



Background

In the winter of 2019, the City of Berkley began an update of the City's Master Plan, last revised in 2007. Despite a global pandemic, the process reached the Berkley community as broadly as possible to create a community-based vision and plan. This document is the result of over a year of intensive community engagement, data analysis and collaborative decision-making to create a vision for the City of Berkley with an actionable, realistic policy road map for implementation.

WHAT IS A MASTER PLAN?

The Master Plan plays several roles:

Vision: The Master Plan lays out the future vision of Berkley, as well as a road map - with goals policies, strategies and actions - to achieve that vision.

Aid in daily decision-making: The Master Plan guides the Planning Commission, City Council, and other City bodies in their deliberations on zoning, subdivision, capital improvements and matters related to land use and development. It provides a stable, long-term basis for decision-making.

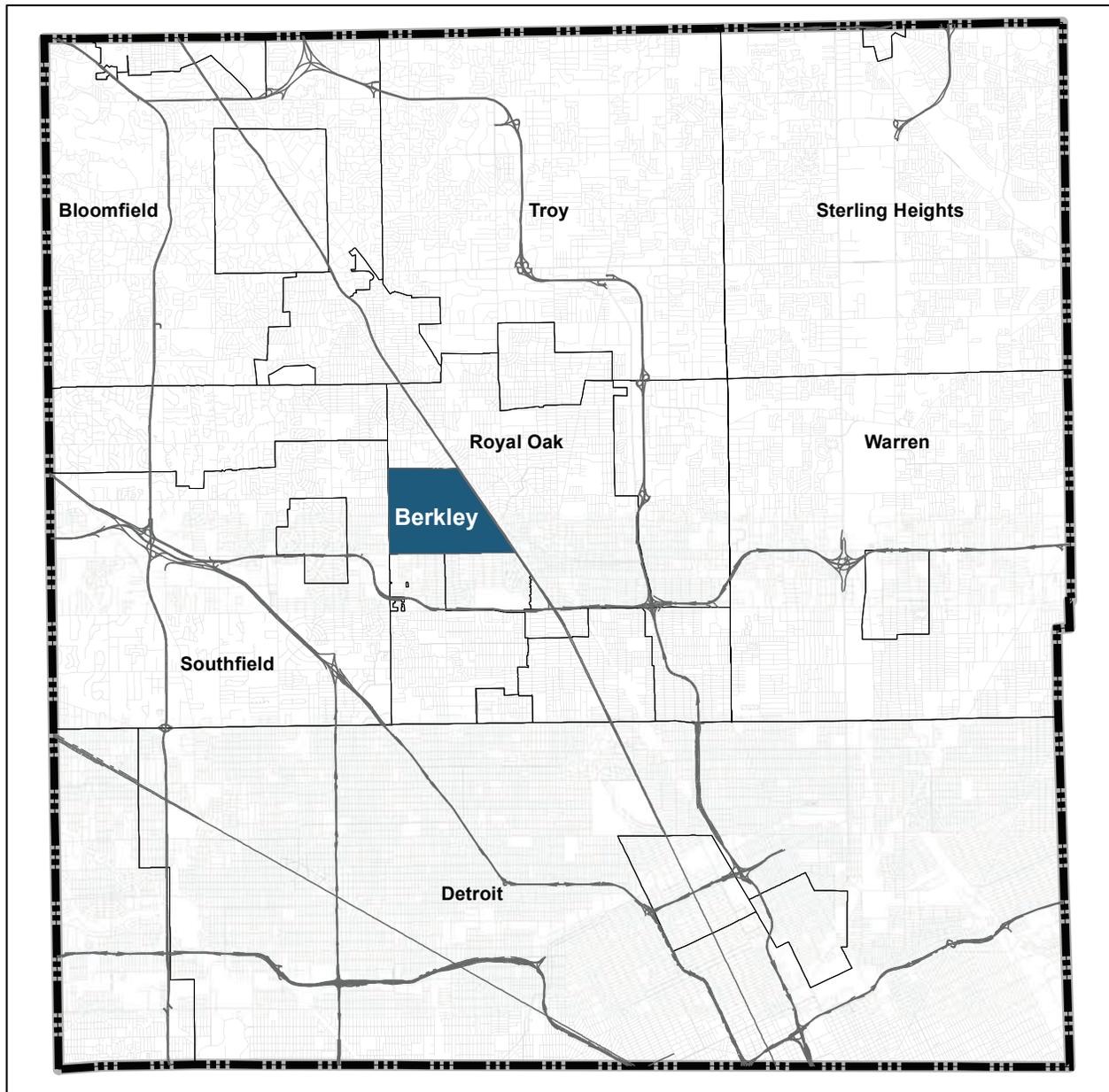
Statutory Basis: The Master Plan provides the statutory basis upon which zoning decisions are made. The Michigan Planning Enabling Act (P.A. 33 of 2008, as amended) requires that the zoning ordinance be based upon a plan designed to promote the public health, safety and general welfare. The Master Plan and accompanying maps do not replace other City Ordinances, specifically the Zoning Ordinance and Map.

