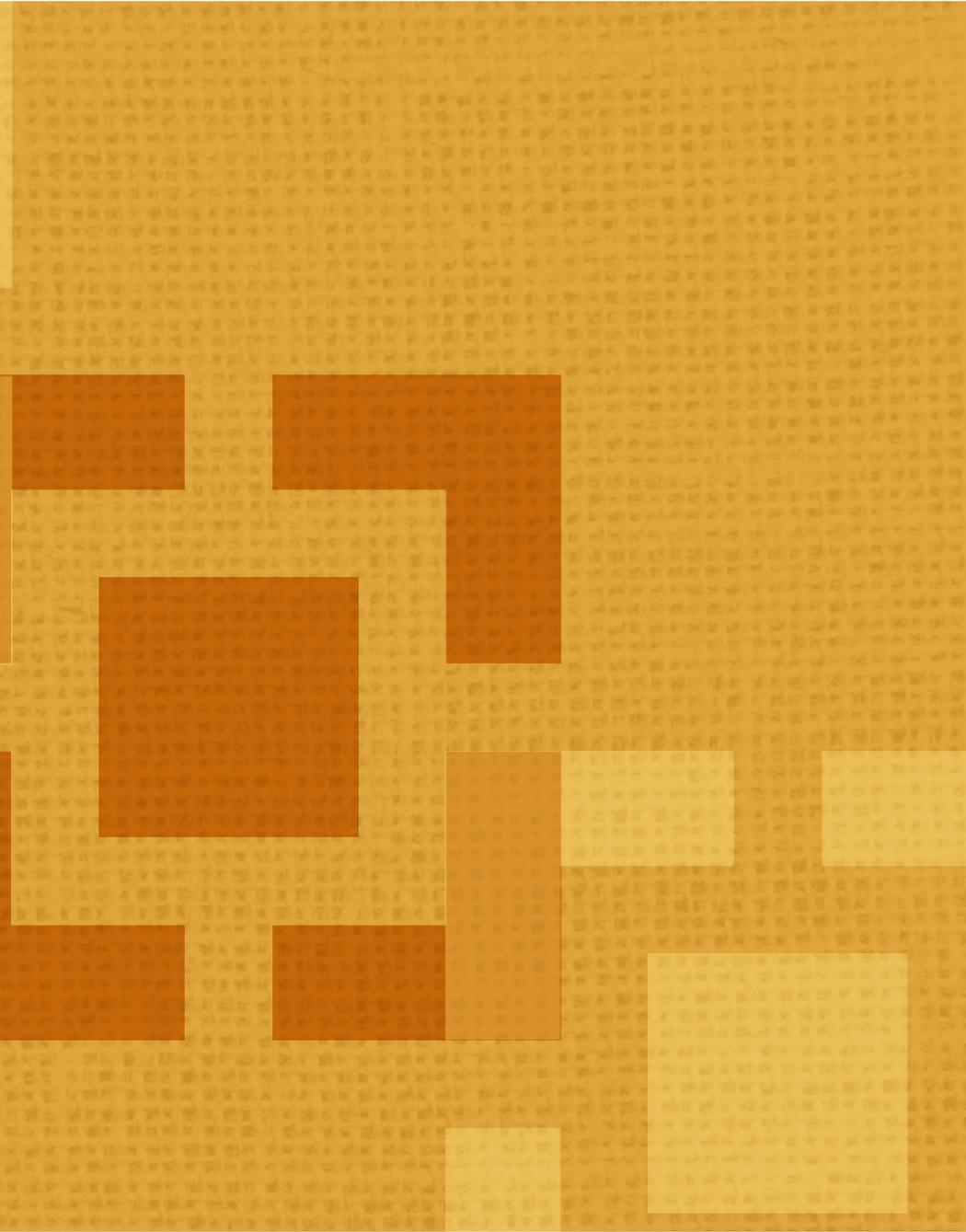
### 1.3: ENCOURAGE COMMERCIAL AND OFFICE USES WITHIN THE GATEWAY SOUTH AREA BETWEEN CATALPA DRIVE AND ELEVEN MILE ROAD

The Gateway South character area, concentrated from Catalpa Drive south to Eleven Mile Road, maintains Downtown Berkley's low-scale building environment of one to two-story commercial buildings, but, like Gateway West, exhibits a more varied development pattern with small to mid-sized stand-alone developments — some with significant setbacks from the sidewalk — serviced by rear and side parking lots. The sub-area contains a cluster of restaurants, banquet halls, service uses, offices, and medical clinics. Our Lady of La Salette Church is located at the northwest corner of Harvard Road and Coolidge Highway; the Church's former elementary school building is just to the north of the La Salette Church along Coolidge. There are opportunities for infill and redevelopment within this sector with an emphasis on encouraging retail, office, and mixed use.

#### Actions:

- **Consider half-block priority opportunity sites that create a more continuous edge of ground floor commercial space and high-value upper floor development** linking Gateway South to the Traditional Downtown Core to the north. Stand-alone office developments are encouraged with the condition that ground floors contain adequate window openings and complement adjacent commercial or mixed-use development. Potential sites include the southeast corner of Coolidge Highway and Oxford Road, the northwest corner of Columbia Road and Coolidge, and the southwest corner of Coolidge at Harvard Road.
- **Explore opportunities for the rehabilitation and adaptive use of the former La Salette Elementary School** as attainable housing, partially-financed through several tax credit programs. The rear portion of the lot could also accommodate new construction as part of an attainable housing complex.
- **Encourage the rehabilitation of existing buildings** for retail, service, and office uses.





*Goal 2*

**REINVEST IN  
DOWNTOWN  
BERKLEY'S  
PHYSICAL  
CHARACTER**



# URBAN DESIGN CONTEXT

The existing physical conditions of Downtown Berkeley vary significantly, as outlined in the descriptions of the three downtown character areas on the following pages. These conditions reflect how Berkeley residents and visitors view their downtown. During the first open house and online survey, Berkeley residents and stakeholders noted buildings and storefronts in need of updates as a challenge for the district, and streetscape improvements and beautification as opportunities for the district.

In addition to perceptions, the design of Downtown Berkeley's streets, sidewalks, and storefronts can impact decisions about whether to walk or drive from one destination to another. 40 percent of respondents from the second workshop and survey indicated they would be willing to walk three additional blocks from their car to their destination if there were improved pedestrian, parking, and crossing amenities. This section provides a brief overview of the urban design context in Downtown Berkeley used to develop visions and strategies to improve these conditions, as shown later in this chapter.

## CHARACTER AREAS

In addition to its land use development pattern, Downtown Berkeley can also be defined by specific character areas—distinct nodes along Coolidge and Twelve Mile that share common building types and architectural characteristics, site features, and streetscape and urban design conditions. Specific nodes may also present opportunities for new development.

Downtown Berkeley character areas were first identified in the *2017 Downtown Berkeley Strategic Plan* and later refined in the *Berkeley Downtown Design Guidelines*. The following description of the character areas largely follows those articulated in the *Berkeley Downtown Design Guidelines*, as highlighted in Figure 7: Land Use and Character Areas in the DDA on page 39.



## GATEWAY WEST

### *Twelve Mile Road from Greenfield Road to Buckingham Avenue*

As the name indicates, Gateway West serves as the western entrance to the Downtown district. The area includes a mix of building styles, orientations, and streetscape conditions. All buildings within Gateway West are one to two-story in height and constructed with a variety of materials, including brick, stone, concrete, wood, and other material types. Architecturally distinctive buildings include a one-story Colonial Revival-styled commercial building at Twelve Mile and Cummings Avenue and some pre-World War II two-story commercial buildings found near Buckingham Avenue. Most buildings have been altered over time with new façade materials; in some cases, storefronts have been modified with reduced glazing dimensions or enclosed entirely.

The Gateway West area streetscape environment is mainly characterized by concrete sidewalks and irregular tree plantings between Greenfield Road and Buckingham Avenue. In some locations, brick pavers were installed around tree plantings or along the curbside, as found in the block between Phillips and Oakshire Avenues. Some blocks have an absence of trees and brick paver treatment. The area also lacks wayfinding and gateway elements towards the Greenfield Road end of the corridor. Standard highway cobra-head street lighting is used in the Gateway West area.



## TRADITIONAL DOWNTOWN CORE

### *Twelve Mile Road to Buckingham Avenue/Coolidge Highway to Catalpa Drive*

The Traditional Downtown Core serves as the heart of the district, containing the greatest density of downtown businesses along both Twelve Mile and Coolidge between Buckingham and Catalpa. Buildings are typically one to two-stories in height, constructed mainly between the 1920s and 60s, and feature mostly masonry construction, although the installation of EIFS (Exterior Insulation and Finishing Systems) on storefronts and façades has altered the appearance of several buildings in the area.

The Berkley Theater is the architectural icon for Downtown Berkley and is located towards the western end of this area; other architecturally distinctive buildings—1920s, 30s, and Mid-Century commercial vernaculars are found throughout the Downtown Core.

As opposed to the Gateway districts, the urban design environment in the Downtown Core is more consistent and unified in appearance with curbside brick paving along the sidewalks; and, rather than irregularly-spaced trees, landscaping is placed in corner planting areas and in curb extensions along Twelve Mile between the Coolidge intersection and Gardner Avenue. In addition, on-street parallel parking spaces and low-scale, traditional light fixtures are found throughout the area. Off-street parking lots, including those that abut the right of way, lack proper landscaping and buffering treatments.



## GATEWAY SOUTH

### *Coolidge Highway from Catalpa Drive to Eleven Mile Road*

Although the Gateway South character area maintains Downtown Berkley's low-scale building environment of one to two-story commercial buildings, it exhibits a more varied development pattern, with small to mid-sized developments—some with significant setbacks from the sidewalk—serviced by rear and side parking lots in addition to street parking. This section also has a higher proportion of recent construction, including stand-alone office buildings. A variety of building materials are used in the sub-area, including brick, stone, EIFS, and architectural concrete.

Despite the three lanes of traffic along Coolidge, the Gateway South pedestrian environment benefits from slightly wider sidewalks and a mature tree canopy. The area, however, does lack curb extensions and contains little to no landscaping treatments to buffer parking areas to the sidewalk, making the pedestrian environment less comfortable and visually unappealing. Cobra-head light standards are used in this section, along with a handful of more traditional pedestrian-scale light fixtures.





# URBAN DESIGN STRATEGIES

Downtown Berkley's physical character defines the community for those that visit or pass through. Given the extended nature of the DDA district, there is a lot of ground to cover and many opportunities to make a good impression. Improvements to Berkley's streets, sidewalks, and storefronts can redefine the Downtown. While care should be taken to preserve the small town charm and quirky character that makes Downtown Berkley unique, investments that strengthen this character will modernize the district and make it more attractive—for residents and visitors alike.

The design of Downtown Berkley is vital to residents and business owners—when asked about priority in an online survey following the first open house, “New & Improved Open Space” and “Sidewalks & Streetscape Improvements” were two of the three highest ranked initiatives (see page 39). In addition to streetscapes and open space, improvements to storefronts and façades, as well as incorporating more greenery into Downtown Berkley, are topics that have come up again and again in community responses.

Many concepts presented at the second open house and subsequent online survey focused on urban design improvements—from streetscapes and façade enhancements to ideas for new urban plazas. As noted on page 28, community responses to the survey were high, with 248 responses collected. The feedback received on these concepts was overwhelmingly positive. While a minority of responses indicated they were not interested in seeing any change in Downtown Berkley, most participants were genuinely excited about the design vision presented.

While permanent investments are needed to bring these ideas to fruition, temporary placemaking solutions can be implemented. These short term actions show residents and community members that progress is being made, and that their input in this process can result in more immediate change.

***“If Berkley continues to focus on placemaking, pedestrian accessibility and balancing traffic, younger families will continue to make this a home as we did.”***

- comment from online survey

## 2.1: INVEST IN STREETSCAPE IMPROVEMENTS

Downtown Berkley's streetscapes are overdue for improvement. Uneven sidewalks make traversing the Downtown district difficult for many residents. While the Downtown Core has a stronger pedestrian character in the form of landscaped planters and brick pavers, many of the pedestrian amenities in the core feel outdated, such as the plaza south of Twelve Mile at Robina. The gateways to the district, namely to the west and to the south, feel disconnected and not a part of the Downtown. Consistent streetscape design on Twelve Mile and Coolidge will help the district feel more cohesive, from Gateway West, through the Downtown Core to Gateway South.

In addition to making the district feel more cohesive, permanent streetscape improvements will make Downtown feel safer and more inviting to pedestrians. Adding benches, tables, and chairs in critical locations can add more feet on the street and encourage residents and visitors to linger. Investments in streetscape design can also help to attract new businesses who may take note that Berkley is a community that cares for and values its Downtown.

*“These ideas help modernize Berkley, while also encouraging its small town feel.”*

*- comment from online survey*

Physical reconfigurations to the street should prioritize pedestrian space and alternate modes of mobility, following the strategies and actions outlined in Goal 3: Enhance Downtown Berkley's Mobility & Parking Systems. Specific guidelines regarding the character and placement of streetscape improvements are outlined in Berkley's *Downtown Design Guidelines: Landscape & Streetscape Design* section. Any streetscape enhancements should be coordinated with other needed infrastructure improvements.

### Actions:

- In the short term, **improve sidewalk conditions and maintenance of existing landscaping.** Target locations where very uneven and unsafe conditions exist for immediate sidewalk improvements. Ensure watering of hanging baskets and planters is consistent and increased during periods of high heat.
- **Continue conversations to purchase Twelve Mile Road from RCOC.** Gaining control of Twelve Mile is necessary to allow for streetscape and pedestrian improvements that may not otherwise be feasible on a county-owned road.
- **Consider tactical urbanism and “quick build” projects to continue momentum from the planning process.** The City of Burlington, VA can be used as a reference for implementing streetscape improvements in an incremental process, or as they have coined it—“Quick Build.” A reference guide for their process can be accessed [here](#)<sup>1</sup>.
- **Engage a design firm to create schematic design concepts** for Twelve Mile and Coolidge Avenue. Include opportunities for community input throughout the process.
- **Focus improvements on entrances to the district,** in addition to the Downtown Core. While these areas may not feel like the heart of Downtown Berkley, they give visitors a first impression of the character of the Downtown district. Streetscape investments in Gateway West and Gateway South will also help to expand the strength of the Downtown Core while connecting the district as a whole.
- **Creatively address parking frontages through decorative screening or landscaping.** Work with key business owners to address problem areas, using surface parking screening options highlighted in the *Downtown Design Guidelines* (see more on page 64). Consider including investments in screening in the existing façade improvement program.

<sup>1</sup> <https://www.burlingtonvt.gov/DPW/Quick-Build>

# COOLIDGE HIGHWAY STREETSCAPE

*Berkley needs a cohesive look and feel to downtown, both on Coolidge and Twelve Mile with clean, walkable sidewalks.*

- comment from workshop



- |     |   |   |   |                                |
|-----|---|---|---|--------------------------------|
| MIN | A | Planned restriping on Coolidge with additional bike striping near transit | B | Planters                       |
|     | C | Outdoor Seating   |   |                                |
| MID | D | Murals  | F | Façade Improvements            |
|     | E | Decorative screening  | G | Branded Berkley Banners        |
| MAX | H | Bump-outs with bioswales  | J | New trees in grates            |
|     | I | Artistic bus shelter  | K | Pedestrian scale street lights |
|     |   |   |   |                                |

## TOP RANKED IMPROVEMENTS

- |   |  |   |   |   |                                      |
|---|--|---|---|---|--------------------------------------|
| F | <b>54%</b><br><i>façade improvements</i> | K | <b>43%</b><br><i>pedestrian scale street lights</i> | C | <b>41%</b><br><i>outdoor seating</i> |
|---|--|---|---|---|--------------------------------------|

## 2.2: PROMOTE PROGRAMS THAT ENHANCE STOREFRONT AND BUILDING IMPROVEMENTS

Many buildings in Downtown Berkley are in need of investment and repair. These buildings add to the perception that the Downtown district is run-down or dated (see page 29). Many Downtown buildings have original brick façades, which should be maintained or recovered where possible to add to the historic nature of Downtown.

The DDA currently operates a façade grant program overseen by the DDA’s Design Committee, which offers a 50/50 matching grant for building rehabilitation and renovation projects. In addition to financial assistance, the committee provides design and technical support to commercial property owners and business owners seeking to renovate or restore the exterior of their buildings. This program is a true asset for the Downtown—nine business/property owners utilized the program in the past fiscal year. Creative and targeted promotion of this program is needed to ensure continued participation.

*“A top priority should be improving the appearance of storefronts.”*

*- comment from online survey*

Improvements to storefront merchandising within the district would help to enhance the look and feel of Downtown businesses. Window displays are critical marketing tools to attract new customers to a business, and to let existing customers know what is new. Well-designed storefront displays can elevate the whole streetscape and draw passersby into the Downtown.

### Actions:

- **Identify properties with the highest need for façade repair.** Work directly with these business/property owners to discuss improvements. Outline the process and assistance available through the façade grant program.
- **Creatively advertise existing façade improvement program.** Produce a print or digital mailer to send to Downtown property/business owners that highlights success stories of the program, including before and after photographs and testimonials of the process.
- **Build support for a storefront advertising workshop.** While the DDA has attempted to drum up support for a storefront display workshop in the past, the business

community showed little interest in the topic. Additional effort is needed to communicate the importance of window merchandising and the benefits that an expert in the field can bring to local merchants.

- **Create storefront improvement awards.** Recognize businesses and individuals who have made significant improvements through a yearly award.
- **Establish and implement a Design Overlay District and Design Review process.** The Planning Commission has recommended the establishment of a Design Overlay District; projects within the Design Overlay District would be reviewed by an advisory Design Review Board which would, in turn, make recommendations to the Planning Commission as to whether or not a project, proposal, or façade rehabilitation meets the Downtown Design Guidelines. In the near term, until the Design Review Board is in place, the Planning Commission or a City staff member or consultant with design experience will fill the role of the Design Review Board. However, a Downtown Design Review Board should be established as soon as practical to assist the City in discretionary design review matters and to advise the City and Planning Commission on all DDA district design management issues.

# TWELVE MILE AT TYLER STREETScape

*I'd love for Berkley to still have a small town feel but look more updated while still keeping its retro vibe.*

- comment from workshop



AFTER



BEFORE

- MIN**
  - A Re-striping road to three lanes of traffic with buffered bike lane
  - B Decorative Crosswalk
  - C Planters
  - D Bike Racks
- MID**
  - E Façade improvements
  - F Storefront Display improvements
  - G Branded Berkley Banners
- MAX**
  - H Decorative Paving
  - I Pedestrian scale street lights
  - J Planted center median

## TOP RANKED IMPROVEMENTS

**E 61%**  
façade improvements

**I 39%**  
pedestrian street lights

**F 35%**  
storefront display improvements

**A 35%**  
re-striping road to three lanes with buffered bike lane

## 2.3: INCORPORATE ELEMENTS THAT REINFORCE BERKLEY'S AESTHETIC THROUGHOUT THE DOWNTOWN

Downtown Berkley benefits from an inherent Mid-Century charm, an aesthetic leveraged through elements such as proposed designs for Downtown wayfinding and DDA branding. Deepening this sensibility will help solidify the identity of Berkley—a suburb with a small town feel and eccentric character. Cultivating this sense of place will not only attract new businesses and visitors to Downtown Berkley, it will also strengthen current residents' connection to Downtown—or as one survey respondent put it—“make it look like a Downtown to be proud of.”

Concepts presented at the second open house incorporate Berkley's retro aesthetic throughout the public realm. While most Berkley residents and business owners

*“Incorporating Berkley banners is a wonderful idea to add recognition to our downtown.”*

*- comment from workshop*

responded positively to this look and feel, some expressed concern about elements that felt “too trendy.” Berkley has a strong connection to the 1950s and 60s—it was the time in which the population in the community peaked, and many investments to the Downtown were made. Capitalizing on this history can help ensure that modern interpretations of that aesthetic feel at home in Berkley, rather than on trend.

Opportunities to incorporate additional aesthetic elements range from façade improvements to streetscape amenities. In many ways, this strategy is a physical manifestation of Goal 4: Strengthen Berkley's “Retro-Cool” Market Position.

### Actions:

- **Incorporate permanent Berkley branded banners** into the streetscape design.
- **Solicit a Berkley branded mural** as a part of the Downtown Berkley mural program. Work with local artists whose work fits into the retro-cool aesthetic.
- **Connect aesthetic enhancements to Berkley's history** to ensure they feel connected to place. Plaques on landmark Downtown buildings and design elements pulled from historical photos of Berkley can be used to achieve this.
- **Choose furnishings**, such as benches, decorative street lights, bike racks, and public art that connect to Berkley's small town Mid-Century aesthetic. Concept renderings in this chapter reflect elements of this style.

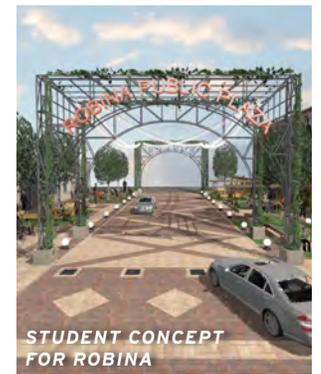
# ROBINA NORTH FLEXIBLE STREET

We need to create an environment where people want to go—food markets, ambiance, lighting, music, etc.

- comment from workshop



**AFTER**



**BEFORE**

- MIN** A Decorative planters / bench seating
- MIN** B Wooden screen / planter box
- MID** C Sphere bollards to define edges (additional movable bollards used to close the street during events)
- MID** D Cafe tables and chairs
- MAX** E Overhead gateway structure
- MAX** F Flush "flexible street" with decorative permeable paver patterns

## TOP RANKED IMPROVEMENTS

- A 77%** decorative planters/bench seating
- D 59%** cafe tables and chairs
- E 45%** overhead gateway structure

*In the future, I hope Berkley will be more urban, energetic, inviting and family friendly.*

- comment from online survey



## ROBINA SOUTH PLAY SPACE



AFTER



BEFORE

- MIN**
    - A Plaza with permeable paving, colorful tables and chairs
    - C Playful decorative elements in tree
  - MID**
    - D Berkley "ghost" sign
    - E Wood bench along wall with vertical decorative panels
  - MAX**
    - G Soft surfacing with play elements
    - H Plaza / pedestrian lighting with banners
- B Movable planters with annuals
  - F Linear color bands that extend into street and onto brick wall
  - I New curbs and road pavement

### TOP RANKED IMPROVEMENTS

- A 47%** plaza with permeable paving, colorful tables and chairs
- E 46%** wood bench along wall with vertical decorative panels
- G 42%** soft surfacing with play elements

## 2.4: INTEGRATE MORE GREEN INTO DOWNTOWN BERKLEY

Sparse landscaping, high traffic streets, and large surface parking lots add to the perception that Downtown Berkley is not very “green.” While mature trees flank much of Coolidge Highway, street trees along Twelve Mile Road are more intermittent. Street trees and landscaping provide benefits to the environment, economy, and physical health of residents and visitors. Investments in street trees and landscaping can help make Downtown Berkley a more inviting place, increase opportunities for shade, and improve stormwater management. Sustainability through green infrastructure should be a focus of landscape investments given recent flooding problems in the community.

For these investments to pay dividends, a long-term maintenance plan is needed to ensure landscaping is cared for from season to season.

*“Aiming towards a greener future is an absolute must, and I think these ideas definitely head in that direction.”*

*- comment from online survey*

### Actions:

- **Focus on green infrastructure.** Incorporate bioswales, rain gardens, and permeable pavers into permanent streetscape improvements. These investments hold water during heavy rains, and improve water and air quality, making the community as a whole more resilient.
- **Invest in additional street trees and landscaping** as a part of permanent streetscape improvements. Use tree grates to ensure the long-term health of the trees. Work with business owners to mitigate the potential impact of trees to business visibility. Ensure a maintenance plan is in place for the long-term health of landscape investments.
- In the short term, **work with Downtown business owners to locate planters at key locations.** Explore possibilities to partner with Garden Central for plant materials. If maintenance is an issue, participating businesses could handle upkeep.

## SPOTLIGHT ON

### Berkley High Parking

COOLIDGE HIGHWAY

*The Berkley High School Parking lot currently fronts a portion of Coolidge Highway from Catalpa Drive to Sunnyknoll Avenue. The High School has recently purchased a small storefront and community garden adjacent to the lot to expand its parking footprint. While this is a loss for the Downtown district, it also presents an opportunity to improve the parking lot frontage. In addition to the green seating concept shown on page 65, incorporating trees and rain gardens, as well as public art adhered to decorative fencing, are possibilities to improve this area.*



*Berkley should focus on being a city of trees and create living art.*

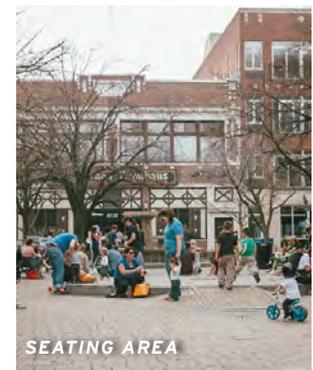
- comment from online survey



## BERKLEY HIGH PARKING GREEN SEATING



LIVING WALL



SEATING AREA

AFTER



BEFORE

- |     |   |   |   |  |
|-----|---|---|---|--|
| MIN | A | Planned re-striping on Coolidge                     | C | Movable planters with annuals          |
|     | B | Tables, chairs and benches                          | E | Permeable pavers with banding pattern  |
| MID | D | Expanded pedestrian space and parking lot screening | F | New street trees in grates             |
|     | G | Living wall installation with custom patterning     | I | New curbs and streetscape improvements |
| MAX | H | Façade improvements / coffee shop with mural        |   |  |

### TOP RANKED IMPROVEMENTS

- |   |   |   |  |   |  |
|---|---|---|--|---|--|
| H | <b>59%</b><br><i>façade improvements / coffee shop with mural</i> | G | <b>48%</b><br><i>Living wall installation with custom patterning</i> | D | <b>41%</b><br><i>expanded pedestrian space and parking lot screening</i> |
|---|---|---|--|---|--|

## 2.5: INVEST IN A PUBLIC GATHERING SPACE IN DOWNTOWN BERKLEY

The desire for a public gathering space in Downtown Berkley has been mentioned throughout the planning process as a priority for Berkley residents and business owners. While the City and the DDA host many events and festivals throughout the year, there is no central public location for people to meet before or after said events. The creation of a public gathering space Downtown would bring together residents and bring additional foot traffic to Downtown businesses.

Following resident feedback from the first open house (highlighted on the Big Map exercise on page 24), the planning team created urban plaza concepts for five locations in Downtown Berkley.

*“There’s a lot of potential here. Focus on spending money on top priorities first, with community input, and you’ll go far.”*

*- comment from online survey*

Open house attendees and survey respondents ranked their preference of improvements for these locations in the following order:

1. Clark’s & Oddfellow’s Pocket Park - 82 percent like (page 67)
2. Dorothea Street Plaza - 75% like (page 68)
3. Berkley High Parking Green Seating - 73% like (page 65)
4. Robina North Flexible Street - 71% like (page 62)
5. Robina South Play Space - 67% like (page 63)

These areas have varying complexity associated with their conversion into usable public space, which must be considered when deciding which location to pursue. While the creation of this open space will require significant investment, the results from the open house and survey indicate there is strong community support for this initiative. It should be noted that many community members voiced that if play space were to be located at Robina South, it should include some sort of a fence to keep children within the play area and away from traffic on Twelve Mile Road.

### Actions:

- **Prioritize sites identified during the Master Plan process** for further exploration. Ultimately, focus the time and money needed for permanent improvements on one location.
- Once a location is determined, **utilize tactical urbanism and temporary placemaking techniques** to activate the space before more permanent improvements can be made. Art installations, food trucks, and other ideas highlighted in Strategy 4.3: Focus on Experience and Entertainment on page 106 should be explored.
- Where necessary, **purchase land to enable public space investments.**
- **Engage a design firm** to create schematic design concepts for the chosen open space. Engage the community throughout the process to ensure design amenities reflect the community’s vision.
- **Designate a committee to program the selected open space**, both before and after design completion. Sufficient programming will ensure that the space is an active and lively place in Downtown Berkley. Regular programming will also support surrounding businesses in the district.



*It would flow better if Clark's parking lot could be moved adjacent or shared with Oddfellows, and the green space be adjacent to Clark's.* - comment from online survey

## CLARK'S & ODDFELLOWS POCKET PARK



**AFTER**



**BEFORE**

- |            |   |  |
|------------|---|--|
| <b>MIN</b> | <b>A</b> Re-stripe parking lot                        | <b>C</b> Paved pedestrian zone             |
|            | <b>B</b> Sidewalk between parking & open space        | <b>D</b> Parking bump out / define edge    |
| <b>MID</b> | <b>E</b> Site entrance columns                        | <b>G</b> New perimeter shade trees         |
|            | <b>F</b> Paver walks through site / define open space | <b>H</b> Site boundary ornamental fence    |
| <b>MAX</b> | <b>I</b> Mid-Century Modern sculpture                 | <b>K</b> Decorative planters               |
|            | <b>J</b> Cafe tables and chairs / Adirondack chairs   | <b>L</b> Raised planter beds with seatwall |

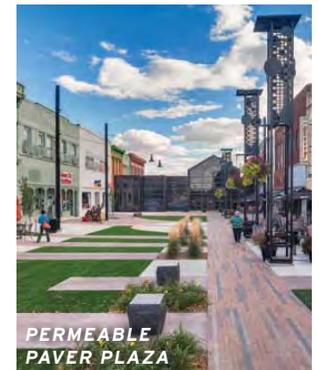
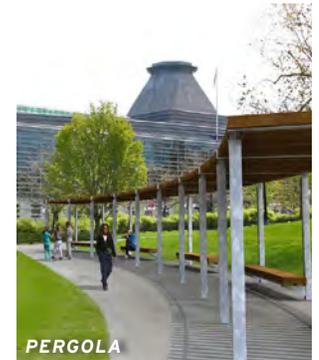
### TOP RANKED IMPROVEMENTS

- G** **53%**  
*new perimeter shade trees*
- J** **53%**  
*cafe tables and chairs / Adirondack chairs*
- L** **36%**  
*raised planter beds with seatwall*

# DOROTHEA STREET PLAZA

*I often use this little strip to bypass the red light. I'll be sad to see it go, but love the idea of repurposing it.*

- comment from online survey



**AFTER**



**BEFORE**

- MIN**
    - A Wood parking lot screen
    - B Wooden screen / structure with bench
  - MID**
    - E Sculpture on concrete base
    - F Sphere bollards to define edge
  - MAX**
    - I Street converted to plaza with pavers and concrete banding
    - J Pergola structure with string lights
- C Mural
  - D New shade trees in curbed planter
  - G Seatwalls with small lawn area
  - H Food trucks

## TOP RANKED IMPROVEMENTS

- H 50%** pergola structure with string lights
- E 46%** new shade trees in curbed planter
- G 42%** food trucks

*Wow. This is really amazing stuff. Berkley is a wonderful, goofy little town with a ton of potential.*

”

---

*We need improvements and innovation in Berkley to bring in more interesting businesses and to increase community interaction and involvement.*

”

*I love them all—they really resemble the kind of change/updates that Berkley needs, especially being a recently young married homeowner in the area who is going to start a family here, I think these types of changes are much needed.*

”

*“ I really like the idea of cleaning up and redefining spaces such as Clark’s, the High School Parking area and Dorothea. I feel the Robina spaces are attempting to be trendy, and part of the charm of Berkley is that it’s not.*

“

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*Making downtown a destination for families with kids would benefit everyone.*

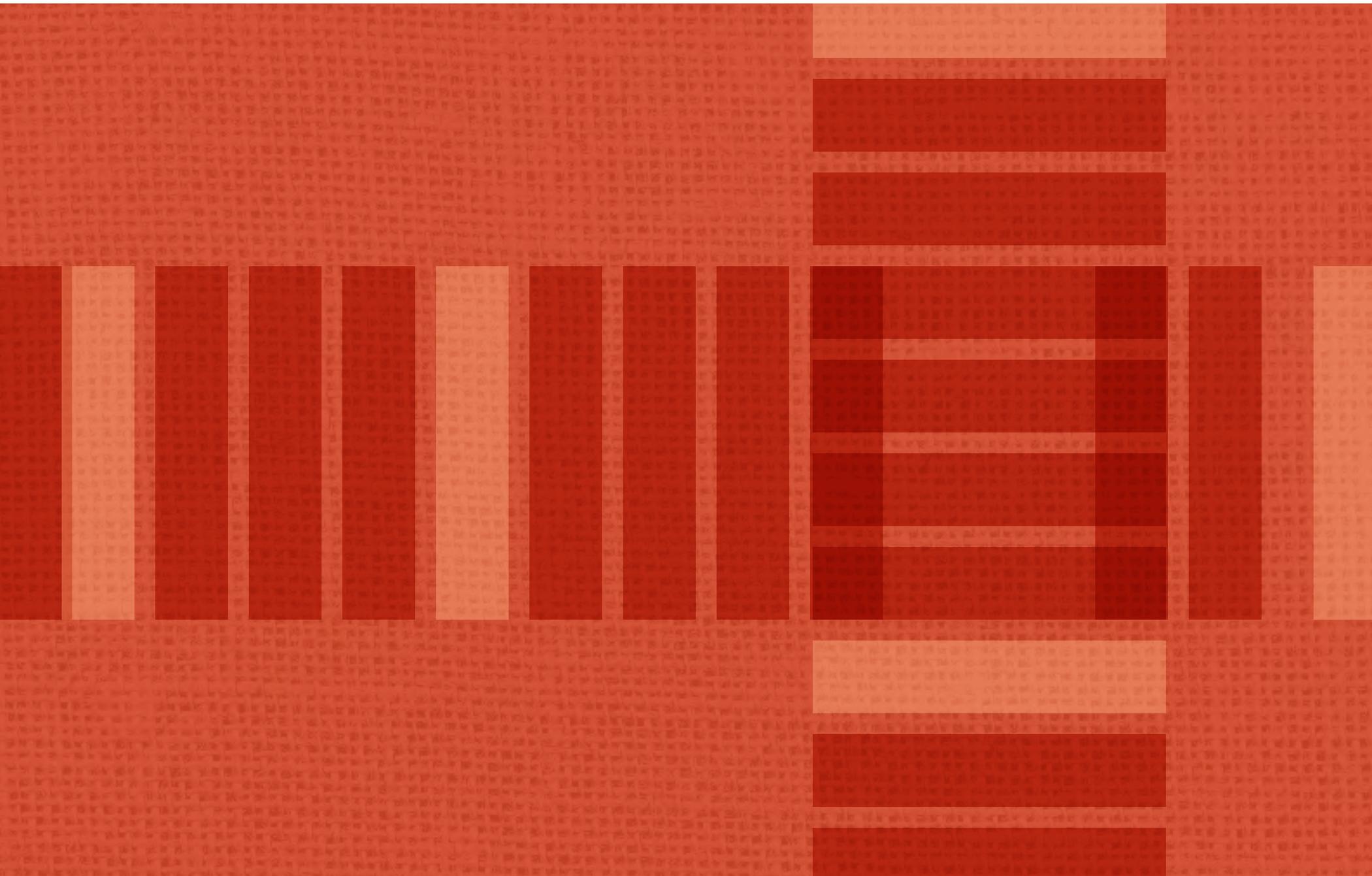
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*Remodeling the area does nothing if there’s not a plan to maintain it which “ includes funding being set aside.*

*These concepts push the envelop just enough. They will not please all residents, but that is par for the course. Berkley needs this type of development. Let’s get started.*

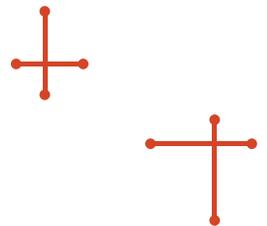
“

- all comments from second open house /online survey



Goal 3

# ENHANCE DOWNTOWN BERKLEY'S MOBILITY & PARKING SYSTEMS





# DOWNTOWN MOBILITY & PARKING CONTEXT

## *DOWNTOWN ROADWAY NETWORK*

Berkley is approximately 14 miles from Downtown Detroit located along the western edge of the Woodward Avenue corridor extending to Pontiac. From the early 1900s, the Pontiac Division of the Detroit Interurban lines provided rail service along Woodward Avenue to Twelve Mile Road, which connected the growing Berkley community to Detroit's employment opportunities within an hour transit trip<sup>1</sup>. Incorporated as a village in 1923, the City of Berkley has many characteristics of suburban development typical of the period, including a well defined street grid and walkable commercial corridors. Twelve Mile Road and Coolidge Highway were first paved in the late 1920s. As automobile production grew to become the dominant regional industry (such as the Highland Park Ford Plant), automobile use grew to be a favored mode of mobility in the Detroit Area.

Today, Berkley supports a population of approximately 15,239 people. Of these, most (91 percent) commute to work by driving alone. Berkley residents own an average of two cars per household. Their average commute time is about 22 minutes. Approximately four percent of residents commute by public transit (0.8 percent), walking (1.9 percent), or by bicycle (1.4 percent), while five percent use carpools and 4.5 percent work from home. These commuting patterns roughly match those of other communities in Oakland County, with slight increases in commuters not using automobiles.

Berkley's main gateway is at the intersection of Twelve Mile and Coolidge Highway. This remains the primary entrance to Downtown Berkley. Secondary gateways exist to the south at Coolidge Highway and Eleven Mile Road, and to the west at Twelve Mile and Greenfield Road.

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1. Barclay, Parsons & Klapp (1915) "Report on Detroit Street Railway Traffic and Proposed Subway" <https://archive.org/stream/reportondetroit9582pars#page/n55/mode/1up>

# AUTOMOBILE NETWORK

Twelve Mile Road features two travel lanes in each direction, and either a left-turn lane, or stretches of on-street parking where the right-of-way widths permit. In general, travel lanes are 11 feet wide and the onstreet parking ranges from 7 to 7.5 feet. Coolidge Highway features two 10' travel lanes, 11' center turn lanes, and bike lanes in each direction. Speed limits on Twelve Mile and Coolidge are 30 miles per hour. Per the State of Michigan Department of Transportation (MDOT) Annual Average Daily Traffic (AADT) Maps, the following four roads saw the highest traffic volumes in Berkley (see Table 18). Annual Average Daily Traffic (AADT) is the estimated mean daily traffic volume that passes in both directions along these links.

**TABLE 18: Top Berkley Streets by Traffic Volume**

STREET NAME	LINK	ANNUAL AVERAGE DAILY TRAFFIC
Greenfield Road*	Catalpa and Twelve Mile	26,878 (2012)
Coolidge Highway	Catalpa and Twelve Mile	18,000 (2018)
Twelve Mile Road*	Coolidge and Greenfield	16,309 (2016)
Coolidge Highway	Catalpa and Eleven Mile	16,300 (2018)
Catalpa Drive	Coolidge and Greenfield	6,468 (2008)

\* Truck Routes

Figure 10 illustrates the various traffic volumes across Berkley as well as the location of signalized intersections.

**FIGURE 10: Automobile Network with AADT per link and Signalized Intersections**



\* Indicates daily traffic measured June, 2018

# TRAFFIC SAFETY

Traffic safety is an issue in Downtown Berkley and the region. In Oakland County, there were 41,783 reported crashes that resulted in 69 fatalities and 10,570 injuries in 2017. That same year, 281 people were killed or seriously injured in pedestrian crashes in Oakland County.

Within that context, challenges exist in connecting pedestrian rights-of-way across both Twelve Mile and Coolidge. While there are many signalized intersections in key pedestrian areas, additional safety features and crossing opportunities are warranted. Between 2013 and 2018, 629 crashes occurred along the two commercial corridors. This number has remained consistent, ranging between 118 and 138 crashes per year. Of the crashes that occurred, 80 percent involved property damage only, and 4 percent of the crashes involved pedestrians or bicyclists. Of that 4 percent, 63 percent resulted in injury.

The map in Figure 11 highlights the locations of the pedestrian and bicycle crashes. Of the many locations highlighted, the Twelve Mile intersections of Greenfield, Buckingham/Tyler, Griffith, Wakefield and Coolidge show conflicts between pedestrians and vehicles. On Coolidge, areas adjacent to Berkley High School (Catalpa Drive and Sunnyknoll Avenue) show a history of crashes in locations where many children are present.

FIGURE 11: Pedestrian Safety Map



# PEDESTRIAN, BICYCLE & TRANSIT NETWORK

## PEDESTRIAN NETWORK

Berkley has a well-defined network of pedestrian-friendly infrastructure. All residential and commercial streets have sidewalks. Work has been completed on Twelve Mile between Gardner Avenue and Coolidge to improve the pedestrian experience, including curb extensions and enhanced crosswalk painting. Enhanced pedestrian crossings were recently installed on Coolidge at Earlmont and Dorthea Roads.

During stakeholder interviews and community workshops, residents reported that the Downtown sidewalks were uneven, creating challenges for some users, and in need of rehabilitation.

**TABLE 19: Intersections with Missing ADA Compliant Curb Ramps**

<b>Americans with Disabilities Act (ADA) compliant curb ramps are missing at the following locations:</b>	
1. Twelve Mile and Ellwood	13. Twelve Mile & Cumberland (crossing Twelve Mile)
2. Twelve Mile and Thomas	14. Twelve Mile & Kenmore (crossing Twelve Mile)
3. Twelve Mile and Cummings	15. Coolidge and Rosemont
4. Twelve Mile and Prairie	16. Coolidge and Beverly
5. Twelve Mile and Bacon	17. Coolidge and Edgewood (crossing Coolidge)
6. Twelve Mile and Phillips	18. Coolidge and Wiltshire
7. Twelve Mile and Oakshire	19. Coolidge and Sunnyknoll
8. Twelve Mile and Royal	20. Coolidge and Oxford
9. Twelve Mile and Buckingham	21. Coolidge and Cambridge (crossing Coolidge)
10. Twelve Mile & Gardner (crossing Twelve Mile)	22. Coolidge and Columbia (crossing Coolidge)
11. Twelve Mile & Robina (crossing Twelve Mile)	23. Coolidge and Princeton (crossing Coolidge)
12. Twelve Mile & Kipling (crossing Twelve Mile)	



*Lack of striping at Twelve Mile and Tyler Avenue cross street.*



Of the Downtown corridors, there are approximately 20 direct intersections and 13 offset intersections (on Twelve Mile Road between Greenfield and Wakefield). There are ten traffic signals spread across these 33 intersections. All ten signalized intersections include some intersection legs with striped crosswalks and pedestrian signals. However, this treatment is inconsistent. While the crossings of Twelve Mile and Coolidge are typically striped, the cross streets do not have either striping or pedestrian signals.

None of Berkley’s pedestrian signals communicate information about the WALK—DON’T WALK intervals at signalized intersections in non-visual formats (i.e., audible tones and vibrotactile surfaces) to pedestrians who are blind or have low vision.

Of the intersections highlighted in Table 19, safe crossing opportunities should be prioritized at Cumberland crossing Twelve Mile, Robina crossing Twelve Mile, and Gardner crossing Twelve Mile. A crossing at Robina, in particular, was mentioned by residents as being beneficial due to the commercial density and parking options on either side of Twelve Mile Road. The City has planned an enhanced crosswalk at this intersection for the coming year.

## BICYCLE NETWORK

Prior to the 2019 road diet project, Berkley did not have specific infrastructure dedicated to bicycles. There are approximately 14 miles of locally mapped bike links, as well as other potential bicycle facilities identified by SEMCOG as bicycle-supportive, but without specific route signage.

As evidenced by the comments received in public meetings and stakeholder interviews, Berkley is home to many recreational cyclists. Most reported relying on the city’s fine-grained network of slow residential streets and sidewalks to move safely through the city. Catalpa Road was identified as a key bicycle link.

Beaumont Hospital to the north of Berkley has indicated that they have bicycle racks provided on site and actively encourage their employees to bicycle to work using Berkley’s streets.

Berkley will host two MoGo Bicycle Share stations in the near future as part of MoGo's expansion into southeast Oakland County. Huntington Woods, Oak Park, Royal Oak, and Ferndale will all be adding MoGo Stations. It is hoped that this infrastructure will help spur demand for bicycle infrastructure. Given its favorable cycling attributes; it is likely that micro-mobility companies (eScooters, eBikes, and dockless bike share) will also be in Berkley to compete for short-trip (less than 2 miles) travel demands.

# TRANSIT SERVICE

Berkley receives fixed-route and paratransit public transit services as provided by Suburban Mobility Authority for Regional Transportation (SMART) that is overseen by the Regional Transit Authority for Southeast Michigan. The following routes are present:

**TABLE 20: Transit Service**

SMART BUS ROUTES	WEEKDAY PEAK HEADWAY
740 Twelve Mile Crosstown	Every 60 minutes
415 - 420 Greenfield Southfield	Every 40 minutes

In Berkley, the 740 provides bus service on Twelve Mile between Greenfield and Coolidge, and on Coolidge between Twelve Mile and Eleven Mile connecting to the bus terminal in Royal Oak. The 415- 420 bus line provides service on Greenfield to Southfield. Transit frequency in Berkley is not high enough to support consistent ridership, but the coverage in key commercial areas is adequate. Though there are approximately 22 signed bus stops along Twelve Mile and Coolidge, none of the stops have shelters or seating.

In the absence of frequent transit service in the Downtown, a private shuttle is run during public events and promotional activities such as Ladies Night Out. Figure 12 illustrates the bicycle and transit network coverage.

**FIGURE 12: Transit and Bicycle Network Map**



# MUNICIPAL POLICY

## TRANSPORTATION POLICY

In October 2010, the Berkley City Council adopted Resolution R-48-10 which declared support of “Complete Streets” policies and directed the Planning Commission to begin preparing an amendment to the City Master Plan that would include a section on multimodal transportation. In May 2012, the Council adopted the *Berkley Multi-Modal Transportation Plan* as part of the Master Plan for the City of Berkley. The Plan included a list of recommendations to improve Berkley’s streets for all users. The recommendations included the following types of interventions:

- Ordinance Amendments / Changes in City Policies
- Engineering Studies
- Capital Improvements
- City Program Changes
- Other Observations

The Berkley Code of Ordinances includes a multitude of individual ordinances pertaining to traffic, transportation, and parking. Parking, in particular, is the subject or a component of 86 ordinances. Thus, navigating through the various policies and requirements likely proves challenging for residents and business owners.

In March 2018, a new article was added to Chapter 106 of the Berkley City Code that impacts public space, transportation infrastructure development, and maintenance. “Article VI. Complete Streets” defines complete streets as those that enable safe and convenient access for all legal users of public streets, including pedestrians, bicyclists, transit riders, and motorists of all ages and abilities. The article also established policy enabling the City Planning Commission to create a “non-motorized transportation network plan” including “accommodations for accessibility, sidewalks, curb ramps and cuts, trains and pathways, signage and bike lanes.” More importantly, once the non-motorized transportation plan is adopted, the article mandates that the City keep all public street projects or public street reconstruction projects in conformity.

### Policy Guidance

Complete Streets policies are just the beginning of a process of making change in how municipalities design streets. Ideally, Complete Streets policies should be applied consistently to all streets in a community. While effective policies allow flexibility and discretion, open-ended exemptions weaken policies implementation. To avoid confusion and loopholes that could hinder implementation, exemptions must be clear and accountable. In the cases of complete streets policies, a failure to regulate means that the needs of all users of streets are not accommodated for.

The FHWA recommends that “the decision not to accommodate [bicyclists and pedestrians] should be the exception rather than the rule. There must be exceptional circumstances for denying bicycle and pedestrian access either by prohibition or by designing highways that are incompatible with safe, convenient walking and bicycling.” It provides some guidance for conditions where bicycle and pedestrian infrastructure may be exempted:

- Bicyclists and pedestrians are prohibited by law from using the roadway. In this instance, a greater effort may be necessary to accommodate bicyclists and pedestrians elsewhere within the right of way or within the same transportation corridor.
- The cost of establishing bikeways or walkways would be excessively disproportionate to the need or probable use (defined as exceeding twenty percent of the cost of the larger transportation project).
- Where sparsity of population or other factors indicate an absence of need. For example, the Portland Pedestrian Guide requires “all construction of new public streets” to include sidewalk improvements on both sides, unless the street is a cul-de-sac with four or fewer dwellings or the street has severe topographic or natural resource constraints.

The City of Berkley’s Complete Streets Ordinance has the following exemptions:

- a. Bicycle and pedestrian facilities are not required where they are prohibited by law.

- b. Public transit facilities are not required on streets not serving as transit routes.
- c. Encouraging walking, biking, or transit would be contrary to public health and safety,
- d. The cost would be excessively disproportionate to the need or potential use,
- e. The cost would result in an unacceptable diminishing of other City services,
- f. The project segment length would not result in a meaningful addition to the non-motorized network,
- g. There is no identified long-term need, and/or
- h. The public works project in question is due to an emergency that requires near-term action.

While rooted in the sentiment of the FHWA exemptions, Berkley’s exceptions are vague, and make the ordinance less easy to regulate. For example: Under exemption a. it is unclear where in Berkley bicycle and pedestrian facilities are prohibited by law. Under exemption c. it is unclear where in Berkley encouraging walking, biking and transit might be considered “contrary to public health and safety.” Where is the same sort of guidance applied to the movement and storage of motor vehicles? These exemptions should be reconsidered, strengthened, and given additional context so that Berkley’s city staff, residents, and businesses will have clear guidance on their interpretation.

It is also recommended that the ordinance designate a clear process for granting exemptions. This will provide clarity to staff charged with implementing the policy and will improve transparency and accountability to residents.

## PARKING POLICY

The City of Berkley does not have a singular parking policy. Rather, parking requirements scattered across the city’s various zoning regulations provide parking stipulations regarding minimum parking requirements and shared parking.

Minimum off-street parking requirements are separated into five major land uses categories: residential, institutional, commercial, office, and industrial. Table 21 summarizes the City of Berkley’s minimum parking requirements for select land uses in comparison to the national standards, as specified in ITE’s *Parking Generation Manual, 5th Edition*. Handicapped spaces in the City must comply with the State of Michigan Barrier-Free Rules, as stated in Michigan Public Act No. 1 of 1996.

The City allows for private parking assets to be shared through a ‘joint use’ agreement stating that the parking can be “reduced by the zoning officer whenever the facilities served

do not operate during the same hours” if the presence of an agreement between joint users is presented and signed.

There are also shared parking opportunities for public parking assets as well, with a zoning stipulation stating that “required off-street parking may be located within 500 feet of the building or use it is intended to serve, measured without crossing Twelve Mile Road, Coolidge Highway, Greenfield Road, Woodward Avenue, or Catalpa Drive from the nearest point of the required off-street parking facility.”

While this policy facilitates shared parking and density, there is an opportunity to allow the 500 feet distance be applied across major thoroughfares as well, which would enhance pedestrian connections within the downtown area. One example of this need would be Alex’s of Berkley on Twelve Mile and Cumberland Road, which uses municipal parking assets on the north side of Twelve Mile for their customers and employees.