Public/Private Coordination: The Master Plan attempts to coordinate public improvements and private developments supported by the Capital Improvements Plan. For example, public investments such as road or sewer and water improvements should be located in areas identified in the Plan as resulting in the greatest benefit to the City and its residents.

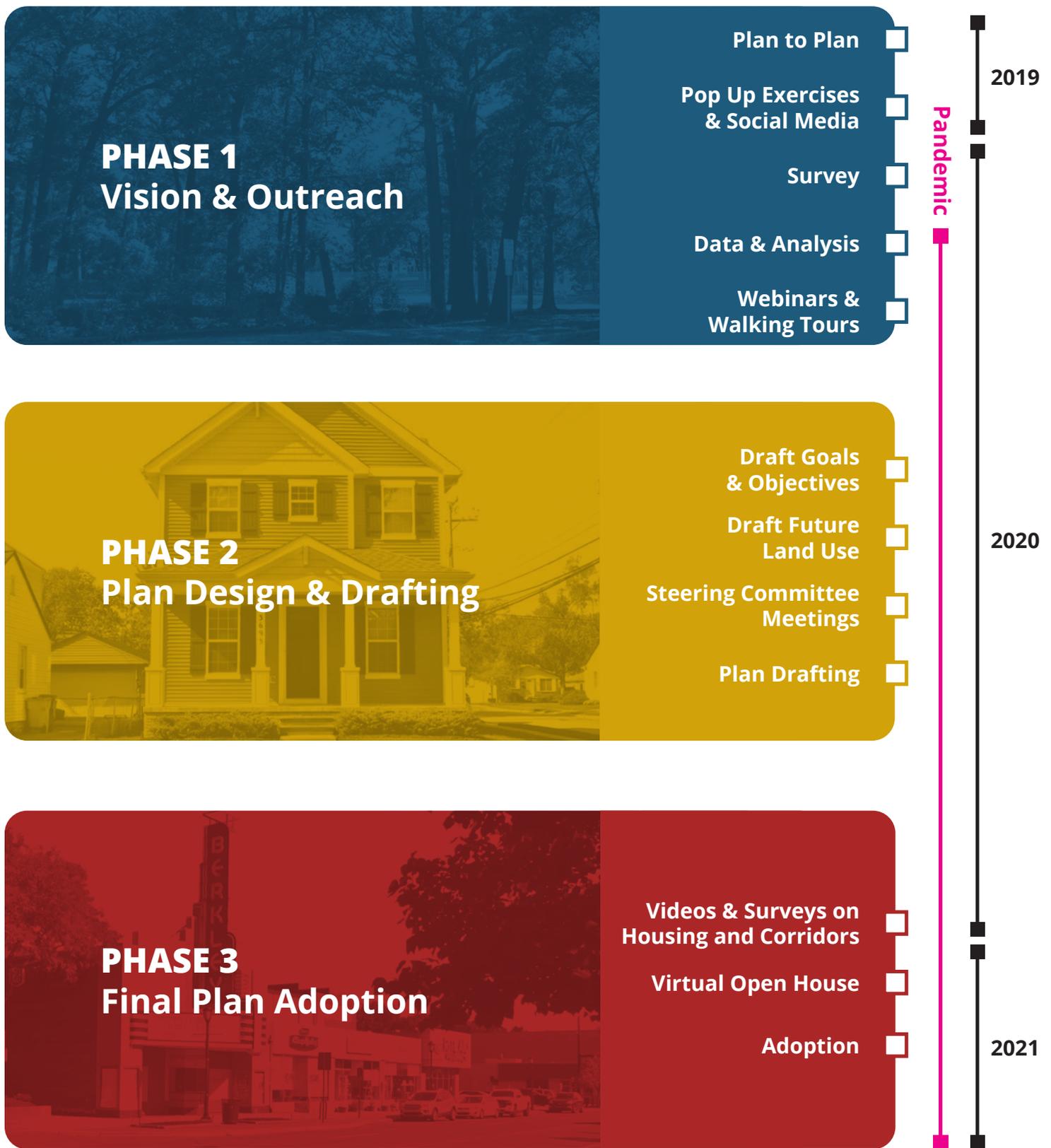
Education Tool: The Master Plan serves as an educational tool and gives citizens, property owners, developers and adjacent communities a clear indication of the City's direction for the future.