**TABLE 21: Minimum Parking Requirements per Land Use**

City of Berkley			ITE Parking Generation Manual, 5th Edition					
Land use name	Supply Ratio	Measurement Unit	ITE Land Use Name	ITE sub-type	Land Use Code	Demand Ratio	Measurement Unit	# of studies
Convenience/department store	6.00	/1000 sf of usable floor area	Shopping Center	General Urban/Suburban (no nearby rail transit)-weekday	820	1.95	per 1,000 sf GLA	46
Restaurant	1.00	/1000 sf of usable floor area	High Turnover (sit down) Restaurant	General Urban/Suburban (no nearby rail transit)-weekday	932	9.44	per 1,000 sf GFA	51
Office	1.00	/60 sf of usable floor area	Small Office Building	General Urban/Suburban (no nearby rail transit)-weekday	712	2.56	per 1,000 sf GFA	19
Library	1.00	/150 sf of usable floor area	Multifamily Housing (Low-Rise)	General Urban/Suburban (no nearby rail transit)-weekday	590	2.35	per 1,000 sf GFA	8
Multifamily residential	1.00	/225 sf of usable floor area	Multifamily Housing (Low-Rise)	General Urban/Suburban (no nearby rail transit)-weekday	220	1.21	per dwelling unit	45

# PARKING STUDY

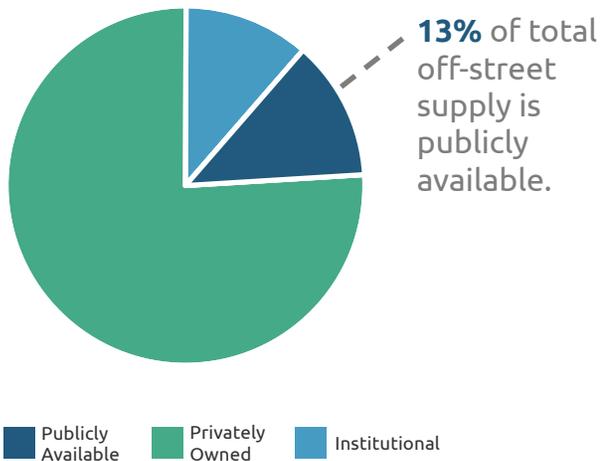
## DOWNTOWN PARKING INVENTORY

As Berkley continues to develop and grow, the parking demand will increase and the existing supply will be constrained.

A comprehensive parking analysis was completed to quantify the existing supply, determine demand patterns, and develop solutions to create a more vibrant community. Given the distinct land uses, street design, and parking uses within the study area, it was separated into the following zones, which generally mirror Downtown Berkley’s three character zones.

- Zone 1 is 12-Mile Road between Greenfield and Buckingham;
- Zone 2 was segmented, with Zone 2a highlighting the parking supply and demand patterns in the Central Shopping District, and Zone 2b making up the remainder of 12-Mile Road and Coolidge north of Catalpa;
- Zone 3 is made up of the remainder of Coolidge Highway.

**FIGURE 13: Off-Street Inventory Breakdown Systemwide, by Land Use Type**



**FIGURE 14: Off-Street Inventory Breakdown Per Zone, by Land Use Type**

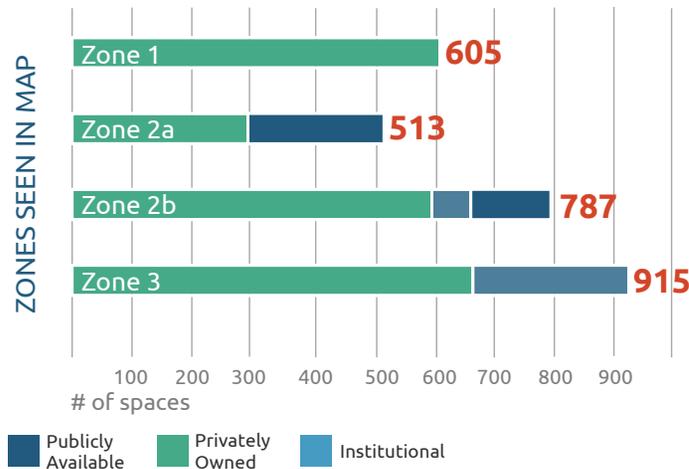
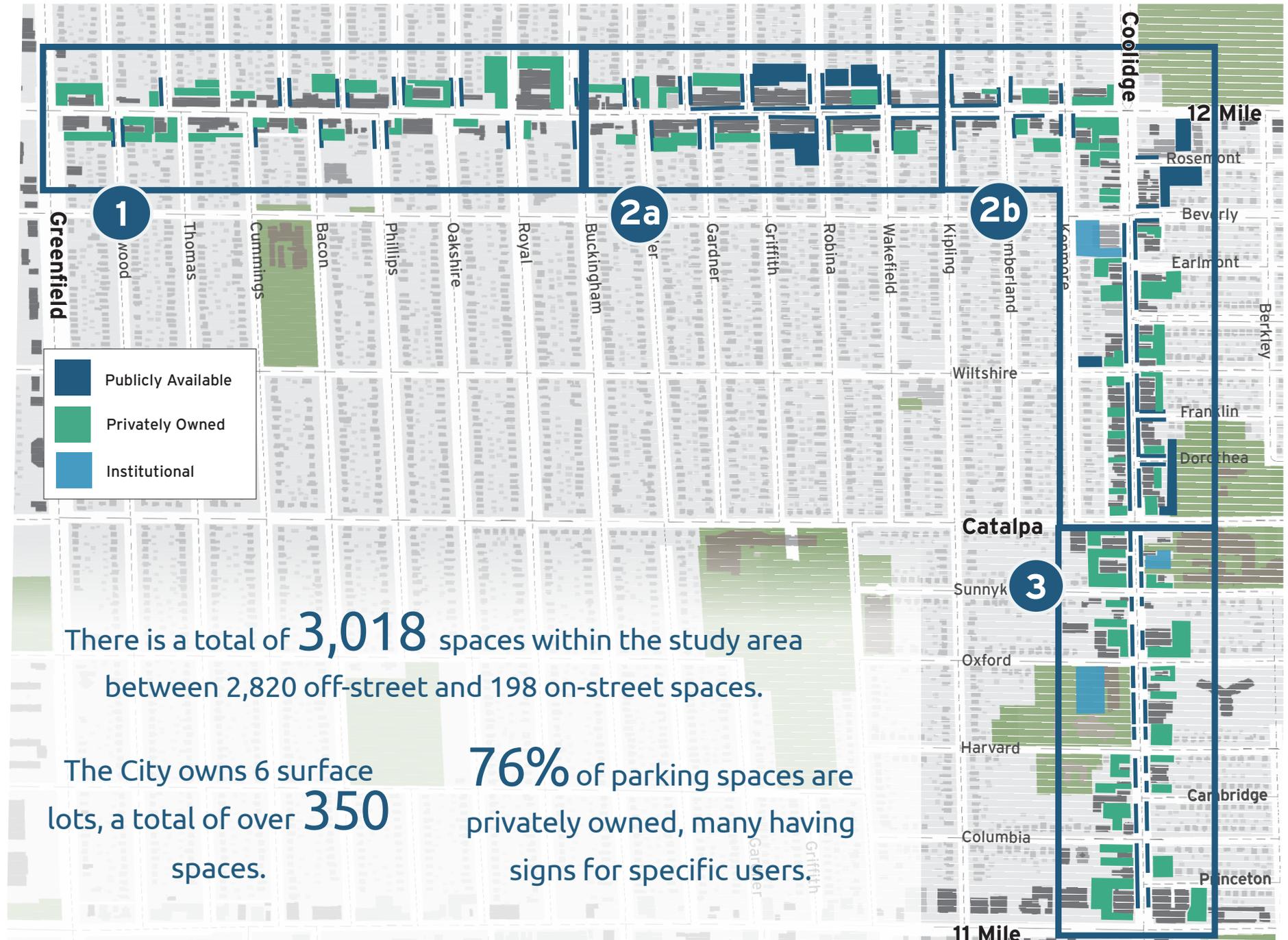


FIGURE 15: Parking Inventory, by Major Land Use



<span style="color: darkblue;">■</span>	Publicly Available
<span style="color: green;">■</span>	Privately Owned
<span style="color: lightblue;">■</span>	Institutional

There is a total of **3,018** spaces within the study area between 2,820 off-street and 198 on-street spaces.

The City owns 6 surface lots, a total of over **350** spaces.

**76%** of parking spaces are privately owned, many having signs for specific users.

## PARKING UTILIZATION

To determine how parking facilities are used in Downtown Berkley, parking utilization surveys were completed on Thursday February 7, Friday February 8, Friday February 22 and Friday June 21, 2019. The results of this analysis will help determine parking solutions and recommendations in the future.

After performing surveys on multiple weekdays between the hours of 4:00 and 7:00pm, 6:00pm on Friday was identified as the hour with the highest utilization rate.

Friday, February 8 and Friday, June 21, 2019 at 6PM experienced the highest periods of demand. A 31 percent utilization rate was observed at these times. The February 2019 count was 887 vehicles out of 2816 spaces. The June 2019 count was 883 vehicles out of 2816 spaces. Since the February count and the June count saw equal utilization but the February count had slightly more vehicles, the February count is used as peak utilization in the following Figures. Figure 19 illustrates which parking facilities experienced the greatest demand.

**85%** is considered to be the “optimal” utilization rate. When facility are above 85 percent it is difficult to find a space and facilities that are below 85 percent are underutilized.

FIGURE 16: Spaces filled, per hour

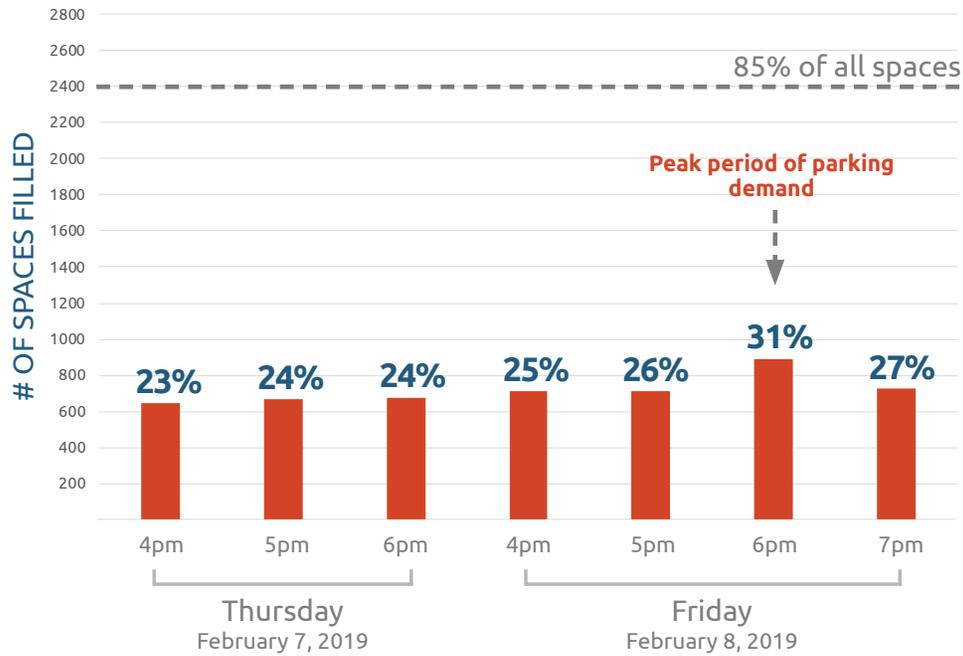


FIGURE 17: % of Spaces Filled, Peak Demand

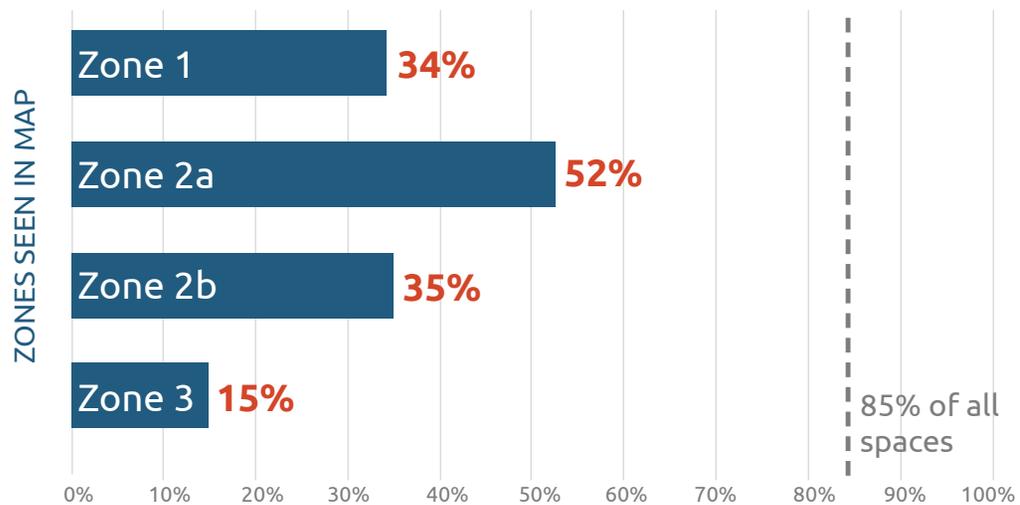
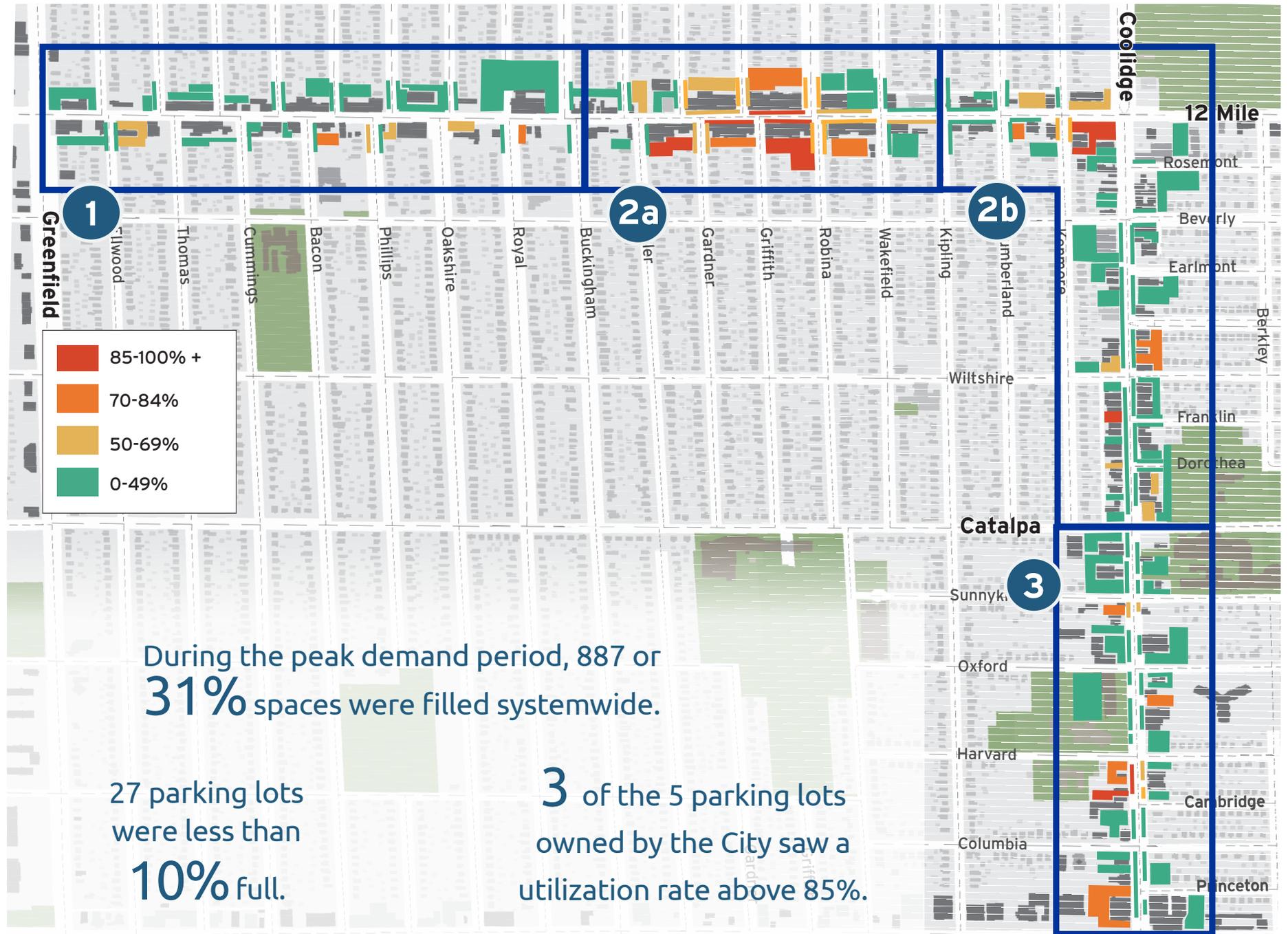


FIGURE 18: Parking Utilization, Peak Demand Period: Friday 6PM



# KEY FINDINGS

## TRANSPORTATION

- Even though Twelve Mile and Coolidge discourage active transportation, demand is growing.
- The “right-sizing” of Coolidge Highway will provide increased safety for pedestrians and cyclists by reducing traffic speeds and lowering volumes, as well as providing additional street parking.
- Public transit connections exist, but transit supportive infrastructure such as shelters, benches and enhanced wayfinding technology is nonexistent.
- The DDA should explore ways to engage with new mobility options, such as curbspace management, mobility hubs, and micro-mobility services (such as Bikeshare, eScooters, Etc.). Encouraging the use of other transportation options to private vehicles is key to ensuring Downtown Berkley's competitive advantages over peer downtowns.

## PARKING

- Private parking assets adjacent to the commercial corridors may be underutilized.
- Municipal parking ordinances need to be aggregated and organized.
- Municipal parking policy should be updated to support economic development and walkable streets.
- City officials are uncertain of which lots they do and do not own.
- Municipal parking makes up 19% of the total inventory but is showed the highest utilization rate
- The majority of off-street facilities are privately owned and signed individually, preventing others from parking in these spaces even after these businesses have shut down and no one is using them.
- Signage is inconsistent in public lots, which can create confusion for incoming visitors/ customers. (Inconsistent timing and hours of enforcement)
- The City's parking requirements code is outdated and no longer relevant to the existing demand characteristics.
- Enforcement is limited and performed on a reactionary basis.
- On-street parking is unprotected and can feel dangerous, along both Twelve Mile Road and Coolidge Highway.

# MOBILITY & PARKING STRATEGIES

There is a strong link between access to transportation and social mobility. Access to transportation means essential access to job opportunities, family, and serves basic needs like food, shelter, and medical care. Transportation also provides meaningful connections to social, recreational, and spiritual opportunities. As the provider of local access and transportation infrastructure (from downtown streets, to sidewalks, to bus stops, to parking spaces), the City and the DDA have a huge impact on residents' social mobility. Berkley's decision-makers, staff, and community members take this responsibility seriously.

Throughout the engagement process, we found that Berkley residents recognize the important connection between municipal transportation investments and their quality of life. Residents expressed overwhelming support for initiatives that build on Berkley's strengths and encourage walkable and bikeable trips to local businesses and other destinations.

Keeping travelers of all ages and abilities (especially young families) safe was a universal priority. Participants favored street trees, wide sidewalks, green outdoor spaces, and other interventions that support low cost and multi-modal transportation and that diversify how transportation resources are being allocated in the City.

There is an important balance to strike for planning for the future of Berkley's public spaces and downtown corridors. The City can plan for maintaining access to parking for customers and visitors or maintaining roadway throughput for regional commuters and freight movement, or it can focus efforts on supporting local mobility for residents. The following section provides a set of practical and implementable transportation and parking strategies to address the challenges identified by our work understanding and engaging with the Berkley community.

# MOBILITY STRATEGIES

*Improving mobility and access for Berkley residents and businesses is key to supporting the city's economic and social development. The City plays a key role in managing conflicts between vehicular movement and pedestrian activity required for successful downtown.*

*The following strategic improvements are recommended to assist Berkley in meeting its current and future mobility needs.*

## 3.1: IMPLEMENT TRAFFIC CALMING MEASURES AND OTHER TRANSPORTATION ENHANCEMENTS TO PROMOTE PEDESTRIAN SAFETY DOWNTOWN

Putting the movement of people at the center is key to developing safe streets and infrastructure. Traditional traffic engineering practices focus on vehicles and concentrate

on reducing travel times, improving vehicular speeds, and vehicular congestion. Typically, pedestrians, cyclists, and transit users have been considered impediments for “efficient flow” of personal and commercial vehicles. As such infrastructure (sidewalks, crossings, public spaces, etc.) has been designed to discourage and prohibit pedestrian intrusions into vehicular space.

For a fine grained, walkable City like Berkley this type of performance assessment is inappropriate. Communities across the country have been slowly realizing the benefits of designing around the movement of people instead of vehicles. Modern transportation planning efforts have sought to maximize **engineering, education, and enforcement** techniques to support goals rooted in safety, pleasure, and efficiency for all road users.

Engineering refers to the design of the physical environment including streets and sidewalks and infrastructure. Education refers to how the functions of streets and sidewalks are communicated to drivers, and all users. Strategic education and awareness programs begin with pedestrian prioritized drivers’

training programs and also include context-sensitive wayfinding signage. Enforcement in this context refers to the regulatory environment—how do the efforts of local police professionals impact transportation safety. Good engineering and design will reduce the need for enforcement. To make the public feel safe and enforce safe public policies, the perception of accountability and enforcement has to be real.

### Actions:

- **Implement signage** at key downtown gateways telling motorists to “Yield to pedestrians and bicyclists.”
- **Consider changing name** from Coolidge Highway to Coolidge Avenue to change perceptions of the street.
- **Implement crossing improvements**, including marked crossings, painted crosswalks, overhead warning beacons, and yield signage at the following intersections:
  - » 12 Mile and Kenmore
  - » 12 Mile and Cumberland
  - » 12 Mile and Robina
  - » 12 Mile and Kipling
  - » 12 Mile and Gardner

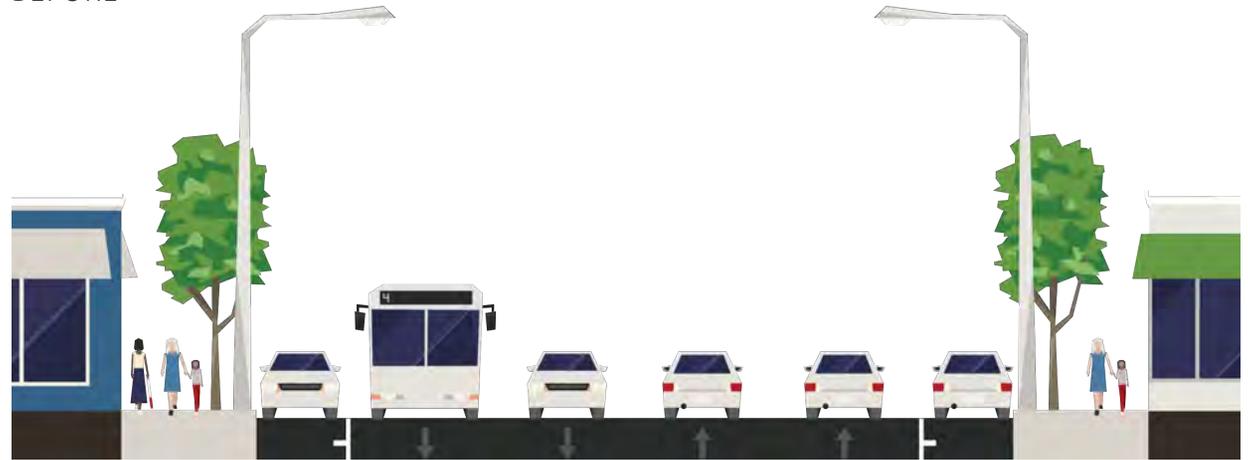
- » Coolidge and Earlmont
- » Coolidge and Dorthea
- Upgrade sidewalks, infrastructure (including signals), and pedestrian crossings **on 12 Mile between Tyler and Greenfield.**
- **Identify transition plan and timeline** to upgrade non-compliant crossings to meet requirements of the Americans with Disabilities Act (ADA), including curb ramps, detectable warning surfaces, and accessible pedestrian signals at signalized intersections. In addition to crossings identified in Table 19, accessible crossings at Oakshire, Thomas, and Royal would be beneficial.
- **Change expectations for successful streets.** In the context of measuring roadway performance, “Level of Service (LOS)” is not an appropriate measure of success for a downtown. Future traffic studies for Berkley’s downtown corridors should target LOS scores greater than E (Volume to capacity ratios of 0.8 to 1.0). This will help focus on the performance of streets for people instead of vehicles. Learn more about LOS on page 121.
- **Implement reconfiguration of 12 Mile** to match positive progress of the Coolidge Road Diet. This includes reducing traffic lanes that are redundant and shortening or eliminating turn lanes. Design features should be included that protect bicyclists and reduce stress to encourage use by novice cyclists and families.

*“I’ll walk anywhere as long as I feel safe”*

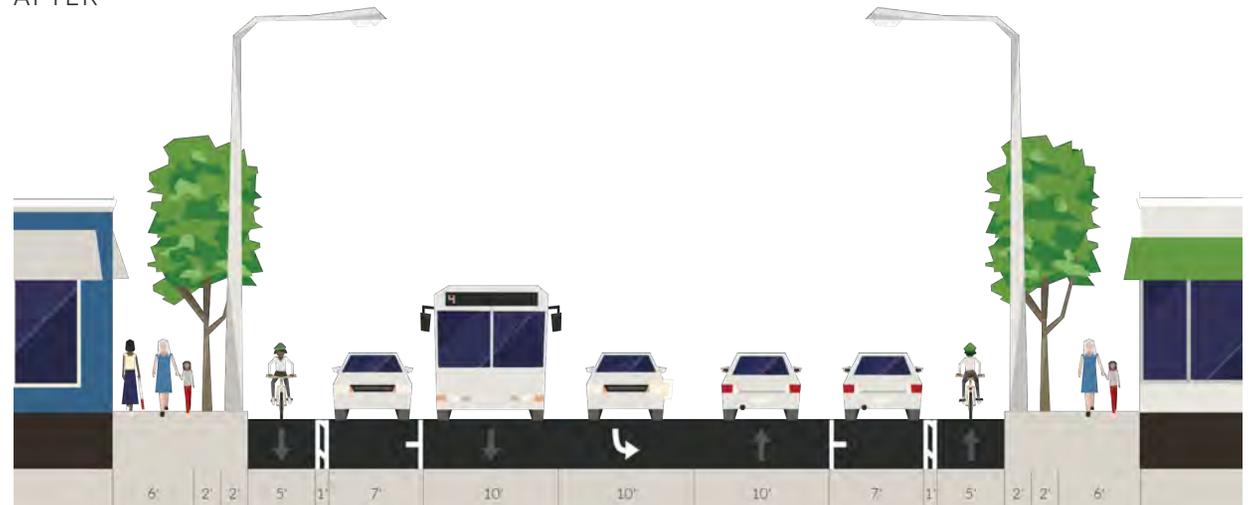
*- comment from workshop*

**FIGURE 19:** Right-Sizing of Downtown’s Corridors

BEFORE



AFTER



## 3.2: IMPROVE DOWNTOWN BERKLEY'S BICYCLE NETWORK AND INTRODUCE MICRO-MOBILITY OPTIONS

Berkley is making great strides in terms of developing infrastructure to grow local mobility options. This is important as the 2017 National Household Travel Survey (NHTS) estimated that up to 60% of trips in the US are between

0 to 5 Miles in length. Developing supportive infrastructure (such as networks of low stress streets and bicycle lanes) and services (such as MoGo bikeshare or other micro-mobility options) may provide a significant opportunity to switch to alternative modes to complete these short trips.

**Micro-mobility** refers to personal vehicles that can carry one or two passengers and function similarly to a bicycle. Micro-mobility options are typically small footprint powered personal devices that run on charged batteries (including electric bicycles, mopeds, and scooters).

The quickest growing micro-mobility option, eScooters, involves distributing scooters that can be rented for short periods of time using smart phone apps. They are being explored across the country in both urban and semi-urban (like Berkley) contexts. Providers (such as Bird, Lime, Spin, etc.) are partnering with communities to develop solutions for trips that range from 1 to three miles long. Micro-mobility service providers are willing to develop local/regional partnerships and operating agreements that can help allocate funding for building safer streets and protected slow lanes for micro-mobility users and bicyclists.

FIGURE 20: Bicycle / Micro-mobility Network



Berkley's work developing bicycle facilities for Coolidge, future MoGo stations, and fine network of slow speed interior streets make it a possible candidate for exploring micro-mobility. It is important to note that similar to bicycles, micro-mobility devices may be challenging for seniors and some people with disabilities to use. Simultaneously, these devices can also be very empowering for people who experience difficulties riding manual bicycles. Cities that wish to partner with the micro-mobility companies must develop policies to ensure that devices not in use are appropriately managed, and that parked dockless devices do not create access challenges on sidewalks and other pedestrian infrastructure.

*“Mobility hubs is something we have the opportunity to embrace and I would love to see us do that here.”*

## Actions:

- **Complete Pedestrian and Bicyclist Survey** at key downtown locations.
- **Develop standard process for identifying and prioritizing future MoGo station locations** based on non-motorist activity (per ped/bike survey) and proximity to key bicycle network connections.
- Partner with key stakeholders, such as SEMCOG, to **program regular “open streets” events** to promote safe local cycling, encourage the use of cycling-oriented businesses and infrastructure.
- **Designate key internal streets as “bicycle boulevards”** (Griffith, Kipling, and others)
- **Develop signage** to direct cyclists to important links (such as Catalpa and Coolidge) and destinations.
- **Establish municipal policy to regulate micro-mobility** corrals that reduce “scooter blight” and facilitate use of these modes.

*“It would be nice if I could ride my bike with my kids and not have to worry about drivers of cars who don’t know how to share the road.”*

- comment from online survey

## 3.3: ENHANCE DOWNTOWN BERKLEY’S TRANSIT SERVICE AND CONNECT DIFFERENT MODES OF TRANSPORTATION THROUGH TRANSIT NODES

Geometry assures us that public transit will always be the most efficient option to move people in cities and semi-urban areas. In more suburban environments, land use choices and sprawling development patterns have made providing effective transit services costly and less competitive with other options. Suburbs also produce high rates of off-peak and weekend travel, periods when bus headways tend to be longest.

Berkley owes much of its development to the streetcar and the access that it gave to jobs and opportunities at a time when vehicle ownership was a luxury. Berkley’s small block sizes, pedestrian infrastructure, and walkable fabric are made possible by the fact that many needed to walk to transit. Public support for transit investments in Southeast Michigan has recently been challenging to mobilize; however, SMART,

the RTA of SE Michigan, and other transit providers have made recent gains and begun investing in the region’s bus fleet and services. Berkley benefits from these investments because it has immediate access to SMART transit service (740 - Twelve Mile Crosstown and 415 – 420 Greenfield Southfield). With strategic investments in land use policy and transit services and the development of new transit service models (such as on-demand microtransit), transit can begin to compete with private vehicles to support Oakland County and other regional trips. Berkley’s downtown corridors have many bus stops, but very limited amenities at each stop (as previously indicated). Consolidating the stops and investing in strategic transit nodes with improved stop amenities where transit demand may be highest will help increase awareness of transit services and improve the transit journeys for those who need to use transit.

An important concept in improving transit services is integrating transit with other modes of mobility. **Mobility hubs** are prioritized transit stops that offer enhanced access to the bicycle / micro-mobility and pedestrian network, as well as dedicated curb space for short term loading by Ridesourcing companies (such as Uber and Lyft). These are places of connectivity where different modes of transportation –

from walking to public transit – come together seamlessly and where there is an intensive concentration of working, living, shopping and/or playing. In Berkeley, potential coordinated services at mobility hubs include SMART stops, MoGo bikeshare stations, Ridesourcing pick-up/drop-off points, and corrals for dockless micro-mobility. Mobility hubs are supported using techniques such as geofencing—the use of GPS or radio frequency identification to define a geographic boundary. Once this “virtual barrier” is established, software triggers a response (text message, alert email, app notification, etc.) when a mobile device enters (or exits) the specified area. Municipalities can partner with ridesourcing companies to designate voluntary zones where short-term loading is allowed. The companies’ software then prohibits service to and from other locations.

## Actions:

- **Invest in strategic transit stops** (activity nodes) to improve the experience of transit users. At these nodes, sponsor transit shelters, seating, enhanced route and timetable signage, and wayfinding.
- **Make a case for SMART investment in transit** beyond minimum coverage. Current levels of transit usage in Berkeley result in transit service frequencies that are not sufficient to provide a competitive alternative for most vehicular trips.
- **Explore free downtown circulator/trolley** outside of special events.
- **Identify and establish mobility hubs.** Coordinate mobility hubs with available public space and connections to the bicycle network.
- **Prioritize on-street parking locations** that can be designated as 15-minute maximums.
- **Plan for increased demand for pick-up and drop-off spaces** as more Berkeley visitors arrive by shared modes, such as transportation network companies (TNCs) like Uber and Lyft, as well as traditional taxis. By coordinating with service providers, these transactions are only allowed at specific locations and their impacts on traffic congestion are managed.
- **Utilize geofencing techniques** to limit the locations where TNC companies can pick up or drop off their customers. Geofencing helps reduce the negative impacts of ridesourcing vehicles searching for their customers by focusing pick-ups and drops offs at specific locations. As more people travel to Berkeley via shared modes, employing these techniques will help manage demand and ensure that people quickly and easily find their transportation.
- **Implement appropriate signage and disseminate public information** regarding the mobility hubs to Berkeley residents, explaining the benefits and the locations.

**FIGURE 21:** Potential Transit Nodes/Mobility Hubs in Downtown Berkeley



# PARKING MANAGEMENT STRATEGIES

*As the first and last experience for everyone who drives, parking has a tremendous impact on the overall impression of a community, making its location, availability, and convenience critical in development decisions. While Berkley has an abundance of parking throughout the DDA boundaries, it can be difficult for incoming customers to locate a space. Available parking spaces may be challenging for users to immediately locate because wayfinding signage is inconsistent and facilities are not shared for coordinated use. The following parking management strategies aim to optimize Berkley's existing parking resources and make them easier to find to create a more enjoyable parking experience for all users.*



## 3.4: IMPLEMENT WAYFINDING & IDENTIFICATION SIGNAGE PROGRAM FOR DOWNTOWN PARKING FACILITIES

As mentioned previously, there is a lack of certainty of which lots the City does and does not own. A clear map will help, as will additional signage. Signage and wayfinding is an effective tool in getting new visitors and customers to their destination. There is limited signage on Municipal lots, making it difficult for incoming visitors to know where to park and how long they can stay. Improving parking signage will reduce confusion for incoming visitors and improve the clarity of public vs. private lots.

***“There is no worse use of Berkley's limited space than surface parking. We have plenty of spots. If anything I'd like to see space used more efficiently by replacing unused parking with activated space”***

*- comment from online survey*



### Actions:

- **Map City-wide parking ownership**, using the Oakland County Gateway to identify unidentified or ambiguous property ownership and verifying with the Tax ID number and City Manager. This map can be further developed to show residents and visitors where parking is available.
- **Enhance signage in City lots**, using consistent colors and fonts.
- **Direct visitors and residents to available parking** through the installation of wayfinding signs along downtown corridors, with arrows indicating the direction of the lots

## 3.5: UPDATE DOWNTOWN PARKING REGULATIONS

Minimum parking requirements define how much parking is provided for each land use. Berkley's parking code has not been updated in decades and is no longer aligned with their current demand patterns. When parking requirements are higher than necessary, they separate land uses, enable sprawl, and are a disincentive for dense, walkable development. Updating these requirements and reducing excess parking would create more room for active land uses.

Updates to the municipal code should respect local context—every City is different, minimums should not be placed based on other City's and should instead be prioritized and tied to local demand. Use the utilization counts performed to determine if excess parking is still present or if demand is high. Any policy of reduced or eliminated minimums should be combined with targeted on-street parking policies to eliminate on-street spillover. On-street parking plays an important role in the parking system and should be enforced carefully when altering off-street parking policies.

***"I had no idea we had so much parking prior to tonight."***

*- comment from workshop*

### Actions:

- **Set parking maximums.** Parking maximums prevent excess spaces from being built and are an increasingly popular trend in cities and downtowns throughout the Country.
- **Embrace Overlays.** People are attracted to Downtown Berkley because it is different than the remainder of the City, with more dense walkable streets and a cluster of businesses adjacent to one another. The parking code should encourage and leverage these differences and differ from the rest of the City's.
- **Use standard denominators.** Setting denominators consistent to ITE's Parking Generation Manual will allow the City to more easily compare and contrast its code to other City's with similar parking demand patterns, and national trends.
- **Limit land uses.** There are currently 100 land uses in the City's zoning code; typically, there are closer to 50-70. Having a large number of land uses in a City's code increases the confusion for incoming property's and tends to increase the amount of parking supplied.
- **Allow flexibility.** The City should make variances easy and establish a discretionary system to allow developers to reduce the parking supply, share parking with an adjacent property, or alter the code the City if unique circumstances are present.



## 3.6: ESTABLISH A DOWNTOWN SHARED PARKING DISTRICT

Shared parking is a national best practice. It optimizes the parking footprint by efficiently allocating the demand during peak periods. When cities implement shared parking strategies, they provide a cost-effective way to address parking shortfalls that utilize existing resources and open up more land for uses other than parking, reducing overall development costs.

A large portion of Berkley's parking is signed for individual businesses. This forces the City to build more parking and increase the distance people have to walk between businesses or other key destinations. Under a Parking District model, businesses pay a flat fee to use any space within the District. These funds can then be used for landscaping/ beautification efforts to improve the District as a whole.

While businesses may fear that they are losing precious spaces and paying more than they currently do, participating in a Parking District actually provides them with more parking since they would no longer be restricted to specific spots. And the fee would likely be lower than the current cost to maintain their existing spaces with the benefit of improved landscaping and consistent signage. Businesses would also no longer have to worry about the time and administrative annoyances of maintaining or operating their lot or spaces as this task would be under the Parking District's purview. Lastly, in a Parking District, merchants and/or the public would have direct input in selecting and prioritizing what particular parking, transportation, or pedestrian improvements should be made with the collective revenue. Enhancements to the built environment would make the corridor a more walkable, vibrant, and friendly place that residents and visitors flock to, generating more revenue and improving economic development in Berkley as a whole.

## Initiatives

- **Set up merchant parking committee** to discuss removing signage from individual spaces and promote shared resources.
- **Establish a parking district within the DDA district** in which businesses pay in to and allow the City to oversee, maintain, and enforce parking facilities in a shared manner. This would create consistency in signage and regulations, and pooled funds can go towards surface lot beautification efforts and landscaping.

- **Designate City staff to perform bi-annual parking counts** to better understand parking utilization patterns, changes, and growth.
- **Adopt parking enforcement technology** to better record and monitor abuse and target future enforcement efforts. Technology-enabled enforcement does not require officers to physically check and write parking citations. License Plate Recognition (LPR) software can be placed on top of enforcement vehicles to identify when and how long vehicles have been parked. Camera-based systems can help achieve similar goals.
- **Designate funding for parking facility improvements** including landscaping, improved lighting, repaving, restriping, and pedestrian paths connecting parking facilities to sidewalks and key destinations.

## 3.7: IMPROVE THE CURBSIDE ENVIRONMENT

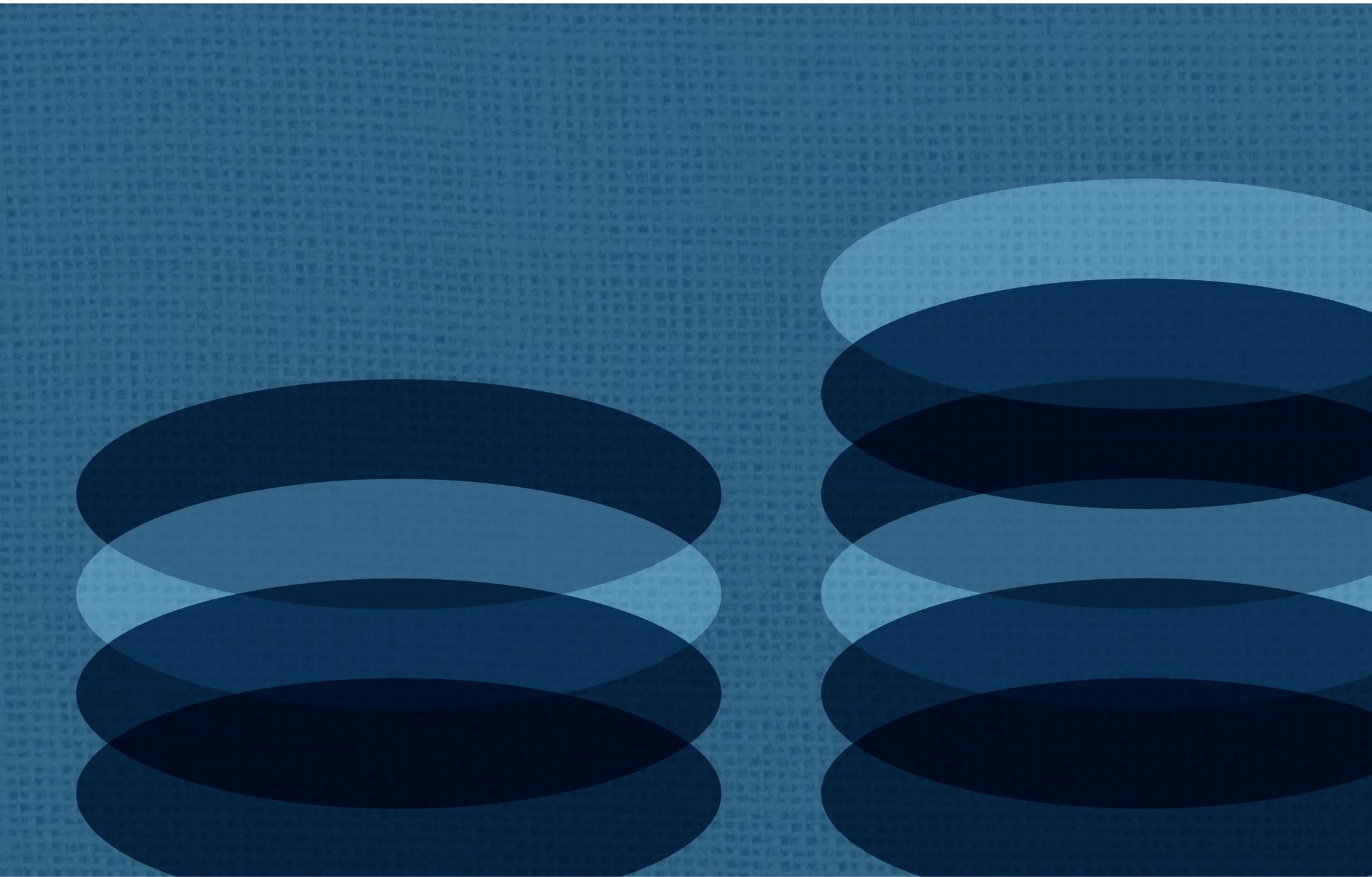
The high speeds and large traffic volumes along Coolidge and 12-Mile make pedestrians feel unsafe and uncomfortable when crossing these corridors. Incorporating pedestrian enhancements will increase the area someone is willing to walk from their vehicle to their ultimate destination.

***“There needs to be more parking that I am allowed to use, near the places that I want to be. Businesses...should not be able to block me from parking and going to a business right next door.”***

*- comment from online survey*

## Initiatives

- **Improve on-street parking**, through restriping parking spaces on-street, updating parking designation signage, installing curb bump-outs, and painting curb space that is not available for parking. Each of these initiatives will more clearly delineate parking versus traffic lanes and improve the overall parking experience.
- **Identify on-street parking locations that can be designated as 15-minute standing/pick-up drop-off zones.** All parking within the DDA is 2 hour or longer. While this accommodates longer visits, it is also important to provide options for quick trips and pick-up/drop-offs, especially as the popularity of shared modes, such as transportation network companies (TNCs) like Uber and Lyft, continues to grow in Berkley and nationwide. It is recommended to establish a 15-minute standing space on a block face between Kipling and Griffith Avenue on 12-Mile Road, but to increase the number of blocks with these spaces if the demand for pick-up/drop-off continues in Berkley. Eventually, these spaces could be converted into “mobility hubs”, as discussed in Strategy 3.3.



Goal 4

# STRENGTHEN BERKLEY'S "RETRO-COOL" MARKET POSITION





# DOWNTOWN BUSINESS & MARKET CONTEXT

A Downtown Master Plan should be responsive to a community vision, placed in the context of market conditions and possibilities. Market conditions identify both opportunities and limitations: The Berkley DDA and the City have leveraged Berkley's many unique independent businesses as a point of pride and differentiation. At the same time, the realities of the grocery industry, for example, have made it more difficult to attract a full-line grocery store Downtown.

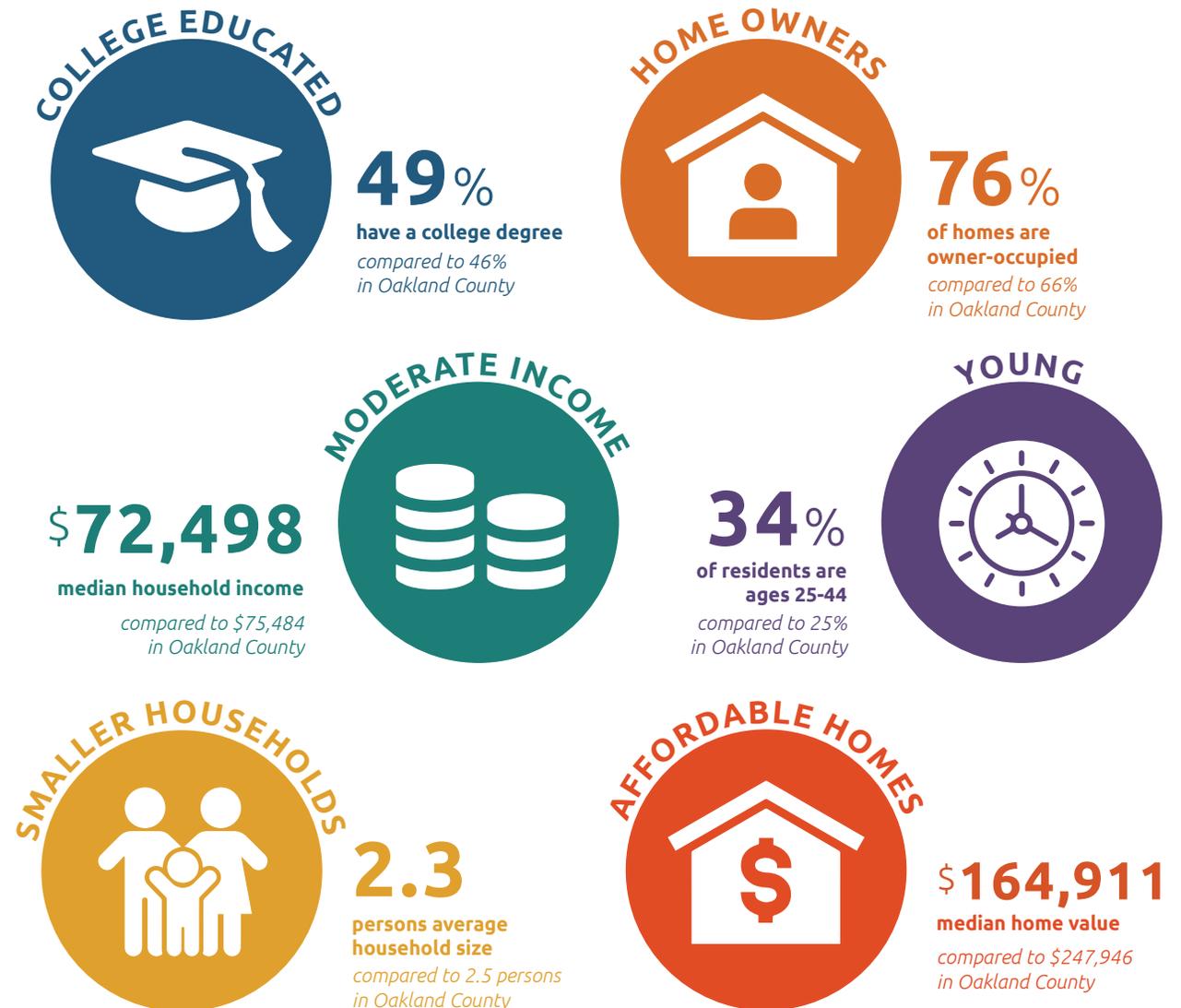
Market conditions include the demographic composition of Berkley and its nearby trade areas, the existing downtown business mix and its performance, and consumer preferences. Additional factors that influence the market context include the building inventory and its suitability for desired tenants or development, regional competition, the regulatory environment, and others.

Much of the information highlighted in this section is summarized from Berkley's *Retail Positioning Strategy* (2017) by MJB Consulting.

## BERKLEY DEMOGRAPHICS

While Berkley's household income is more moderate than some nearby Oakland County communities, the population has many other highly desirable attributes, including its large percentage of college-educated residents and its high homeownership rate. Berkley households are also relatively young, meaning they are still in their "household formation," or growth, years. This, combined with high homeownership and education rates, are desirable traits in a consumer market. The average household size in Berkley is slightly smaller than Oakland County's, but both consist largely of "family households", meaning related people living together. About 28% of Berkley households have children under 18 living at home.

FIGURE 22: Berkley Population Traits

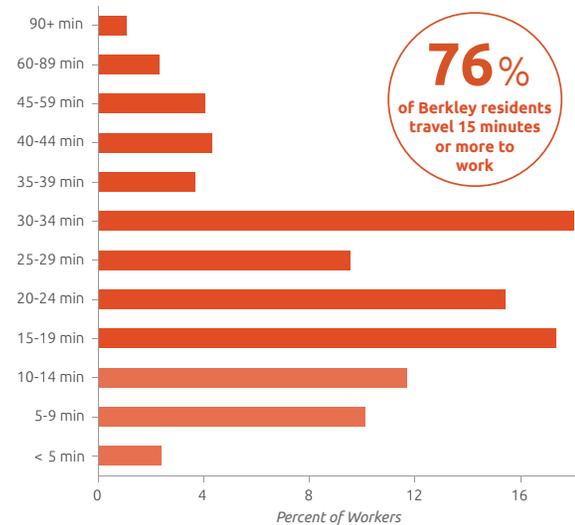


COLLEGE EDUCATED: Retail Incentives 2014, MJB Consulting | HOME OWNERSHIP: Retail Incentives 2014, MJB Consulting  
 MEDIAN INCOME: Esri Community Profile, 2018 | AGE: Esri community Profile, 2010 | HOUSEHOLDS WITH CHILDREN: Retail Incentives 2014, MJB Consulting  
 HOME VALUE: ACS Housing Summary by Esri, 2010-2016 ACS Estimate

**FIGURE 23: Largest Employers of Oakland County**

- 1** **Beaumont Health** Health Care System  
*18,301 Local Employees, Based in Royal Oak*
- 2** **FCA US LLC** Automobile Manufacturer  
*13,099 Local Employees, Based in Auburn Hills*
- 3** **General Motors Co** Automobile Manufacturer  
*9,687 Local Employees, Based in Detroit*
- 4** **Ascension Michigan** Health Care System  
*5,474 Local Employees, Based in Warren*
- 5** **U.S. Postal Service** Postal Service  
*4,195 Local Employees, Based in Detroit*

**FIGURE 24: Travel Time to Work**



LARGEST EMPLOYERS: *Crain's Business Detroit, 2017*  
 TRANSPORTATION TO WORK: *ACS Survey, US Census Bureau, 2010*

## OAKLAND COUNTY EMPLOYERS AND LOCAL COMMUTE TIMES

Oakland County hosts several nearby large employers, primarily in healthcare and automobile manufacturing, though none of these are in Berkley. With no major employment centers in Berkley, it makes sense that most employed Berkley residents commute 15 minutes or more to work. This implies that most employed Berkley residents are away from Downtown Berkley during typical retail shopping hours.

## BERKLEY CONSUMER PROFILES

The *Retail Positioning Strategy* reports Berkley households falling largely into two “lifestyle” segments. Consumer lifestyle segmentation, or “psychographics”, broadly describes the behaviors of American households by offering a narrative of their preferences. In Berkley, the largest represented segments are “Midwestern Traditional” (59 percent) and “Newer Arrivals” (22 percent). These profiles are characterized by:

### MIDWESTERN TRADITIONAL

- Homeowners with modest incomes
- Family oriented “homebodies”
- Budget-conscious shoppers
- Preference for American-made items
- Dine at casual sit-down chains

### NEWER ARRIVALS

- College-educated and affluent
- Urbane lifestyle, patron of “high culture”
- Focus on the home, remodeling
- Attentive to price, users of coupons
- Do not necessarily have children

Lifestyle segment descriptions by their nature are generalized. They do not limit what can happen in Downtown Berkley, but can help inform future choices match consumer preferences.