Location: Berkley is in a prime location in the southeastern Michigan region, located within a half hour driving distance of downtown Detroit as well as many other job centers and cultural amenities in the region. In a 2020 survey conducted as part of this process, almost 75% of respondents chose the city's location in the region as one of the things they like best about Berkley.

City of Berkley Location Map



City of Berkley Master Plan Process



COMMUNITY ENGAGEMENT

The community engagement component of the Master Plan process was started in 2019. Working with the Master Plan Steering Committee, a group representative of the Berkley community appointed by the City Council, City staff and consultants adapted to the circumstances of the pandemic for the Berkley community to contribute in a safe and meaningful manner. The Master Plan Process diagram on the previous page shows the community engagement events.

Pop Up Exercises

In January through March of 2020, City staff and consultants went to various city and community meetings asking what people liked, would improve, would change or what is missing in Berkley. These activities were cut short by the pandemic and the rest of the community engagement activities moved on-line or outdoors.

2020 Community Survey

Over 1,300 people, including 1,280 Berkley residents, responded to the survey conducted in the spring of 2020. Survey results are in the appendix and referred to throughout the Master Plan.

Webinars & Walking Tours

Eight webinars covered the basics of master plans, parking, green infrastructure, gathering places, housing, and draft Master Plan vision, mission and values. The webinars were posted on the City's YouTube channel as well. Walking tours of Eleven Mile, Greenfield, Twelve Mile and Woodward occurred in October 2020.

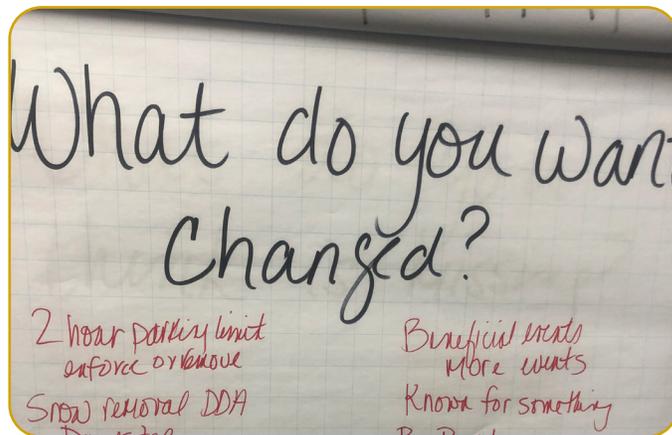
Steering Committee Meetings

The Plan Design and Drafting occurred during virtual Steering Committee and Planning Commission meetings in the fall and winter of 2020 and the early months of 2021.

Surveys, Videos & Virtual Open House

Additional community input was needed on corridors and housing. Surveys, with educational videos, were conducted. The results were shared at a virtual Open House, where participants discussed these issues.