## BUSINESS IN BERKLEY

Sales leakage analysis is less relevant in Berkley given the limited depth of comparison-goods shopping. Retail leakage has traditionally been a benchmark for a downtown's competitiveness, but has become less meaningful in recent years as online shopping is changing consumer behaviors across most retail categories.

A different way of gauging whether the downtown business mix is meeting consumer demand is to look at consumer buying power in relation to the current business mix. Groceries, restaurant dining, and apparel are among Berkley's largest categories of consumer expenditures (Table 22). The large number of restaurants (Figure 25) aligns with consumer spending. In other areas, like apparel and groceries, shoppers have few options in Downtown Berkley.

Opportunities exist to carve out niches within groceries and apparel while acknowledging that structural shifts in these sectors present challenges to broad expansion.

TABLE 22: Total Annual Household Expenditures ("Buying Power") by Spending Category

CATEGORY	BERKLEY (CITY)	1 MILE	3 MILES	5 MILES
<b>Apparel and services</b>	<b>\$ 15,223,000</b>	<b>\$ 17,586,000</b>	<b>\$ 148,683,000</b>	<b>\$ 332,174,000</b>
<b>Men's apparel</b>	2,908,000	3,357,000	28,285,000	63,200,000
<b>Women's apparel</b>	5,245,000	6,061,000	51,403,000	114,501,000
<b>Children's apparel</b>	2,303,000	2,637,000	21,648,000	48,669,000
<b>Movies, museums, parks</b>	542,000	633,000	5,421,000	11,960,000
<b>Pets</b>	4,554,000	5,204,000	42,987,000	96,344,000
<b>Toys, games, crafts, hobbies</b>	842,000	967,000	8,000,000	17,854,000
<b>Reading</b>	818,000	940,000	7,908,000	17,564,000
<b>Food at home (groceries)</b>	<b>35,614,000</b>	<b>41,014,000</b>	<b>342,580,000</b>	<b>768,522,000</b>
<b>Food away from home (restaurants)</b>	<b>24,872,000</b>	<b>28,735,000</b>	<b>241,821,000</b>	<b>539,274,000</b>
<b>Alcoholic beverages</b>	4,050,000	4,682,000	39,669,000	87,906,000
<b>Prescription drugs</b>	2,731,000	3,097,000	25,220,000	56,952,000
<b>Eye glasses and contact lenses</b>	699,000	794,000	6,497,000	14,517,000
<b>Furniture</b>	4,457,000	5,121,000	42,873,000	95,911,000
<b>Appliances</b>	2,577,000	2,920,000	23,872,000	53,713,000
<b>Housewares</b>	760,000	869,000	7,182,000	15,995,000

ANNUAL HOUSEHOLD EXPENDITURES: Esri Community Profile, 2018

Specialty retail stores are among Downtown Berkley’s jewels. Many of these are destinations and unique to Berkley. Downtown also hosts a large number of consumer-oriented services, both specialized and more generic. While the community views Downtown Berkley as lacking business diversity (see page 21), Downtown is, in fact, home to an eclectic mix of mostly independently-owned businesses. Taken together, retail businesses, health/fitness/beauty businesses, and food/drink/entertainment businesses account for 75 percent of the inventory. All of these businesses are consumer-facing.

Still, the lengths of the two roads can project a different perception to the observer.

FIGURE 26: Relative Total Sales Volume by Business Category

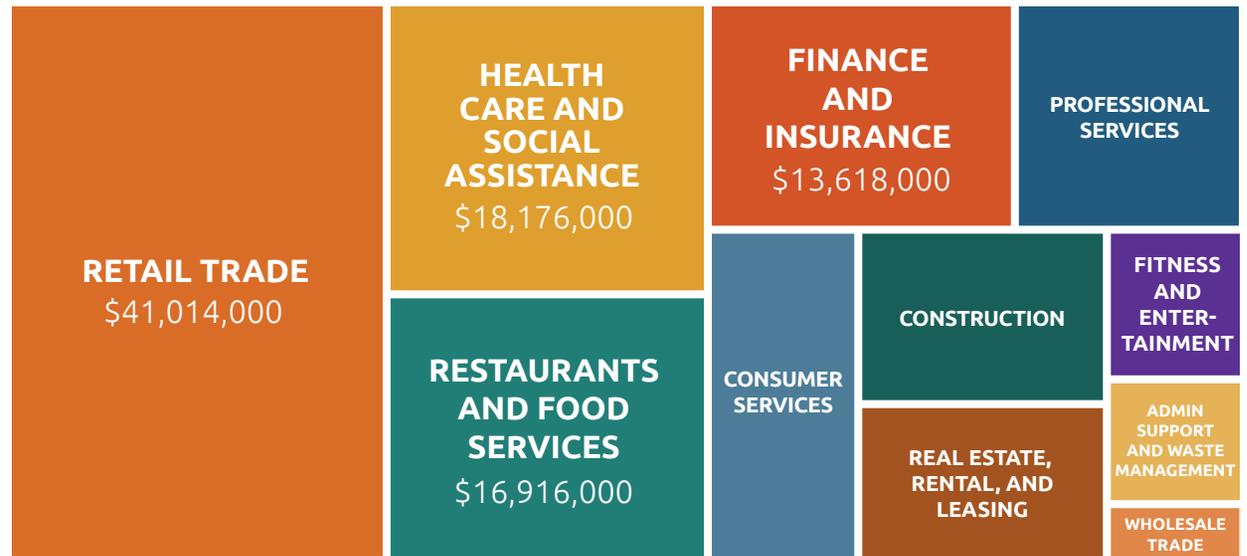
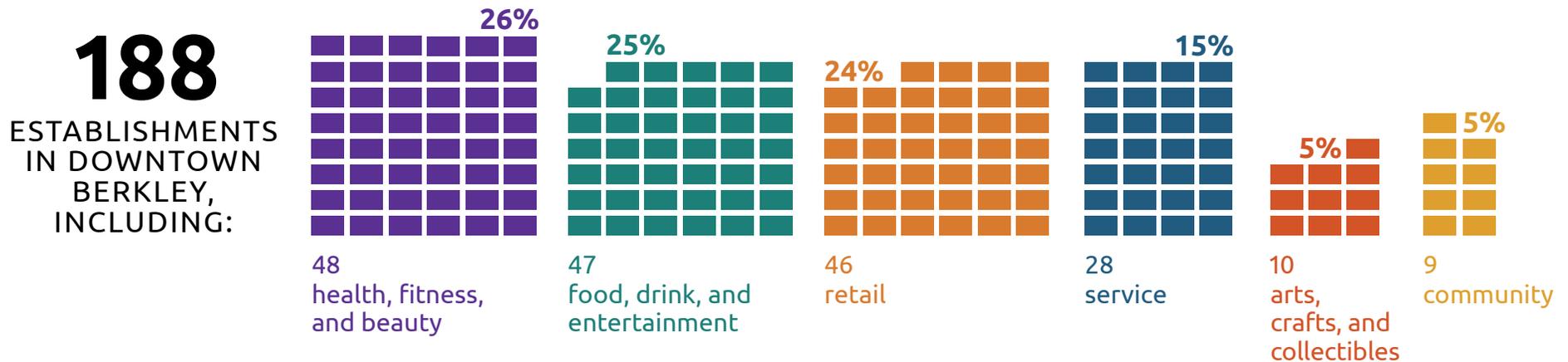


FIGURE 25: Existing DDA Business Mix



SALES VOLUME: Esri Community Profile, 2018  
 BUSINESS MIX: Berkley Downtown Development Authority

What many consider the "heart" of Berkley's Downtown Core is located between Wakefield Road and Tyler Avenue on Twelve Mile. This sub area contains a dense mix of mostly retail, along with food and drink, health, beauty and fitness establishments. The majority of Berkley's service establishments are located in Gateway West, west of Tyler Avenue on Twelve Mile Road.

Coolidge Avenue is home to many of Berkley's civic institutions, such as City Hall and the Berkley Public Library. Many food and drink businesses are located here, along with a vibrant pocket of retail between Wiltshire Road and Catalpa Drive.

## Key Takeaways

- Retail remains an important component of Downtown Berkley's business mix and it generates the largest portion of sales volume.
- Restaurants are a significant portion of the business mix and generate a proportional amount of sales.
- Services (e.g., personal care, repair services, etc.) represent a large portion of the business mix, but generate a relatively smaller portion of sales volumes.
- Taken together, retail, health/fitness/beauty, and food/drink/entertainment account for 75 percent of the business inventory Downtown – more consumer-facing businesses than first meets the eye.
- Downtown includes several key business sectors that are less visible than retail, services, and restaurants. These include healthcare, finance, professional services, and construction.

FIGURE 27: Existing DDA Business Mix Map



# DOWNTOWN BUSINESS DEVELOPMENT STRATEGIES

The Berkley DDA has promoted downtown as “Retro Cool”. This plan proposes three downtown development strategies that support the Retro Cool identity. The strategies are grounded in an economic analysis of Berkley – its business mix, its current and potential customers, and its position in a regional market. The market analysis completed in early 2018 by MJB Consulting (see page 12) presented data that informed this plan. Further investigation and input was collected in the course of this planning initiative.

The complementary strategies describe three aspirational directions for Berkley’s downtown, emphasizing different aspects of Berkley’s future economy and building on the “retro-cool” identity. Pursuing these strategies can help Berkley continue to differentiate itself from competing downtowns and districts by emphasizing the qualities that are unique to Berkley and by appealing to customers who seek out what downtown offers – to Berkley residents and beyond, including potential customers across Oakland County and the Detroit Metro.

Downtown strategies guide more than business development. They can also inform the style and quality of public and private improvements, the design character of the buildings, and the DDA’s marketing and events programming. The influence of economic development strategies on the built environment is reflected elsewhere in this document, in the colors, patterns, and style of the public-space plans and designs. The strategies may influence other aspects of downtown design, too, such as transportation and parking, in ways that are responsive to downtown’s desired uses and customers.

The economic development strategies describe intentional directions for downtown. While they are grounded in data, they are also the product of creative thinking, both by the DDA and the consulting team. They are intended to set out three creative future directions for downtown Berkley. The 2018 market analysis presented foundational data, and recent stakeholder interviews and focus groups provided additional input. The strategies were presented in draft form to the public in a community open house and also in a community survey where feedback was invited.



The draft concepts and strategies received broad public support (a small number of community comments expressed concern about change in general and about a downtown that they don't necessarily see as "retro-cool" in character.) Berkley has succeeded on its solid, mid-market residential character as a place where families choose to move and raise kids. But as younger families come to Berkley, their tastes, desires, and expectations of downtown are also changing. Downtown should be a place that evolves and it should also be a place that people who live elsewhere choose to come – **an authentic place, distinct from its nearby competitors.**

The three core strategies—Cool Comfort Dining, Eclectic & Artisanal Retail, and Experience & Entertainment—have a common lifestyle character at their center. They put aside high-end market aspirations and instead focus on a mid-market creative-leaning customer – or a customer who desires to be associated with creative choices. They recognize that Berkley is a suburb, but a suburb with its own sense of style and its own market position. They are designed to have broad appeal and incorporate complementary or overlapping elements so each strategy can serve to reinforce the others. Two other initiatives—a revitalized Berkley Theater and mitigation of chain businesses—are also discussed and support the three core strategies.



*Retro Diner*

## 4.1: FOCUS ON COOL COMFORT DINING

The Cool Comfort Dining strategy emphasizes independent restaurants at a moderate price-point that feel both in-style and at home. They should be family-welcoming – inviting to all Berkley residents, but also not “kid places”. Their non-chain quirkiness serves as an attractor. Several downtown restaurants already reflect this character (both established and newer restaurant businesses), and these qualities can help differentiate Berkley from communities like Ferndale and Royal Oak, which have also cultivated a dining market.

Customers for the Cool Comfort Dining market are educated and urbane members of the “Newer Arrivals” lifestyle segment, as well as singles, couples, and young families from Berkley and Oakland County. The geographic focus of this strategy is the Downtown Core.



*Brewery / Cider Room*

Examples of restaurants that fit this strategy include:

- Modern twists on ethnic cuisines that provide a different take on what a diner might expect from an “old-school” ethnic restaurant.
- Independent and chain-let “fast-casual” restaurants. These are typically self-service and therefore less expensive. Not intended as fine dining, they are high-quality, quick, and fun – and easy for families to enjoy.
- Themed microbreweries (e.g., including hard ciders, distilleries, and beer)
- Themed food menus at low or moderate price points (e.g., a falafel sandwich bar, a flatbreads-themed restaurant, and similar concepts)
- Food trucks for outdoor dining in warm-weather months or for taking into a brewery, bar, or distillery that does not offer food options

## Actions:

- **Establish a “Taste-of” event.** Taste-of events are often used as fundraisers and also serve to introduce customers to new restaurants.
- **Establish a “restaurant week”.** Restaurant week events highlight downtown’s food offerings and expose people to places they may not have tried. They also lift sales during low seasonal periods.
- **Buy paid and promoted social media.** Convene a group of restaurateurs to establish a cooperative social media feed promoting cool comfort dining in Berkley. Depending on their skills and abilities to work together, the group may benefit from the assistance of a marketing professional.
- **Provide restaurant management consultations.** The DDA will use its resources to hire a restaurant management expert to provide brief, in-business consultations on best restaurant practices.
- **Streamline restaurant permitting.** Work with the city and consult with existing restaurateurs to identify known friction points in the restaurant licensing and permitting process – and work with administrators on creative problem-solving opportunities.
- **Invite limited food trucks.** Food trucks add value by generating change in the downtown environment, offering alternatives to restaurants that customers may grow tired of from week to week. In this way, food trucks can generate renewed interest in downtown. They can be used to diversify the food offerings on a temporary basis or to test the viability of a new food concept that might later occupy a permanent space. In Berkley, it could start with one food truck per night (or, even, one truck one night per week), with a rotating lineup of cuisines and offerings.

## CASE STUDY



### Dig Inn Restaurant NEW YORK AND BOSTON

*Dig Inn is a regional chain-let in New York and Boston with 26 restaurants. The concept is grain bowls with a self-service (“fast-casual”) format and sourcing from local farms. Dig Inn promotes their use of “ugly vegetables” – the vegetables that can’t be sold at farmers markets because of their blemishes, and which are part of the estimated 40 percent of food in the US that goes to waste. Dig Inn promotes the notion that they transform ugly produce into attractive vegetable salads.*

## CASE STUDY



### Night Market

LEXINGTON, KY

*The North Limestone neighborhood of Lexington, KY, runs a monthly night market from May through December. It has become a known destination throughout the city and region and has brought recognition and excitement to a revitalizing neighborhood. The market includes food, beverage, dessert, and artist/artisan vendors from the region with an application process that favors local or regional vendors and prohibits national chains.*

## 4.2: FOCUS ON ECLECTIC AND ARTISANAL RETAIL

Downtown Berkley already exemplifies this strategy with its very diverse collection of independent businesses, from a music and guitar store to an up-cycler of whiskey barrels. “Quirky” and “eclectic”, words used in the current branding program and reiterated throughout community input, underpin this retail strategy. The concept emphasizes handmade and/or locally-sourced products, but it particularly focuses on the unique: things not available elsewhere. Vintage goods in the fashion and housewares categories fit right in.

Eclectic and Artisanal Retail implies that the offerings are also real and authentic. These businesses may be less polished than more curated shopping districts, but customers still expect clean appearances, appealing storefront design, and good merchandising.

Shoppers attracted to this strategy share similar sensibilities (e.g., they like quirky places and the delight of discovery), but they are heterogeneous at the same time. For example, the shopper who buys a wedding gown may never buy a guitar. An inherent challenge is, because of differing interests or life stages, a customer for one business may not be a customer for all businesses.

The broader appeal is the eclectic nature of the downtown itself. Eclectic and Artisanal Retail in Berkley may not be as edgy as it might look in the coolest neighborhoods of Detroit, but the goal is not necessarily to attract Detroiters north. The strategy can have its own regional base.

The geographic focus of this strategy is downtown-wide, with particular opportunities in the Gateway West area.

Examples of businesses that fit this category include:

- Musical instruments and repair
- Bridal shops
- Galleries and gift boutiques, especially featuring locally-sourced, upcycled, or repurposed products
- Classroom retail, where customers learn to make something that they can use or give as a gift
- Vintage clothing
- Vintage housewares
- Architectural salvage

## CASE STUDY



### Handcraft Workshop

PHILADELPHIA, PA

*Handcraft Workshop is a sewing studio and retail store in Philadelphia started by a former school teacher in 2013. Customers can purchase fabric and related sewing needs and they can purchase classes to make simple or progressively complex projects, from a pillowcase to a tote bag to a shirt. The store also offers private sewing parties and out-of-store “experiences”, like field trips to small textile manufacturers and fashion districts. An example of how independent retailers are often independent-minded, Handcraft Workshop opens at 7:00PM, illustrating how retail-classroom businesses could potentially contribute to nightlife in downtown Berkley.*

### Actions:

- **Establish a Night Market.** A regularly-scheduled Night Market provides a reason for people to gather downtown while establishing a creative identity with fun foods and handmade products. Night markets typically include a mix of food, drink, and artisanal retail offerings and can incorporate existing Berkley businesses as participants. A night market supports both the Eclectic and Artisanal strategy and the Experience and Entertainment strategy.
- **Help existing businesses leverage the strategy.** The DDA can help more-traditional businesses (e.g., bridal) incorporate the retro-cool quality into their merchandising and marketing and help them appeal to the evolving customer.
- **Identify relocation prospects.** Identify cool-concept startups in nearby, gentrifying areas and match them with a space opportunity in Berkley – space that may be available at a lower cost and in downtown Berkley where they can be near compatible, creative businesses.

## 4.3: FOCUS ON EXPERIENCE AND ENTERTAINMENT

The Experience and Entertainment strategy is primarily (but not exclusively) evening-oriented and intended to expand the hours of activity downtown and diversify the evening uses beyond dining—a goal noted by many Berkley residents throughout the planning process. In addition to diversity of activities, the goal of this strategy is engagement: providing a fun, active experience that can only happen in downtown Berkley.

This strategy overlaps with the Eclectic and Artisanal Retail strategy, particularly in sectors like “classroom retailers” where customers learn a skill or create a product. The strategy is complementary to the Cool Comfort Dining strategy in that “experience and entertainment” activities take place largely in the evenings.

Customers for this strategy include younger singles and couples who have more evening flexibility than families with young children at home. It also includes couples who have moved to Berkley in preparation for having children. Young families can participate in this strategy, enjoying kids’ activities during the day and in the early evenings (e.g., bowling, classroom retail, etc.), along with birthday parties for kids, teens, and adults.

*“I’d like to see something to do and bring people out when there’s nothing going on like bocce courts, chess tables, marble runs, play structures that double as sculptures, fountains that are splash pads, etc. Public art works that kids can interact.”*

*- comment from online survey*

Activities geared toward kids will naturally occur at different hours from core adult users. Older teens living nearby can also participate in downtown Berkley experience and entertainment options, providing them with independence and engagement.

The geographic focus of this strategy is downtown-wide.

Examples of businesses that fit this category include:

- Reimagined Hartfield Lanes, with a restyled street presence and programming aligned with the customers and strategies described above.
- Classroom retail (see Strategy 4.2)
- Revitalized Berkley Theater, with both cultural programming and conference uses (See Strategy 4.5)
- Game room, where teens and adults come to play board games in real life, such as Gate Keeper Games
- Escape room, where couples, groups, or parties come to solve a puzzle in a staged environment

## Actions:

- **Invite temporary installations.** Temporary installations – particularly those that are participatory or allow the public to interact – position downtown as a creative venue and provide ever-changing experiences to attract people downtown. These could take the form of invited installations by Michigan artists (potentially supported by an arts grant) or an installation created by the DDA playing on the retro-cool identity.
- **Program outdoor concerts.** Lunchtime concerts and/or concerts at a Night Market (if established) generate trips downtown and establish creative identity.
- **Invite food trucks as an amenity for bars.** Berkley may be able to attract new-concept drinking establishments (e.g., a cool concept bar, a cider bar, distillery, or microbrewery) more easily than it can attract a new restaurant. In districts where there are bars, breweries, or distilleries with no food service, a food truck parked outside creates a more complete experience for the patron.

## CASE STUDY



### Doylestown Escape Room PHILADELPHIA, PA

*In a historic downtown north of Philadelphia, the Doylestown Escape Room provides an game experience where guests try to figure their way out of an immersive, three-dimensional puzzle in a limited amount of time. There are themed rooms designed in the styles of different eras, each with a story behind it. Success requires creativity and collaboration; the games are designed for ages teen to adult. They are commonly thought of as entertainment for small groups and parties, but they are increasingly used for team-building exercises among employees. Escape rooms have been a growing trend across the country, particularly over the last five years. According to industry tracking, there were only two dozen escape rooms nationally in 2014 and the number had grown to 2,300 in 2018.*

## 4.4: EXPAND TOOLBOX OF BUSINESS INCENTIVES

- **Help businesses program indoor concerts.** Work with restaurants, the bowling alley, and other businesses to bring music to inside venues.
- **Start a “Things To Do in Downtown Berkley” e-newsletter.** An emailed listing of upcoming events, along with weekly dining specials will help to imprint in people’s minds the entertainment focus downtown.
- **Program outdoor interactive games.** Engaging, outdoor installations come in many forms, but some communities have expanded the idea of games to include people using their bodies as part of the games themselves. “Oh Heck Yeah” (ohheckyeah.com) is a Denver company that develops outdoor experiences using large-scale, public-space games to get people of all ages to play and interact.

Implementing the three core strategies will benefit from the creation of strategy-specific tools, but implementation is equally accomplished by adapting widely-used revitalization tools and incentives to stimulate the desired strategic outcome.

### Actions:

- **Prioritize business incentives.** The DDA should establish criteria for focusing its available incentives (e.g., façade improvement grants) on its primary strategies and target businesses. Aligning the incentives with the strategies will allow the DDA to move business development in the directions it wants to go.
- **Offer a rent abatement for strategic businesses.** Some revitalization organizations have been able to offer rent subsidies or abatements. If the DDA were able to offer this, it should prioritize new, independent businesses that advance one or more of the three strategies.

## CASE STUDY



### Business Rent Abatement

HOWELL, MI

*Howell, Michigan’s Main Street program offers a rent subsidy to attract new businesses and support them during their first year of operation. The monthly subsidy starts at a \$500 maximum and declines over a 12-month period. The incentive prioritizes retail businesses, businesses under-represented in the downtown business mix, and businesses located within Howell’s walkable downtown district. Applicants must complete a business plan, be open to the public six days per week, and comply with financial reporting requirements. They must also participate in key downtown events sponsored by Howell Main Street and the Howell Area Chamber. More information about the program is available at [downtownhowell.org/rentalsubsidy](http://downtownhowell.org/rentalsubsidy).*

## CASE STUDY



### Cedar Rapids Image Campaign

CEDAR RAPIDS, IA

*Cedar Rapids, IA, launched a campaign to reframe the image of its downtown. They produced a series of gutsy, viral videos that are somewhat alarmingly titled, "Downtown Cedar Rapids Sucks". They can be viewed at [dtrcsucks.com](http://dtrcsucks.com). As Berkley works to promote downtown as a "retro-cool" destination for comfort dining, quirky and artisanal retail, and entertainment and experiences, the Downtown Cedar Rapids Sucks campaign illustrates how negative or bland perceptions can be turned on their heads to project a new and bold image. The campaign and videos were created by Fusionfarm ([fusionfarm.com](http://fusionfarm.com)), a marketing and advertising agency based in Cedar Rapids.*

- **Provide social media assistance for businesses.** Offer professional consulting services to independent businesses to help them adopt and leverage one or more of the three economic development strategies.
- **Refocus the DDA social media campaign** toward the three business development strategies described in 4.1, 4.2, and 4.3. The DDA currently contracts with a public relations company to run the DDA's social-media presence. There is an opportunity to sharpen these campaigns to emphasize the thrust of the three strategies.

## 4.5: INVESTIGATE THE POTENTIAL FOR REUSE OF THE BERKLEY THEATER

With no theaters currently in Berkley, it is possible the right combination of uses could support a revitalized Berkley Theater, but the project will require additional study.

A revitalized theater directly supports and enhances the Experience and Entertainment strategy. Residents who responded to the community survey expressed an overwhelming preference to see the theater reused as something other than the current Rite Aid, and **78% would like to see it rehabilitated as a theater** (rather than rehabilitated for a non-theater use).

Reuse of the Berkley Theater will require a focused assessment of the market and any barriers to reuse in order to determine what is feasible and supportable. There are a few general factors to consider in addition to the conditions and constraints of the building itself. These barriers were not specifically assessed as part of this plan.

## CASE STUDY



### Farmington Civic Theater

FARMINGTON, MI

*The Art Moderne-style Farmington Theater opened in 1940, designed by C. Howard Crane, who also designed the Fox Theater in Detroit. The theater is now owned by the City of Farmington, a recognition of the Theater's importance as a community anchor. It re-opened in 2000 after renovations and upgraded to digital projection and an additional screen in 2013. It operates again as a movie theater, presenting primarily art films and presents a monthly live music concert. It is also available to rent for conferences, lectures, parties and other special events, supplementing the income from its theater operations.*

In the movie-presentation business, the practice of “clearance”, a form of vertical integration in the film industry, gives preference to chain movie theaters as a function of agreements or ownership interests by the studios. As a result, clearance limits the access (and therefore the viability) of independent movie theaters because it is difficult to get the films distributed to them.

Digital presentation (which would be the format for any modern theater renovation) has made it easier to distribute films, but it has also increased the inertia that inhibits people from attending events in general: they have thousands of movie and TV choices they can stream at home, possibly even the same movie showing in the theater.

The combination of these and other factors means that a revitalized movie theater (with intended use as a theater, rather than alternative uses like retail space, artist studios, a hotel, etc.) typically needs to include a variety of programming in addition to film. Each additional use plays a part in generating revenue to support the business of the theater as a whole.

Theater uses may include a combination of film presentation, live performance (e.g., plays, stand-up comedy, dance, book readings), conferences, parties, live-streamed events or performances taking place elsewhere, simulcast religious services, children’s programming, on-screen video games, and others. Some of these uses may require the building be adapted from its original format: Live performances require backstage space and may require a stage fly, while parties and conferences may require catering facilities.

## CASE STUDY



### The Capitol Theater

BURLINGTON, IA

*The Capitol Theater was able to acquire the building next door, which made it possible to create rehearsal rooms, scenery and costume workshops, green rooms, meeting space, and spacious restrooms - which, in turn, made it feasible to convert the theater building to a multi-use facility offering movies and live performances. As is the case with many rehabilitated historic theaters, federal and state historic rehabilitation tax credits were used as part of rehabilitation financing.*

### Actions:

The current retail lease for the theater is up for renewal in 2027, and it is possible the lease terms include renewal options beyond 2027. Because a lot can change in eight years (both in Berkley and in the theater business), it is a bit premature to begin active work on conversion back to a theater, although the DDA and the City can begin to promote the idea. Three years in advance of a lease expiration would be the ideal time to develop a business plan and launch a fundraising campaign.

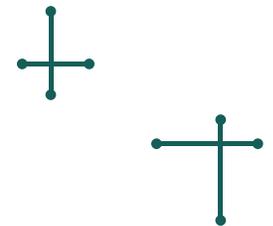
- **Identify the organizational format required to undertake a rehabilitation and what is required for site control.** The willingness and ability of the current owner to support such an endeavor and any legal barriers to doing so (such as an existing long-term lease) will be as important as the feasibility of the project.
- **Develop a schematic business plan.** The business plan should consider multiple compatible uses, projected gross income, and operating costs.
- **Conduct a feasibility assessment of the building itself.** What would it take to adapt the building to a multi-use theater, what would it cost, and what subsidies are available, including the Historic Tax Credit.

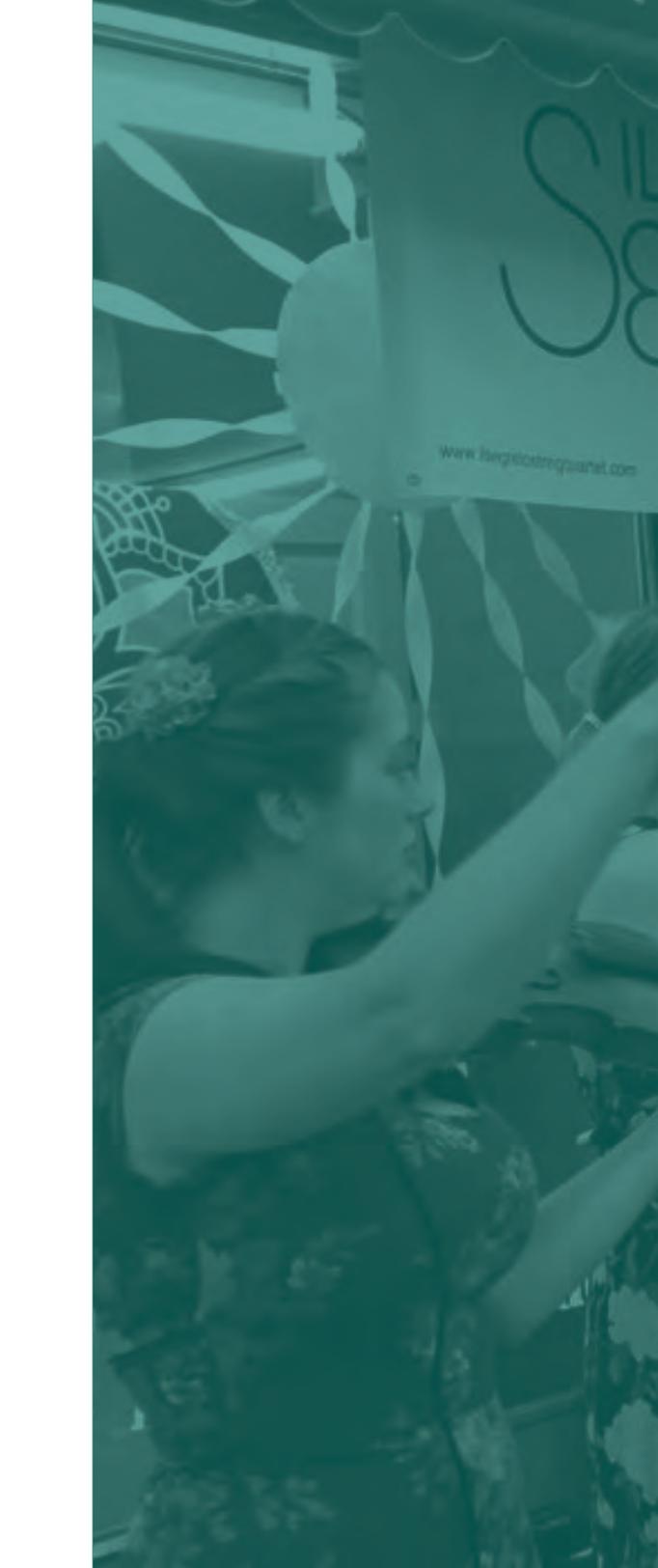
# Section Three

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# ***IMPLEMENTATION PLAN***





# IMPLEMENTATION ACTIONS

## *EXISTING ZONING*

During the planning process, key downtown stakeholders, including the Downtown Development Authority and the City of Berkley, expressed the need to update Downtown Berkley's zoning code to achieve a pedestrian-oriented urban form for Downtown, as well as introduce a more diverse set of commercial and residential land uses in the DDA District.

Downtown Berkley currently has seven land use zoning classifications:

- CD — Coolidge District
- DD — Downtown District
- GD — Gateway District
- I — Industrial District
- LB — Local Business
- LO — Local Office
- TM — Twelve Mile Road

A eighth zoning district — the Parking District, which encompasses the parking areas to the rear of the commercial buildings along portions of Twelve-Mile Road and Coolidge Avenue, accommodates Downtown Berkley's off-street parking needs. The Parking District is also intended to serve as a suitable buffer area between commercial uses and adjoining residential neighborhoods. A summary of Downtown Berkley zoning districts and their respective requirements is provided in Table 23.

Generally, the Downtown Berkley zoning classifications permit a wide range of commercial uses. However, the LO-Local Office District encourages various office and civic uses, while more substantial commercial uses, such as contractor offices, and hardware and lumber stores are reserved for the Gateway and Coolidge zoning districts. Residential uses are permitted in building upper-stories in all zoning classifications, although stand-alone townhouses and apartments are only allowed in the Twelve Mile Road District.

**TABLE 23: Downtown Berkley Zoning District Requirements**

ZONING DISTRICT	MIN LOT AREA	HEIGHT LIMIT	FRONT SETBACK	SPECIAL DESIGN REQUIREMENTS	SPECIAL USES	OTHER
<b>CD-Coolidge District</b>	15,000 square feet for auto service stations	40 feet	10 Feet	Minimum storefront glazing and front façade main entrance	Yes - Service stations, drive-ins, and open-air commercial uses	Residential siding materials not permitted
<b>DD-Downtown District</b>	None	None	None	Minimum storefront glazing, window sill and front façade main entrance	Yes – First floor office, banks, convenience stores, outdoor sales and eating areas	First floor residential not permitted
<b>GD-Gateway District</b>	15,000 square feet for auto service stations	40 feet	10 feet	Minimum storefront glazing and front façade main entrance	Yes - Service stations, drive-ins, and open-air commercial uses	Residential siding materials not permitted
<b>I-Industrial District</b>		40 feet	10 feet		Yes – Radio and television towers	
<b>LB-Local Business</b>	15,000 square feet for auto service stations	30 feet	10 feet	Minimum storefront glazing and front façade main entrance	Service stations, drive-ins, and open-air commercial uses	
<b>LO-Local Office</b>	None	30 feet	10 feet	None	Yes – Outpatient facilities, veterinary clinics	Interior retail display areas must be accessory
<b>Parking District</b>	4,000 square feet to parcels within the LB or LO zoning districts.	NA	NA	NA	Yes- Drive-throughs accessory to commercial uses in LB and LO zoning districts	Drive-throughs not permitted for grocery stores, food services, gas stations or car washes
<b>TM- Twelve Mile Road District</b>	15,000 square feet for auto service stations	40 feet	10 Feet	Minimum storefront glazing and front façade main entrance	Yes - Service stations, drive-ins, and open-air commercial uses	

Few special uses are defined in each of the zoning classifications, mainly limited to gas service stations, drive-ins, and “open-air” businesses — restaurants and food-serving establishments with outdoor eating areas, for instance. Banks, offices, convenience stores, and re-sale shops, among others, are classified as special uses in the Downtown District. Overall, there are few substantive differences in the use, height, and lot requirements between the different Downtown Berkley zoning classifications, with the exception of the Downtown District, where none are specified.

There is one Planned Unit Development (PUD) within the DDA District, located on the north side of Twelve Mile Road between Phillips and Oakshire Avenue. Planned Unit Developments are defined under Division 18 of the Berkley Zoning Ordinance.

## ZONING STRATEGY

Going forward, the Downtown Berkley zoning framework should define and reflect Downtown’s character areas and land use development patterns. The Master Plan defines three character areas — first identified in the *Berkley Downtown Design Guidelines* — as Gateway West, Downtown Core and Gateway South. As a general zoning strategy, the City and the DDA should consolidate Downtown Berkley’s zoning classifications from eight to three commensurate with the existing character areas. These suggested zoning classifications would help to simplify and provide more clarity to zoning requirements within the entire DDA district.

A new zoning framework for Downtown Berkley would include the following:

### Traditional Core Downtown District

*Twelve Mile Road to Buckingham Avenue/Coolidge Highway to Catalpa Drive*

This area contains the highest concentration of pedestrian-oriented development in Downtown Berkley with a mix of commercial and civic uses in medium to smaller-scaled commercial buildings. Maintaining this land use character is a key planning objective. This new zoning

classification would consolidate the existing Office, Coolidge, Gateway, Downtown, and Twelve-Mile zoning districts. Maintaining this area’s low-rise character, perhaps with a 30 to 40-foot height requirement, is also an important urban design goal. A 40-foot height allowance would make property redevelopment on key opportunity sites more feasible. In addition, setbacks or minimum lot areas are not suggested. A mix of independent retail, service, and dining and entertainment uses should be permitted, along with upper-story office and residential. Drive-in uses should not be permitted in this zoning district.

### Gateway West Commercial District

*Twelve Mile Road from Greenfield Road to Buckingham Avenue*

The Gateway West district consists of a varying development character from buildings with zero setbacks to strip and auto-oriented developments with more significant setbacks from the sidewalk. Achieving a more consistent and unified development form within this zoning district is a long-term planning goal. This new zoning classification would consolidate the existing Twelve-Mile Downtown and Gateway District zoning districts. In addition, setbacks or minimum lot areas are not suggested. Like the Downtown District Core, maintaining this area’s low-rise character with a 30 to 40-foot height requirement is a key goal.

Drive-in uses should be retained as a special use perhaps with a cap on their total number or spacing requirements considered so as to not concentrate such uses in one area of the zoning district. Light assembly and fabrication without outdoor storage needs associated with a retail, artisanal, or other arts-based businesses type should also be permitted.

### Gateway South Commercial District

*Coolidge Highway from Catalpa Drive to Eleven Mile Road*

Similar to the Gateway West Commercial District, the Gateway South Commercial District has a variable development character of strip commercial centers with buildings facing the sidewalk but with expansive side parking lots. This classification would consolidate the Coolidge, Office, Gateway, and Industrial zoning districts. Creating a more pedestrian-oriented development pattern along this segment of Coolidge Highway is a planning priority. The current Coolidge District setback (10 feet) requirement could be retained as long as all primary facades abut the front property line. This requirement would encourage parking placement behind buildings rather than on side portions of the lot. A range of commercial and residential uses are permitted along with limited forms of light assembly and heavy commercial uses that do not have outdoor storage needs.

## STAKEHOLDERS & PARTNERS

The implementation of the Berkley Downtown Master Plan will depend on partnerships between the Berkley DDA, the City of Berkley, other public agencies, as well as downtown business and property owners, developers, and investors, local institutions, other public agencies, and local residents.



### Master Plan Implementation Committee

The DDA should establish a Master Plan Implementation Committee, with members representing various Berkley stakeholder groups, to facilitate implementation activities. The Committee would be responsible for the following tasks:

- *Project Financing:* Researching public and private sources to underwrite Master Plan revitalization and redevelopment initiatives and assisting the City of Berkley with Downtown capital improvement programming.
- *Code Changes:* coordinating the process for revising the City of Berkley zoning code related to the Downtown.
- *Development Sites:* initiating the process for engaging property owners, implementing property assembly strategies, and recruiting developers for the targeted development opportunity sites.
- *Streetscape and Transportation:* manage the process for designing and engineering the streetscape and transportation improvements suggested in the Master Plan, although this could remain a function of the Main Street Design Committee.

### City of Berkley

The City will also need to take the key leadership roles in implementing the Master Plan going forward. City roles and responsibilities should include:

- Formally approving the Downtown Master Plan.
- Revising zoning and other relevant development codes to support Downtown Master Plan implementation comprehensive revitalization.
- Participating in the preparation and underwriting of detailed design and construction documents for recommended streetscape, signage, transportation, and physical improvements, working closely with Oakland County Road Commission and the Michigan Department of Transportation.
- Assisting the DDA in promoting and implementing business development and building improvement initiatives.
- Participating in efforts to recruit developers and engaging owners of key opportunity sites to gain support and involvement in redevelopment activities.
- Assisting with the assembly and acquisition of key parcels to facilitate redevelopment projects.

### ***Business/Property Owners***

Downtown business and property owners are critical stakeholders in Master Plan implementation. Local owners can initiate signage, storefront, building, parking lot and property improvements, and participate in DDA-sponsored facade and building improvement incentive programs. Businesses can also partake in area marketing activities and business/developer recruitment.

### ***Private Developers***

Facilitating redevelopment of key opportunity sites with the recruitment of experienced developers and investors from the Oakland County region and nationally.

### ***Financial Institutions***

With involvement from the DDA, the City, and other stakeholders, local lenders could facilitate Master Plan implementation by financing projects or participating in new incentive programs that support local business and development initiatives, such as façade/building/site improvement projects.

### ***Road Commission for Oakland County and the Michigan Department of Transportation (MDOT)***

Ongoing coordination with the Road Commission for Oakland County and MDOT will be needed to fund, design, engineer and build the recommended streetscape enhancements and improvements.

### ***Southeast Michigan Council of Governments (SEMCOG)***

The South Michigan Council of Governments can assist Master Plan implementation by providing the following technical services:

- Identifying funding resources for the DDA and the City of Berkley.
- Collaborating with the DDA and the City on revisions to the Downtown zoning code.
- Collaborating with the Road Commission for Oakland County, MDOT, and other entities on implementing Downtown public improvements.
- Providing technical support for the design/engineering needed to more specially address infrastructure/streetscape improvements.

## DOWNTOWN URBAN DESIGN

Investing in a public gathering space in Downtown Berkley will require significant time and funding to come to fruition. The first step is to determine which of the identified sites to focus the community's resources. The top three locations that the community preferred are at Clark & Odd Fellows, Dorothea Street, and Berkley High School parking frontage.

Of the locations considered, the Berkley High School parking lot demands the most immediate attention due to the recent purchase by the High School of additional land fronting Coolidge Highway. These parcels are planned to be converted to additional parking. While this purchase will impact the character of the Downtown district, it also presents an opportunity for improvements along both the proposed and existing parking lot.

### Design Planning

The first step for improvements at this location to occur is communication and coordination with the High School to understand both parties goals. Once an understanding of mutual benefit has been reached, plans for the space and how much of the frontage could be reserved for streetscape improvements should be detailed. Negotiations will be needed to understand how much of this space can be reserved for improvements while still accommodating the High School's parking needs. Ideally, 15-20 feet of frontage could be reserved for landscape enhancements.

After reaching an agreement, the DDA will need to contract a landscape architecture firm for schematic designs of the space, using concepts presented in this plan as a starting point. Designs for the space should incorporate parking lot screening, landscaping, and amenities such as seating and bike racks. It would be beneficial if these streetscape improvements took place at the same time as a larger streetscape project along Coolidge. However, if these timelines do not align, this stretch of Coolidge could serve as a pilot project for future improvements along the corridor.



*The images above highlight the use of art as screening.*

## Project Implementation

After finalizing the design, estimated costs for the project can be provided. With these estimates as a starting point, the DDA will need to find funding to complete the project, potentially through downtown improvement grants or green infrastructure grants. If a larger streetscape project cannot be financed, or if the space needed for larger improvements cannot be acquired, smaller scale art installations that activate the street while screening parking should be considered.

While these details are specific to the Berkley High School parking lot site, similar steps are needed for any of the open space locations in consideration. Community input should be incorporated into any process to ensure the final design an amenities provided in a space reflect the community priorities.

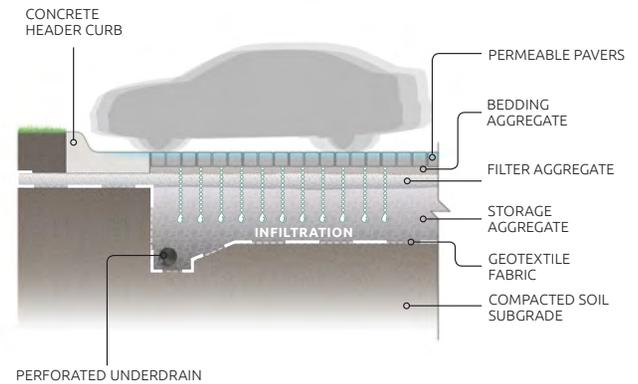
## Green Infrastructure

Many of the streetscape and urban plaza concepts highlighted in this plan incorporate green infrastructure. Green infrastructure is a cost-effective solution that mimics natural processes to achieve water management and sustainability goals.

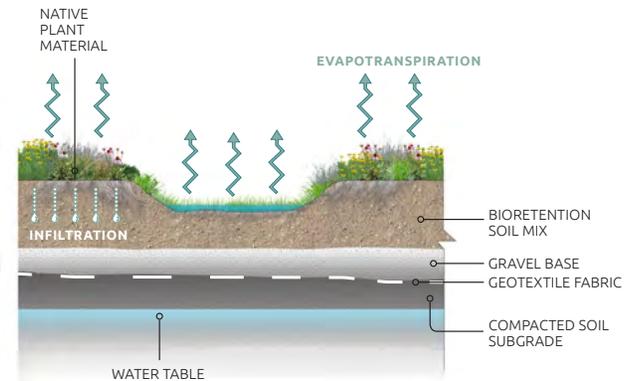
Improvements such as incorporating additional plants and trees into the streetscape or reducing the amount of hardscape through landscaped islands and bump-outs are examples of green infrastructure. This additional vegetation provides habitat for birds and pollinators, and can reduce temperatures on the street, lowering energy demands from nearby businesses.<sup>1</sup> Green infrastructure elements such as bioswales, rain gardens, and permeable pavers serve as a stormwater management tools, slowing and holding rain water which helps to prevent sewer overflow during heavy rain events. The root systems of native plants used in bioswales and rain gardens also clean the water, removing pollutants and resulting in healthier watersheds.

<sup>1</sup> <https://www.restreets.org/green-infrastructure>

**FIGURE 28:** Permeable Paver Diagram



**FIGURE 29:** Bioswale Diagram



Green infrastructure is considered a best practice in streetscape and landscape design. Case studies<sup>2</sup> and resource guides<sup>3</sup> are available to help estimate the costs and benefits of green infrastructure. Given the history of flooding in Berkley, green infrastructure should be incorporated in any future streetscape or urban design projects in Downtown Berkley.

<sup>2</sup> [https://www.epa.gov/sites/production/files/2015-10/documents/cnt-lancaster-report-508\\_1.pdf](https://www.epa.gov/sites/production/files/2015-10/documents/cnt-lancaster-report-508_1.pdf)  
<sup>3</sup> [https://www.cnt.org/sites/default/files/publications/CNT\\_Value-of-Green-Infrastructure.pdf](https://www.cnt.org/sites/default/files/publications/CNT_Value-of-Green-Infrastructure.pdf)

# DOWNTOWN TRANSPORTATION SYSTEMS

## LEVEL OF SERVICE RECOMMENDATIONS

Vehicular Level of Service (LOS) is a performance metric which flourished during the interstate- and freeway-building era (the 1950s to the 1990s). LOS uses a scale of A to F to create an objective formula to answer the subjective question: How much congestion are we willing to tolerate? An LOS of “F” represents significant congestion and an LOS “A” is ideal free flowing conditions. This approach makes sense for interstates and high-speed freeways, but is less appropriate when applied to links in the transportation network that are less important for moving traffic through the area, and more valuable to serve the businesses, homes, and people along them.

Cities or Counties simply aren’t required to abide by LOS measures. Adherence to Level of Service is simply an entrenched practice that survives from the highway building era. Across the country (California, New York, North Carolina, Oregon, and Washington) engineers are rethinking their reliance on using LOS to guide transportation and development projects and exploring the use of metrics that are less biased toward automobile-oriented improvements. It is important that road designers consider the tradeoffs between vehicular LOS and “local service.” LOS E or F could be acceptable targets for streets not critical to regional movement. Communities can encourage walking, cycling, and make a business district a greater destination, by accepting slower traffic on the roadway.

Additional information about transitioning away from the use of LOS as a primary metric for success can be found via the following websites:

- **Streetsblog LA:**  
<https://la.streetsblog.org/2014/08/07/california-has-officially-ditched-car-centric-level-of-service/>
- **Streetsblog USA:**  
<https://usa.streetsblog.org/2013/10/03/the-beginning-of-the-end-for-level-of-service/>
- **State of New Jersey Smart Transportation Guidebook:**  
<https://www.state.nj.us/transportation/community/mobility/pdf/smarttransportationguidebook2008.pdf>
- **Citylab:**  
<https://www.citylab.com/solutions/2014/12/a-widely-used-planning-manual-tends-to-recommend-building-far-more-roads-than-needed/383759/>
- **Victoria Transport Policy Institute**  
<http://www.vtpi.org/tdm/tdm129.htm>

# DOWNTOWN PARKING

## ESTABLISHING A PARKING DISTRICT

A Parking District would allow Berkley's parking supply to be shared and available to all incoming visitors, as opposed to individual spaces being exclusively designated to specific businesses. There are three primary items to focus on when establishing a Parking District which are outlined below:

1. **Boundaries.** Ideally, all businesses within DDA boundaries would be included in a Parking District, however the central Downtown Core area would benefit the most from shared parking/pooled resources. For this reason, it is recommended that the area from Kipling to Royal Avenue should be the primary focus of the Parking District initially, and expanded as more density and interest from other businesses continues to grow.
2. **Funding.** Funding for a Parking District is typically received by charging all property owners in the District's boundaries the annual cost of parking expenses (maintenance, operations, enforcement, other infrastructure, etc.) and then dividing it by each owner based on the square footage of their building or property.
3. **Meeting Format.** Generally, Parking Districts have monthly meetings in which one (1) member of each of the businesses supporting the District assemble to determine how funds should be spent, identify appropriate vendors, prioritize short versus long term projects, etc. Approval of the projects typically move forward when a majority of the members vote on a topic with approval from the City Council, when applicable.

## FUTURE PARKING CONSIDERATIONS

Being able to access businesses, services, and other amenities is key to achieving any communities economic development and livability goals. When employees remain parked along retail corridors all day, customers can't access them, and businesses suffer. Parking industry standard states that a utilization rate of 85% (about 1-2 open spaces per block) needs to be maintained to ensure a healthy level of turnover and accessibility. Accordingly, it is recommended that if and when the utilization rate within the DDA consistently exceeds this 85% threshold, that paid parking is implemented. Rates should be set in accordance to neighboring communities and demand within the corridor. While setting rates is an effective strategy in managing demand, healthy turnover will not be possible the prescience of consistent and reliable enforcement on-site.

## PARKING DISTRICT CASE STUDIES

### RODCHESTER, MI

The City of Rodchester's new "downtown parking management district" would replace the existing parking exempt area. Once created, all existing land uses within the new downtown parking district would be grandfathered and would only be required to create on-site parking if they physically expand. New development projects would have the option of either creating on-site parking as required by the ZO, or of paying PILP for all or portions of their on-site parking requirement .

### BOULDER, CO

The City of Boulder operates both a Downtown and a University Parking District. The districts include no minimum parking requirements , and property owners are taxed to provide public on-street and off-street parking in the Districts. Revenue from meters and garages may go towards transit passes, bike racks, landscaping, while revenue from tickets goes into the General Fund.

## LEARN MORE

The following resources discuss establishing a parking district:

1. **City of Rochester Parking Analysis, pg. 48:**  
<http://www.ci.rochester.mi.us/DocumentCenter/View/919/Final-Report-Document-4-30-13?bidId=>
2. **Town of Amherst, MA, Downtown Parking Report, pg. 14:**  
<https://www.amherstma.gov/DocumentCenter/View/32177/FINAL-DRAFT--Downtown-Parking-Report-July-24-2015-FINAL-FINAL-FINAL?bidId=>
3. **Town of Riverhead, NY, Parking District:**  
<https://www.townofriverheadny.gov/pview.aspx?id=3798&catid=0>
4. **Municipal Provision of Parking Facilities. APA:**  
<https://www.planning.org/pas/reports/report43/>

## CALIBRATED PARKING MAXIMUMS

As was discussed in 3.5: Update Downtown Parking Regulations, parking maximums are an effective tool to prevent excess spaces from being built and create a more walkable, vibrant downtown. They are also becoming increasingly popular and have seen success in cities throughout the country including Buffalo, NY; Minneapolis, MN; and San Diego, CA. It is recommended that the City of Berkley adopt parking maximums in the DDA boundaries to achieve their desired density. The following sections outline the case for parking maximums, as well as specific recommendations for how Downtown Berkley should set parking maximums based on land use and observed parking demand.

### CONTEXT

12 Mile Road and Coolidge Highway function as Berkley's primary retail corridors. Both feature a mixture of retail, office, institutional, and residential land uses. The way in which people travel and park within retail corridors such as these is also different: Visitors tend to park within a corridor and walk to several shops or restaurants in a single trip. This is known as shared parking or a 'park once' environment and is a best practice when planning for future developments in any downtown, corridor,

or mixed-use development. Considering the unique composition and function of Berkley's 12 Mile Road and Coolidge Highway corridors, we recommend that the policies and regulations surrounding the parking supply reflect this pattern.

After completing several rounds of data collection (February 2019, and June 2019) we have determined that the amount of parking supplied in the DDA is well above the demand.

This oversupply of parking hinders the City's ability to create a successful walkable environment for residents, businesses, and visitors. Berkley's existing parking requirements require developers to provide a minimum number of spaces depending on the land use of their building. Existing practices do not create incentives to share spaces with adjacent land uses and reduce the overall impact of vehicle storage on the City's downtown.

### The Effects of Excessive Parking Requirements

All too often, minimum parking requirements require new development to add parking that is not needed. When that parking sits underutilized, it generates opportunity costs that can set communities back in optimizing

the land within their retail corridors. Excessive parking requirements can:

- **Make market rate housing more expensive.** The cost to construct a parking space can vary between \$4,200 in a surface lot and \$37,300 in an indoor, underground parking garage. Developers pass on the costs to renters and owners and a stall can increase the asking price of a unit by as much as 12.5 percent<sup>1</sup>
- **Reduce the amount of space for non-parking uses.** Between the stall itself, the turning radius, and lanes and ramps, each parking spot requires about 350 square feet<sup>2</sup>. Within a ten-unit building, 20 parking spaces would require 7,000 square feet of space. That space could be reallocated towards five new units at 1,000 square feet apiece, twenty bicycle spaces at 12.5 square feet apiece, up to 10 more ADA spaces, and three parking spaces dedicated to shared vehicles, with 700 square feet to spare.
- **Encourage people to own more cars and**

<sup>1</sup> Donald Shoup, High Cost of Minimum Parking Requirements – numbers have been inflation adjusted for the Chicago market, 2012-5 –(Original Source: Rider Levett Bucknall, Quarterly Construction Cost Report, Third Quarter (2012)

<sup>2</sup> US Environmental Protection Agency (USEPA). Parking Spaces / Community Places: Finding the Balance Between Smart Growth Solutions. January 2006.

## Parking Maximums

**drive more.** When parking is provided, residents are more likely to use an automobile than to consider taking healthy, active modes of transportation. Vehicle trip generation rates increase when the supply of parking spaces increases<sup>3</sup>. Residents of neighborhoods with standard parking minimums are 28 percent more likely to drive to work and when running errands than in similar neighborhoods without them<sup>4</sup>.

- **Disproportionately burden the poor, old, young, and disabled, who subsidize transportation for the relatively more affluent.** Parking minimums typically require that a development provide the same number of spaces for every unit, even when the tenant might be less likely to own a car. Tenants that do not own cars but pay for parking bundled within their rent effectively help subsidize parking for those who do use it.

In contrast to the practice of setting minimum parking requirements, communities large and small are finding that creating maximum levels of acceptable parking is an appropriate parking demand management technique. Parking maximums define the maximum number of spaces that can be built as associated with specific land uses. When communities adopt parking maximums, they become less reliant on automobiles and the benefits follow at multiple levels. For example, parking maximums:

- **Can lower the cost of living by helping households live with fewer cars.** Parking Maximums provides the opportunity for households to own fewer cars, drive them less, and generate savings on transportation that can be spent at local businesses or on other needs.
- **Can reduce vehicle miles traveled and greenhouse gases.** When households drive less, traffic congestion is reduced, and can produce fewer greenhouse gases (GHGs) from their transportation behavior.

- **Attracts more development to locate in the downtown core.** When parking requirements are decreased, developers are no longer required to purchase additional land to construct unnecessary parking assets. This increases the amount of services that are able to locate in a centralized area, encourages cross-shopping since patrons are more likely to stop in other stores while completing their errands, and promotes sustainable development in the core downtown area.

The benefits of creating parking maximums grow as communities become less dependent on automobiles. Municipalities can maximize these gains when they prioritize allocating space towards housing units, retail and office space, rather than parking stalls to store automobiles. Thus, we recommended that Berkley adopt reduced parking minimums and maximums within the DDAs primary corridors.

The following analysis proposes parking minimum and maximum ratios calibrated to the align with Berkley's existing parking demand.

<sup>3</sup> Robert Cervero and G.B. Arrington, "Vehicle Trip Reduction Impacts of Transit-Oriented Housing". *Journal of Public Transportation*, Vol 11, No 3, 2008.

<sup>4</sup> Todd Litman and Rowan Steele, Victoria Transport Policy Institute. "Land Use Impacts on Transport: How Land Use Factors Affect Travel Behavior", 27 January 2015.

# ANALYSIS & RECOMMENDATIONS

## Parking by Land Use

There are currently four major land use types within the DDA, the name and square footage of each are presented in Table 24 below and the location can be seen in the figure to the right.

**TABLE 24: Square Footage per Land Use**

Land Use	Square Footage	Percentage
Commercial/Office	778,372	85.6%
Industrial	15,066	1.7%
Residential	14,030	1.5%
Institutional	101,613	11.2%
<b>Total</b>	<b>909,081</b>	<b>100%</b>

The parking ratios as expressed in required spaces per gross square feet (GSF) or dwelling unit for each the four major land uses as stated in the Berkley Zoning code is summarized in Table 25.

**TABLE 25: Existing Codes/ITE Parking Manual Comparison**

Land Use	Existing Code	ITE Parking Generation Manual*	Difference	Measurement
Commercial/Office	4.44	1.95	2.49	per 1,000 GLA
Industrial	4.00	0.65	3.35	per 1,000 GFA
Residential	2.00	1.21	0.79	per dwelling unit
Institutional	6.67	2.35	4.32	per 1,000 GFA

\*ITE Parking Generation Manual, 5th Edition



See Figure 7: Land Use and Character Areas in the DDA (pg. 39)

These land uses were calibrated to align with the Institute of Transportation Engineers (ITE) parking generation ratios, which are measured by dwelling unit for residential developments and per 1,000 square feet for commercial, institutional, and industrial land uses.

Berkley's ratios are well above the national standards, with Institutional and Industrial land uses having the largest disparity. Most communities throughout the country rely on the ITE standards. We recommended that Berkley adopt them as well.

## Observed Parking Demand

As outlined in the Parking Utilization section (pg. 82), Sam Schwartz surveyed the number of parking spaces and the number of parked vehicles for private and public parking assets across the DDA corridors on the following dates:

- Thursday February 7th, 2019
- Friday February 8th, 2019
- Friday March 5th, 2019 and
- Friday June 21st, 2019

DDA and community stakeholders indicated that the peak period of parking demand occurred during weekday evenings. After performing surveys on multiple weekdays between the hours of 4:00 and 7:00pm, 6:00pm on Friday was identified as the hour with the highest utilization rate.

Friday, February 8th and Friday June 21st, 2019 at 6PM experienced the highest periods of demand. A 31 percent utilization rate was observed at these times. The February 2019 count was 887 vehicles out of 2816 spaces. The June 2019 count was 883 vehicles out of 2816 spaces.



See Figure 18: Parking Utilization, Peak Demand Period: Friday 6PM (pg. 83)

This means that **69** percent of the DDA’s parking spaces remained available during the period of heaviest parking demand. Figure 21 illustrates which parking facilities experienced the greatest demand.

For each major land use categories (Commercial/office, Industrial, Residential, and Institutional) the observed peak demand was used to calculate a parking ratio based on the number of spaces supplied (DDA parking supply ratio) and the number of spaces used (DDA parking demand ratio). These ratios are presented in Table 26.

TABLE 26: DDA Supply and Demand Ratios

Land Use	Existing Code	DDA Parking Supply	DDA Parking Demand	40% inflation factor	Proposed Minimum	Proposed Maximum	Measurement
Commercial/Office	4.44	3.10	0.98	1.37	1.00	3.00	per 1,000 GLA
Industrial	4.00	2.92	1.00	1.39	1.50	3.50	per 1,000 GFA
Residential	2.00	1.55	0.70	0.98	0.75	1.75	per dwelling unit
Institutional	6.67	3.98	0.83	1.17	1.24	4.50	per 1,000 GFA

When planning for parking, it is important to keep in mind that a parking system operates most efficiently at an occupancy rate between 85 percent and 95 percent of capacity. With this occupancy rate, cars will be able to quickly locate a space when entering a parking lot or block with on-street parking<sup>1</sup>.

For Berkley, this means that the DDA demand ratio should be increased by 15 percent to account for internal circulation and traffic flow. Additionally, the DDA and municipal stakeholders informed Sam Schwartz that the parking facilities are likely to see an additional 25 percent of utilization based on incoming developments. Combining these additions (15 percent circulation factor and 25 percent infill development), a 40 percent inflation factor was enumerated and included in Table 26.

<sup>1</sup> Gregory Pierce, Hank Wilson, Donald Should. Transport Policy. "Optimizing the use of public garage: Pricing parking by demand". March 2015

## REDUCTION OF PARKING MINIMUMS CASE STUDIES

The planning blog, Strong Towns, has mapped all cities within the US that have eliminated or reduced their parking requirements. The following Michigan cities have reduced parking requirements:

- **Detroit** eliminated minimum parking requirements in their downtown area and expanded is in 2015.
- **Berrien Springs** adopted form based code recently which does not require parking for new developments.
- **Mount Pleasant** adopted code eliminating minimum parking standards citywide.
- **Traverse City** has no parking requirements downtown, though there are still minimums city-wide.

See the cities across the county who have removed parking minimums at the link below:  
<https://www.strongtowns.org/parking>

## Recommendations & Conclusion

Referencing the existing conditions survey data, supply and inflated demand ratios, and National Standard, Sam Schwartz developed proposed parking minimum and maximum requirements for the four major land uses in the Berkley’s DDA, as presented in Table 27.

For each land use, we propose parking maximums that are approximately 30 percent below Berkley’s existing minimum requirements. The proposed minimums are within 30 percent of the inflated demand ratios and more aligned with ITE’s minimum parking requirements. These proposed ranged are presented in Figure 30.

The proposed minimum and maximum parking requirements aim to offer developers the flexibility of supplying parking over the current demand, while preventing excessive parking from being constructed. With the exception of residential development, each of the minimum requirements is above the existing demand to ensure that enough parking is provided, but the maximums are set below the volume of parking that is currently required to ensure that excess parking is not constructed. It is worthy to note that the parking maximum does not include on-street parking, which could increase a projects parking supply significantly, depending on the configuration of the site.

FIGURE 30: Proposed Parking Minimum and Maximums for Berkley

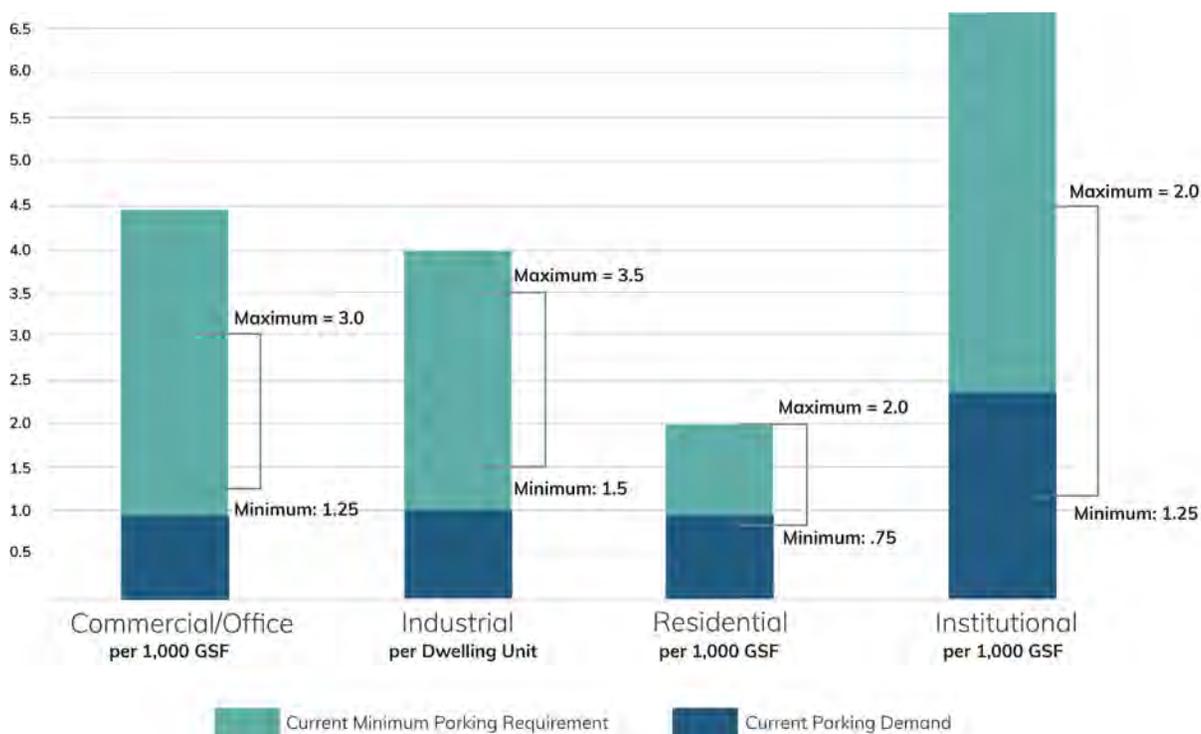


TABLE 27: Proposed Minimum and Maximums

Land Use	Existing Code	National Standard*	40 percent inflation factor	Proposed Minimum	Proposed Maximum	Measurement
Commercial/Office	4.44	2.56	1.37	1.25	3.00	per 1,000 GSF
Industrial	4.00	1.20	1.39	1.50	3.50	per 1,000 GSF
Residential	2.00	1.28	0.98	0.75	2.00	per dwelling unit
Institutional	6.67	2.35	1.17	1.24	4.50	per 1,000 GSF

## FORMULA BUSINESS CONSIDERATIONS

Maintaining a vibrant concentration of independent businesses in downtown Berkley is a key business development objective presented in this Master Plan. Independent businesses provide unique experiences and differentiate Berkley from other shopping and dining destinations in the Detroit metropolitan area. Protecting and enhancing the independent-business character of downtown Berkley is a priority shared among all community stakeholders.

In 2000, Coronado, California, in an effort to preserve downtown's historic character and its tourism economy, enacted the nation's first restrictive ordinance on chain businesses, sometimes termed "standardized" or "formula" businesses. The ordinance placed a cap on the number of chain fast-food restaurants permitted in downtown. Since then, many other communities, from small towns to large cities, have enacted ordinances with similar intentions, some focused beyond fast-food restaurants to include chain apparel, drug stores, banks, real estate offices, gas stations, and hotels.

In Berkley, several factors have motivated civic and downtown leaders to consider formula business limitations. There is a perception among some leaders and downtown stakeholders that chain businesses are proliferating in Berkley. As a result, there is a concern that chains, which may be willing to pay a premium for space, will exert upward pricing pressure on commercial rents. At the same time, community leaders want to hedge against the possible homogenization of retail businesses, which is at odds with downtown Berkley's "retro-cool" and independent identity. The community open house and online surveys conducted for this Master Plan, while not a public referendum, suggests strong support for some limitations on formula businesses: 83 percent of respondents said they favor independent businesses over chains and 72 percent of respondents strongly or slightly favor establishing a limit on chains and franchises in downtown Berkley.

## TYPES OF FORMULA BUSINESS LIMITATIONS

Communities have used formula or standardized business restrictions in a variety of ways, depending on the challenge they are trying to confront and the receptivity of the public and elected officials to regulation. Local municipalities implement formula business ordinances in several different ways:

- **Fast-food restaurant limitation.** As mentioned above, first adopted in Coronado, California, this approach limits the total number of fast-food restaurants that can be located in a defined downtown area or zoning district.
- **Percentage-occupancy limitation.** A percentage-based occupancy limitation restricts the proportion of space occupied by chains on a single parcel or in a downtown area or zoning district.
- **Size limitation.** Size limits restrict the footprint of individual retail uses to inhibit larger chain formats from opening in a designated area.

- **Conditional use approval.** A conditional use approval process permits formula businesses only on established permitting criteria, including, for example, a requirement that the chain business demonstrate it contributes to a downtown’s business mix diversity.
- **Chain dispersal requirements.** Chain dispersal requirements limits chain store adjacencies or chains in close proximity to each other. Tulsa, Oklahoma, has implemented such an ordinance to mitigate a proliferation of chain dollar stores.
- **Variance procedure.** A variance procedure could incorporate resident comment periods for any formula business or for a formula business requiring a variance.

## KEY QUESTIONS

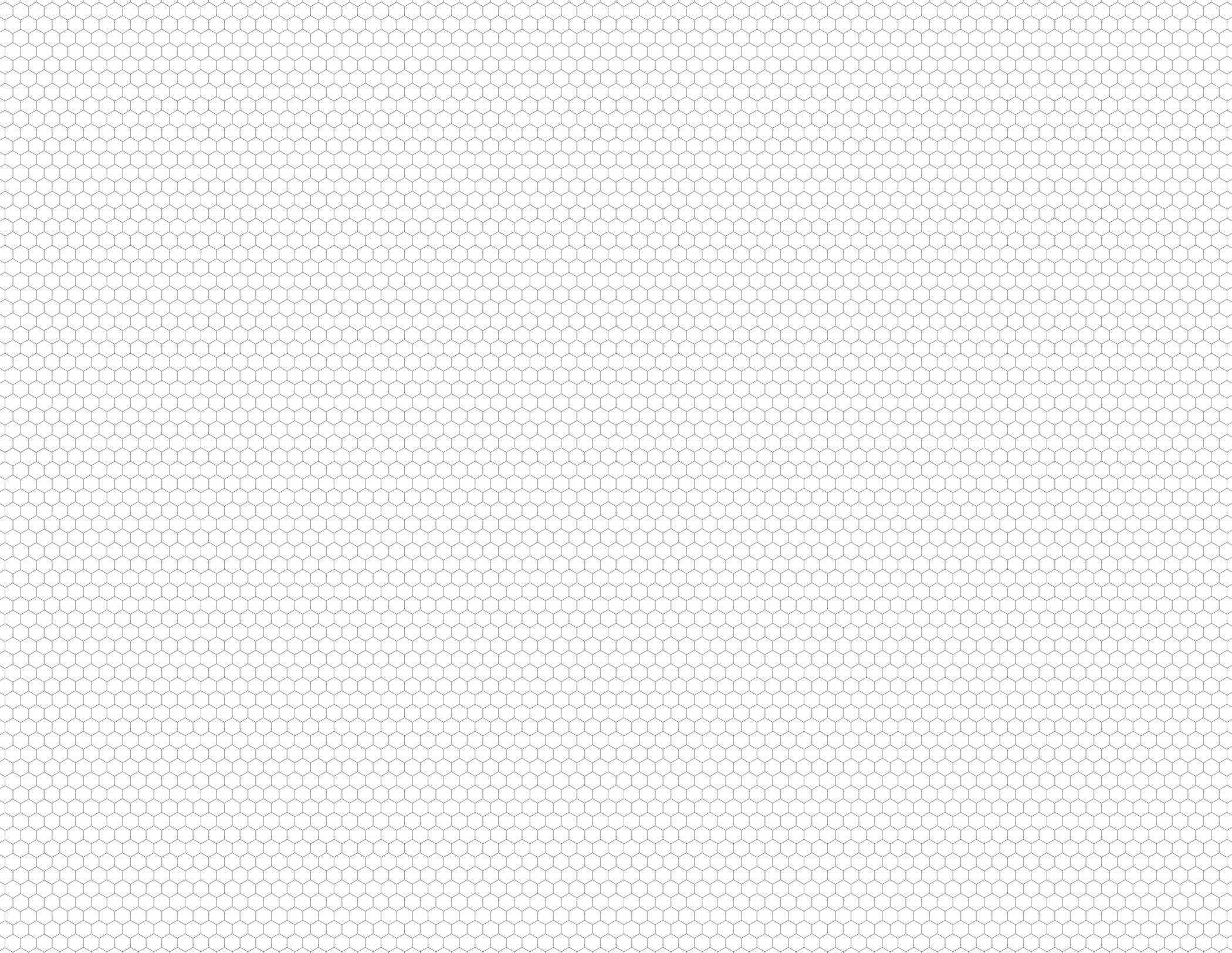
Formula-business limitations are powerful tools that should be implemented carefully and judiciously.

Restricting chain businesses may support the objective of maintaining the presence of small businesses in a downtown district, but an ordinance can also have unintended effects. For instance, chain businesses can also be traffic generators, attracting customers that benefit other downtown businesses. In restricting national chains, an ordinance inadvertently may disallow regional or innovative chains, which may be desirable and might fit Berkley’s retro-cool vibe.

Some questions to ask when considering formula business limitations:

- Will the ordinance apply only to certain downtown zoning districts?
- What types of businesses should be regulated or restricted?
- How should the goal of limitation be accomplished? Should it be a cap on type, number, or size of chain businesses, or should chain businesses be a conditional use?

Downtown Berkley stakeholders may decide they desire to welcome certain smaller format chain businesses or regional chains — therefore a critical decision is defining the maximum number of chain stores or outlets that may be permitted in downtown Berkley in total. For example, a business concept like Dig Inn, with 26 restaurants (see inset on page 104), would be prohibited under common formula-business restrictions adopted by some other cities – and yet it might be the type of business that would be beneficial to Berkley, in that it aligns with the “cool comfort food” strategy. Eliminating chain businesses entirely in downtown Berkley is not suggested, as there is room for coexistence between chain and independent businesses for mutual benefit.



# STRATEGY MATRIX

The matrix on the following pages organizes the master plan goals, strategies, and actions and further identifies parties, costs/sources, and time frame.

The parties include committees within the DDA who may be able to spearhead the project or provide support, as well as other municipal or regional partners where appropriate. For specific strategies, outside consultants are recommended.

The costs/sources column outlines a general range of costs for the associated actions organized into four different levels (summarized in Table 18). The clock symbol indicates strategies that do not require substantial funding but will require significant time. Potential funding sources include the DDA's operating budget, as well as related grant opportunities.

Time frames range from short term (0-2 years) to long term (5-10 years). When time frames for actions within a strategy differ, various time frames are provided.

**TABLE 28: Implementation Cost/Time Frame Outline**

COST	
\$	\$0 - \$20,000
\$\$	\$20,000 - \$100,000
\$\$\$	\$100,000 - \$250,000
\$\$\$\$	> \$250,000
🕒	Initiatives that may not include any direct cost, but will require significant time.
TIME FRAME	
<b>Short Term</b>	0-2 years
<b>Mid Term</b>	3-5 years
<b>Long Term</b>	5-10 years

## Goal 1: REVITALIZE DOWNTOWN BERKLEY WITH A DIVERSE MIX OF USES

STRATEGY	ACTIONS	PARTIES	COST/SOURCES	TIME FRAME
<p>1.1: ENCOURAGE APPROPRIATE INFILL DEVELOPMENT &amp; BUILDING REUSE WITHIN THE GATEWAY WEST SUB-AREA (PG. 43)</p>	<ul style="list-style-type: none"> <li>• Consider large opportunity development sites as long-term priority areas to create new mixed use opportunities with active ground floor uses.</li> <li>• Consider secondary, smaller long-term priority development sites and parcels that can also introduce retail, entertainment and other active ground floor uses.</li> <li>• Encourage infill development on the vacant lot on the south side of Twelve-Mile Road between Ellwood Avenue and Greenfield Road.</li> <li>• Prioritize rehabilitation and reuse of existing buildings within the sub-area.</li> </ul>	<p>DDA City of Berkley Master Plan Implementation Committee</p>		<p>Short to Long-Term</p>
<p>1.2: PRESERVE AND EXPAND RETAIL AND ENTERTAINMENT USES ALONG THE TRADITIONAL DOWNTOWN CORE BLOCKS (PG. 47)</p>	<ul style="list-style-type: none"> <li>• Encourage the rehabilitation and reuse of existing commercial and key landmark buildings for retail, service, restaurant, and entertainment uses.</li> <li>• Promote the rehabilitation of the Berkley Theater as a functional movie house or multi-purpose cultural arts and entertainment facility.</li> <li>• Consider large long-term development sites that add to the commercial space inventory and introduces new residential uses within the Traditional Downtown core sub-area.</li> <li>• Consider secondary, half-block or smaller priority opportunity sites that strengthen the Coolidge development pattern and promotes a mixed-use environment.</li> <li>• Maintain the City of Berkley government complex and other civic facilities as an anchor land use in this sub-area while discouraging new institutional development.</li> </ul>	<p>DDA City of Berkley Master Plan Implementation Committee</p>		<p>Short to Long-Term</p>
<p>1.3: ENCOURAGE COMMERCIAL AND OFFICE USES WITHIN THE GATEWAY SOUTH AREA BETWEEN CATALPA DRIVE AND ELEVEN MILE ROAD (PG. 49)</p>	<ul style="list-style-type: none"> <li>• Consider half-block priority opportunity sites that create a more continuous edge of ground floor commercial space and high-value upper floor development linking Gateway South to the Traditional Downtown Core to the north.</li> <li>• Explore opportunities for the rehabilitation and adaptive use of the former La Salette Elementary School as attainable housing, partially-financed through several tax credit programs.</li> <li>• Encourage the rehabilitation of existing buildings for retail, service, and office uses.</li> </ul>	<p>DDA City of Berkley Master Plan Implementation Committee</p>		<p>Short to Long-Term</p>

## Goal 2: REINVEST IN DOWNTOWN BERKLEY'S PHYSICAL CHARACTER

STRATEGY	ACTIONS	PARTIES	COST/SOURCES	TIME FRAME
2.1: INVEST IN STREETSCAPE IMPROVEMENTS (PG. 57)	<ul style="list-style-type: none"> <li>• Improve sidewalk conditions and maintenance of existing landscaping.</li> <li>• Continue conversations to purchase Twelve Mile Road from RCOC.</li> <li>• Consider tactical urbanism and "quick build" projects to continue momentum from the planning process.</li> <li>• Engage a design firm to create schematic design concepts</li> <li>• Focus improvements on entrances to the district, in addition to the Downtown Core.</li> <li>• Creatively address parking frontages through decorative screening or landscaping.</li> </ul>	DDA: Design Committee City of Berkley: Department of Public Works RCOC Landscape Architect/Engineering/Transportation Consultant	\$\$ - \$\$\$\$ DDA Budget Berkley General Revenue Fund Transportation Alternatives Program (TAP) Stormwater, Asset Management, and Wastewater (SAW) Grants and Loans Michigan Community Development Block Grant Program	Mid-Term
2.2: PROMOTE PROGRAMS THAT ENHANCE STOREFRONT AND BUILDING IMPROVEMENTS (PG. 59)	<ul style="list-style-type: none"> <li>• Identify properties with the highest need for façade repair. Work directly with these business/property owners to discuss improvements.</li> <li>• Creatively advertise existing façade improvement program.</li> <li>• Build support for a storefront advertising workshop.</li> <li>• Create storefront improvement awards.</li> <li>• Establish and implement a Design Overlay District and Design Review process.</li> </ul>	DDA: Design Committee; Marketing & Promotions Committee	\$\$ DDA Budget	Short-Term
2.3: INCORPORATE ELEMENTS THAT REINFORCE BERKLEY'S AESTHETIC THROUGHOUT THE DOWNTOWN (PG. 61)	<ul style="list-style-type: none"> <li>• Incorporate permanent Berkley branded banners into the streetscape design.</li> <li>• Solicit a Berkley branded mural as a part of the Downtown Berkley mural program.</li> <li>• Connect aesthetic enhancements to Berkley's history to ensure they feel connected to place.</li> <li>• Choose furnishings, such as benches, decorative street lights, bike racks, and public art that connect to Berkley's small town Mid-Century aesthetic.</li> </ul>	DDA: Design Committee; Marketing & Promotions Committee Local Artists	\$ - \$\$ DDA Budget	Short-Term
2.4: INTEGRATE MORE GREEN INTO DOWNTOWN BERKLEY (PG. 64)	<ul style="list-style-type: none"> <li>• Focus on green infrastructure. Incorporate bioswales, rain gardens, and permeable pavers into permanent streetscape improvements.</li> <li>• Invest in additional street trees and landscaping as a part of permanent streetscape improvements.</li> <li>• In the short term, work with Downtown business owners to locate planters at key locations.</li> </ul>	DDA: Design Committee; Business Improvement Committee City of Berkley: Department of Public Works Landscape Architect/Engineering Consultant	\$ - \$\$\$ DDA Budget Berkley General Revenue Fund Stormwater, Asset Management, and Wastewater (SAW) Grants and Loans	Mid-Term

STRATEGY	ACTIONS	PARTIES	COST/SOURCES	TIME FRAME
<p>2.5: INVEST IN A PUBLIC GATHERING SPACE IN DOWNTOWN BERKLEY (PG. 66)</p>	<ul style="list-style-type: none"> <li>• Prioritize sites identified during the Master Plan process for further exploration.</li> <li>• Once a location is determined, utilize tactical urbanism and temporary placemaking techniques to activate the space before more permanent improvements can be made.</li> <li>• Where necessary, purchase land to enable public space investments.</li> <li>• Engage a design firm to create schematic design concepts for the chosen open space.</li> <li>• Designate a committee to program the selected open space, both before and after design completion.</li> </ul>	<p>DDA City of Berkley DDA Design Committee DDA Organization &amp; Development Committee Landscape Architect/Engineering Consultant Local Artists</p>	<p>\$\$ - \$\$\$\$ DDA Budget Berkley General Revenue Fund Michigan Economic Development Corporation: Public Spaces Community Places (PSCP)</p>	<p>Mid to Long-Term</p>

### Goal 3: ENHANCE DOWNTOWN BERKLEY'S MOBILITY & PARKING SYSTEMS

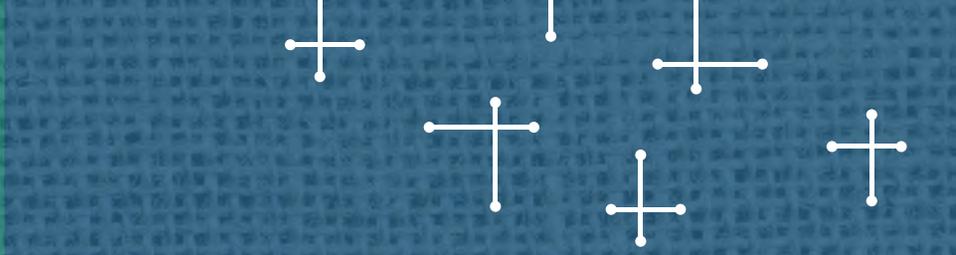
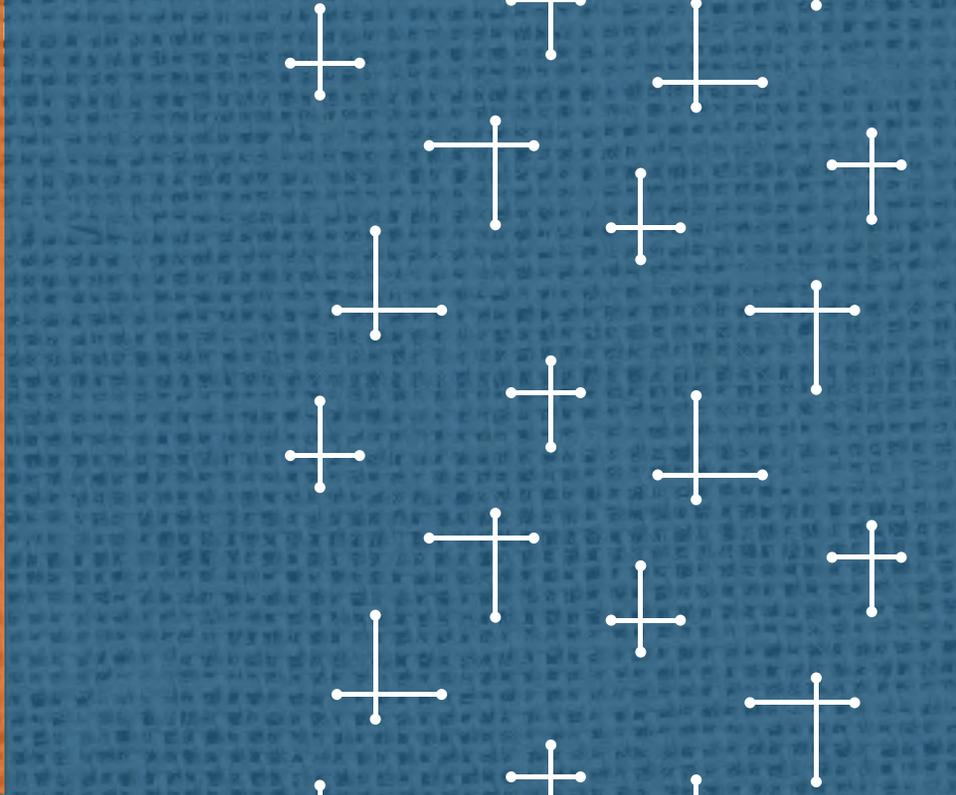
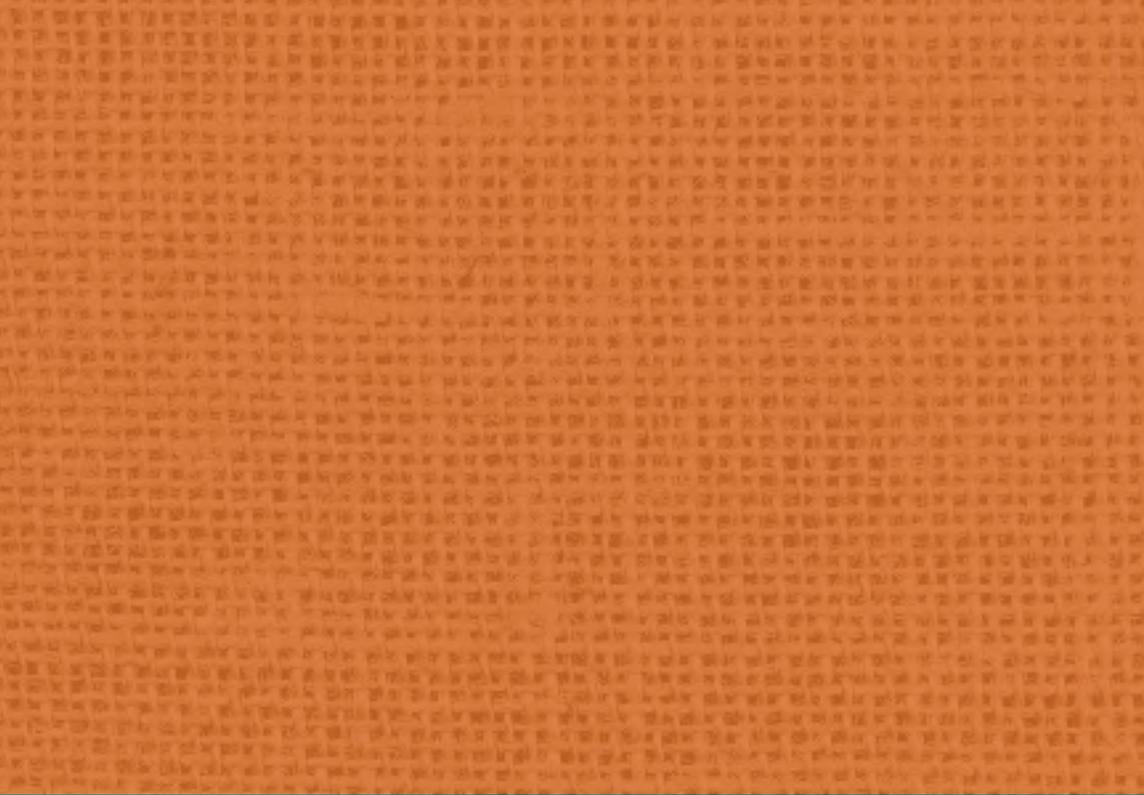
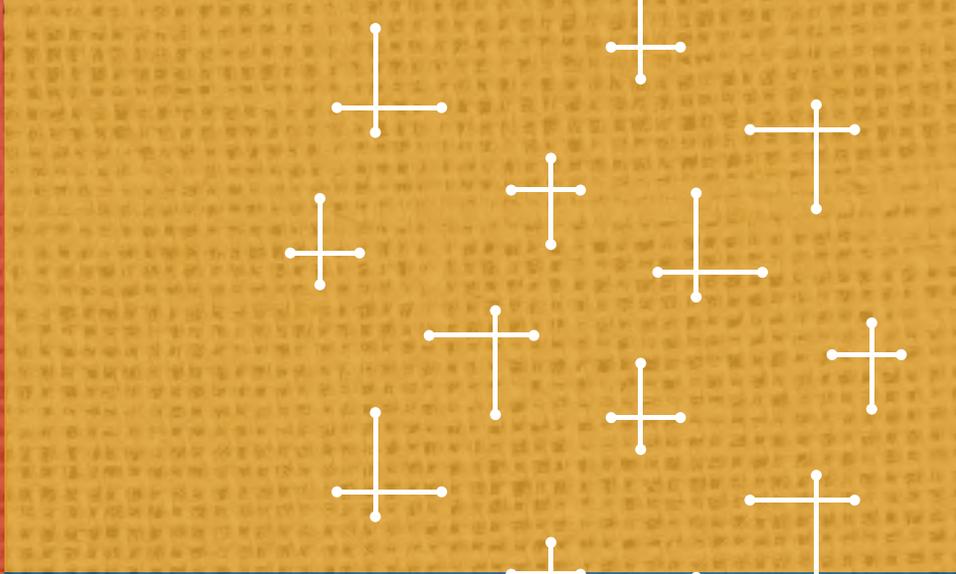
STRATEGY	ACTIONS	PARTIES	COST/SOURCES	TIME FRAME
<p>3.1: IMPLEMENT TRAFFIC CALMING MEASURES AND OTHER TRANSPORTATION ENHANCEMENTS TO PROMOTE PEDESTRIAN SAFETY DOWNTOWN (PG. 86)</p>	<ul style="list-style-type: none"> <li>• Implement signage at key downtown gateways telling motorists to "Yield to pedestrians and bicyclists."</li> <li>• Move forward with road diet on Coolidge Highway. Consider changing name from Coolidge Highway to Coolidge Avenue to change perceptions of the street.</li> <li>• Implement crossing improvements, including marked crossings, painted crosswalks, overhead warning beacons, and yield signage at the outlined intersections.</li> <li>• Upgrade sidewalks, infrastructure (including signals), and pedestrian crossings on 12 Mile between Tyler and Greenfield.</li> <li>• Identify transition plan and timeline to upgrade non-compliant crossings to meet requirements of the Americans with Disabilities Act (ADA)</li> <li>• Change expectations for successful streets. In the context of measuring roadway performance, "Level of Service (LOS)" is not an appropriate measure of success for a downtown.</li> <li>• Implement reconfiguration of 12 Mile to match positive progress of the Coolidge Road Diet.</li> </ul>	<p>DDA: Design Committee City of Berkley: Department of Public Works</p>	<p>\$ - \$\$ DDA Budget Berkley General Revenue Fund Transportation Alternatives Program (TAP)</p>	<p>Short to Mid-Term</p>

STRATEGY	ACTIONS	PARTIES	COST/SOURCES	TIME FRAME
<p>3.2: IMPROVE DOWNTOWN BERKLEY’S BICYCLE NETWORK AND INTRODUCE MICRO-MOBILITY OPTIONS (PG. 88)</p>	<ul style="list-style-type: none"> <li>• Complete Pedestrian and Bicyclist Survey at key downtown locations.</li> <li>• Develop standard process for identifying and prioritizing future MoGo station locations based on non-motorist activity (per ped/ bike survey) and proximity to key bicycle network connections.</li> <li>• Partner with key stakeholders, such as SEMCOG, to program regular “open streets” events.</li> <li>• Designate key internal streets as “bicycle boulevards.”</li> <li>• Develop signage to direct cyclists to important links (such as Catalpa and Coolidge) and destinations.</li> <li>• Establish municipal policy to regulate micro-mobility corrals that reduce “scooter blight” and facilitate use of these modes.</li> </ul>	<p>DDA: Design Committee City of Berkley: Department of Public Works SEMCOG</p>	<p>\$ DDA Budget Berkley General Revenue Fund Transportation Alternatives Program (TAP)</p>	<p>Short to Mid-Term</p>
<p>3.3: ENHANCE DOWNTOWN BERKLEY’S TRANSIT SERVICE AND CONNECT DIFFERENT MODES OF TRANSPORTATION THROUGH TRANSIT NODES (PG. 89)</p>	<ul style="list-style-type: none"> <li>• Invest in strategic transit stops (activity nodes) to improve the experience of transit users.</li> <li>• Make a case for SMART investment in transit beyond minimum coverage.</li> <li>• Explore free downtown circulator/trolley outside of special events.</li> <li>• Identify and establish mobility hubs.</li> <li>• Prioritize on-street parking locations that can be designated as 15-minute maximums.</li> <li>• Plan for increased demand for pick-up and drop-off spaces as more Berkley visitors arrive by shared modes.</li> <li>• Utilize geofencing techniques to limit the locations where TNC companies can pick up or drop off their customers.</li> <li>• Implement appropriate signage and disseminate public information regarding the mobility hubs to Berkley residents, explaining the benefits and the locations.</li> </ul>	<p>DDA: Design Committee; Marketing &amp; Promotions Committee City of Berkley</p>	<p>\$\$\$ DDA Budget Berkley General Revenue Fund Transportation Alternatives Program (TAP) Small Urban Program</p>	<p>Mid to Long Term</p>
<p>3.4: IMPLEMENT WAYFINDING &amp; IDENTIFICATION SIGNAGE PROGRAM FOR DOWNTOWN PARKING FACILITIES (PG. 91)</p>	<ul style="list-style-type: none"> <li>• Map City-wide parking ownership, using the Oakland County Gateway to identify unidentified or ambiguous property ownership and verifying with the Tax ID number and City Manager.</li> <li>• Enhance signage in City lots, using consistent colors and fonts.</li> <li>• Direct visitors and residents to available parking through the installation of wayfinding signs along downtown corridors.</li> </ul>	<p>DDA: Business Improvement Committee; Design Committee; Marketing &amp; Promotions Committee City of Berkley: Department of Public Works</p>	<p>\$\$ DDA Budget Berkley General Revenue Fund Transportation Alternatives Program (TAP)</p>	<p>Short Term</p>

STRATEGY	ACTIONS	PARTIES	COST/SOURCES	TIME FRAME
<p>3.5: UPDATE DOWNTOWN PARKING REGULATIONS (PG. 92)</p>	<ul style="list-style-type: none"> <li>• Set parking maximums to prevent excess spaces from being built</li> <li>• Embrace Overlays to leverage the walkable character of the downtown core and differ from the rest of the City.</li> <li>• Use standard denominators to allow the City to more easily compare and contrast its code to other City’s with similar parking demand patterns, and national trends.</li> <li>• Limit land uses.</li> <li>• Allow flexibility by making variances easy and establish a discretionary system to allow developers to reduce the parking supply.</li> </ul>	<p>DDA City of Berkley</p>	<p>🕒</p>	<p>Short-Term</p>
<p>3.6: ESTABLISH A DOWNTOWN SHARED PARKING DISTRICT (PG. 92)</p>	<ul style="list-style-type: none"> <li>• Set up merchant parking committee to discuss removing signage from individual spaces and promote shared resources.</li> <li>• Establish a Parking District within the DDA district in which businesses pay in to and allow the City to oversee, maintain, and enforce parking facilities in a shared manner.</li> <li>• Designate City staff to perform bi-annual parking counts to better understand parking utilization patterns, changes, and growth.</li> <li>• Adopt parking enforcement technology to better record and monitor abuse and target future enforcement efforts.</li> <li>• Designate funding for parking facility improvements.</li> </ul>	<p>DDA: Business Improvement Committee; Organization &amp; Development Committee City of Berkley: Department of Finance</p>	<p>🕒</p> <p>\$</p> <p>DDA Budget Berkley General Revenue Fund DDA Facade Improvement Grant</p>	<p>Mid-Term</p>
<p>3.7: IMPROVE THE CURBSIDE ENVIRONMENT (PG. 93)</p>	<ul style="list-style-type: none"> <li>• Improve on-street parking, through restriping parking spaces on-street, updating parking designation signage, installing curb bump-outs, and painting curb space that is not available for parking.</li> <li>• Identify on-street parking locations that can be designated as 15-minute standing/pick-up drop-off zones.</li> </ul>	<p>DDA: Business Improvement Committee; Design Committee City of Berkley: Department of Public Works</p>	<p>\$\$</p> <p>DDA Budget Berkley General Revenue Fund</p>	<p>Short to Mid-Term</p>

## Goal 4: STRENGTHEN BERKLEY'S "RETRO-COOL" MARKET POSITION

STRATEGY	ACTIONS	PARTIES	COST/SOURCES	TIME FRAME
4.1: FOCUS ON COOL COMFORT DINING (PG. 103)	<ul style="list-style-type: none"> <li>Establish a "Taste-of" event.</li> <li>Establish a "restaurant week".</li> <li>Buy paid and promoted social media.</li> <li>Provide restaurant management consultations.</li> <li>Streamline restaurant permitting.</li> <li>Invite limited food trucks.</li> </ul>	DDA: Business Improvement Committee City of Berkley	\$ DDA Budget Michigan Economic Development Corporation: Capital Access Program	Short Term
4.2: FOCUS ON ECLECTIC AND ARTISANAL RETAIL (PG. 105)	<ul style="list-style-type: none"> <li>Establish a Night Market to give people a reason to people to gather downtown while establishing a creative identity with fun foods and handmade products.</li> <li>Help existing businesses leverage the strategy.</li> <li>Identify cool-concept startups in nearby, gentrifying areas and match them with a space opportunity in Berkley</li> </ul>	DDA: Business Improvement Committee City of Berkley	\$ DDA Budget Michigan Economic Development Corporation: Capital Access Program	Mid Term
4.3: FOCUS ON EXPERIENCE AND ENTERTAINMENT (PG. 106)	<ul style="list-style-type: none"> <li>Invite temporary installations – particularly those that are participatory or allow the public to interact.</li> <li>Program outdoor concerts.</li> <li>Invite food trucks as an amenity for bars.</li> <li>Help businesses program indoor concerts.</li> <li>Start a "Things To Do in Downtown Berkley" e-newsletter.</li> <li>Program outdoor interactive games.</li> </ul>	DDA: Business Improvement Committee City of Berkley	\$\$ DDA Budget ArtPlace America Grants National Endowment for the Arts Grants Michigan Council for Arts and Cultural Affairs (MCACA)	Short - Mid Term
4.4: EXPAND TOOLBOX OF BUSINESS INCENTIVES (PG. 108)	<ul style="list-style-type: none"> <li>Focus available incentives (e.g., façade improvement grants) on its primary strategies and target businesses.</li> <li>Offer a rent abatement for strategic businesses.</li> <li>Provide social media assistance for businesses.</li> <li>Refocus the DDA social media campaign toward the three business development strategies described in 4.1, 4.2, and 4.3.</li> </ul>	DDA: Business Improvement Committee City of Berkley	\$\$ DDA Budget Michigan Economic Development Corporation: Capital Access Program	Mid Term
4.5: INVESTIGATE THE POTENTIAL FOR REUSE OF THE BERKLEY THEATER (PG. 109)	<ul style="list-style-type: none"> <li>Develop a schematic business plan.</li> <li>Conduct a feasibility assessment of the building itself.</li> <li>Identify the organizational format required to undertake a rehabilitation and what is required for site control. The League of Historic American Theatres may be a useful resource.</li> </ul>	DDA: Business Improvement Committee City of Berkley	 Michigan Council for Arts and Cultural Affairs (MCACA)	Long Term





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## MEMORANDUM

**To:** Berkley Planning Commission  
**From:** Erin Schlutow, Community Development Director  
**Subject:** **Parking Ordinance Discussion and Future Updates**  
**Date:** September 18, 2019

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In preparation for new businesses in Berkley, as well as addressing ongoing concerns, we would like to begin discussion on updating parking regulations and minimum parking requirements in the City of Berkley. Below are three issues to address:

**1. Parking for marihuana businesses.**

Currently, the City Zoning Ordinance does not specifically mention requirements for off-street parking facilities for marihuana businesses. Section 138-219 permits the zoning officer to assign parking requirements for those uses not specifically listed provided they are in accord with a use considered similar in type.

The City of Ferndale has permitted three medical marihuana businesses within the City and they have opted to regulate parking for such businesses by retail use and medical office; both of which carry the same requirement, 1 space per 250 sq. ft. of gross floor area.

The City of Berkley could not regulate marihuana businesses by the same model, as retail use and medical office carry different requirements.

If the Planning Commission would be interested in reviewing other communities parking requirements or best practices, they can be provided at the next meeting.

**2. Modifications of parking requirements during site plan review.**

The long, narrow design of the commercial corridors along the major thoroughfares with shallow parcels has been problematic for potential business owners looking to make a home in Berkley. Oftentimes, the size of the properties do not allow for the required minimum on-site parking to

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serve each individual business. While there are provisions in the Zoning Ordinance that permits shared parking agreements between properties as well as eliminating parking requirements for properties within 500 ft. of a municipal parking lot, there are still issues that are hindering occupancy of vacant commercial properties.

I recommend discussing an ordinance amendment that would grant the Planning Commission the authority to grant modifications to parking requirements during site plan review. This flexible approach to development can provide business owners opportunities in Berkley that may have been previously denied.

The authority to grant such modifications can be as open to interpretation, or can be regimented based on a number of factors determined by the Planning Commission. For example:

Lyon Township – Section 14.01(C)(8)

*Minimum number of spaces for each use.* The amount of required off-street parking space shall be determined in accordance with the schedule. The planning commission may modify the numerical requirements for off-street parking, based on evidence that another standard would be more reasonable, because of the level of current or future employment and/or level of current or future customer traffic.

City of Ferndale – Section 24-223(g)

*Reduction of parking requirements.* The planning commission may reduce the parking requirements based upon a finding that there will be a lower demand for parking due to one or more of the following factors:

- (1) Shared parking by multiple uses with peak parking demands during differing times of the day or days of the week;
- (2) Convenient municipal off-street parking or on-street spaces are located within 500 feet that have the capacity to handle additional parking;
- (3) Expectation of walk-in business due to sidewalk connections to adjacent residential neighborhoods or employment centers. The site design incorporates pedestrian connections to the site and on-site pedestrian circulation providing safe and convenient access to the building entrance;
- (4) Availability of other forms of travel such as transit. The planning commission may require that the site design incorporates transit stops, pedestrian connections to nearby transit stops or enhanced bicycle parking facilities;
- (5) The applicant has provided a parking study, conducted by a qualified traffic engineer, that demonstrates that another standard would be more appropriate based on actual number of employees, expected level of customer traffic or actual counts at a similar establishment. The planning commission may require a parking study to document that any one of the criteria (1) through (4) above would be met.



**BERKLEY**  
where you want to be

Additionally, requests for parking requirement modifications would encourage an applicant to review and analyze the proposed project and think critically about alternatives that would benefit the community. It has proven a useful tool in other communities where land for development is scarce and has garnered positive pedestrian and bicycle transit opportunities.

**3. Updates to numerical parking requirements.**

The City has been made aware that there have been several concerns or complaints about the numerical parking requirements in the City. One of the first big items I will tackle is an analysis of the parking requirements, non-conformities, municipal lots, shared agreements, etc. to determine what policies and procedures have worked and what can be amended.

I have been reviewing the requirements for Berkeley and comparing to nearby and comparable communities in the area. The results of those findings are attached for your reference.

Next steps – Review and analyze locations and sizes of all municipal lots and how many businesses rely upon each lot and review of ITE Parking Generation.