Community Engagement Examples



Source: City of Berkley Staff



Source: CWA photo of Woodward Walking Tour



Source: City of Berkley Master Plan Website

Planning History Timeline

2007



**City of Berkley
Master Plan**

2012



**Woodward
Transit-Oriented
Development Corridor
Study for South
Oakland County**

2012



**Multi Modal
Transportation Plan**

2014



**Woodward Complete
Streets Master Plan**

2014



**Bike Route
Recommendations
to City Council**

2016



**Parks and Recreation
Plan Update**

2017



**Residential Future
Land Use Master Plan
Amendment**

2019



Downtown Plan

2019



**City of Berkley
Energy Plan**

2020

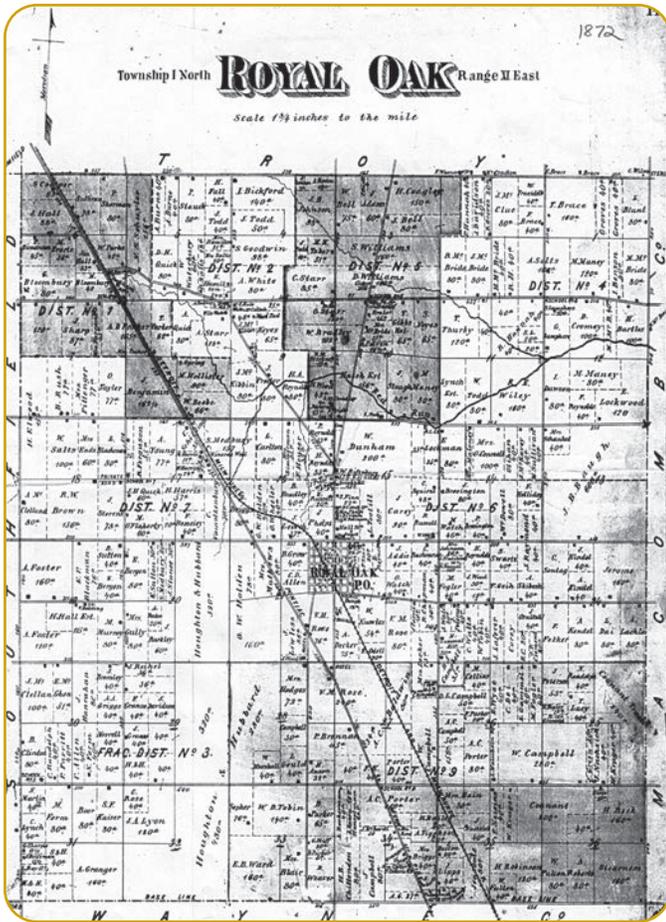


**Parks and Recreation
Plan Update**

Planning History

This Master Plan has been built on previous planning efforts, bringing the most pertinent steps to the forefront in an understandable, achievable manner. Plans and amendments include those listed in the Planning Timeline.

1872 Map of Royal Oak Township



Coolidge Highway in 1921



Source: Berkley Historical Museum

HISTORY

Berkley today is a 21st Century community, with a design from the 1910's and 1920's, before the dominance of the car. The city's history has created some of the city's best assets and greatest challenges.

Early History

Prior to and into the early 1800's, the area that would become Berkley was not settled by native peoples since it was mostly forest and swamp. There was an area known as Ottawa Indian Gardens (now Roseland Cemetery) that was sheltered and dry enough for native peoples to plant gardens of squash and corn which they would harvest in the fall as they returned from making a circuit through Canada or Ohio.

After the war of 1812, land grants were distributed to white settlers of this area, known as Royal Oak Township, which now is home to Berkley, Clawson, Ferndale, Hazel Park, Huntington Woods, Madison Heights, Oak Park, Pleasant Ridge, Royal Oak and Royal Oak Township. The forests were replaced with farms, mostly dairy farms, and by 1900 the area had a population of 468 people.

Founding of Berkley & Building Boom

The 1910's brought significant growth to the area with the completion of the Highland Park Ford Plant. Between 1910 and 1920, the last of Berkley's farms were sold and turned into subdivisions, and the first phone line and electric lights were introduced. In 1923, Berkley officially became a village and with that came the first election, fire and police departments, and basic infrastructure. In 1927, the infrastructure of the village - sewers, water, sidewalks and streets - were built.

Great Depression & World War II

Growth in Berkley came to a grinding halt in 1929 with the stock market crash and the Great Depression that followed. 90% of the 5,558 residents in Berkley lost their jobs when the market crashed. The residents could no longer afford their taxes and as a result many services were canceled or reduced. The loss in tax revenue also forced shut off of the electric street lights. In 1932,

Berkley became a city in order to lower taxes to an affordable level for residents. Berkley continued to struggle up until the start of World War II, which caused another surge of growth for the city.

Post World War II

In the 1940's, suburbanization and the post-war boom economy drove significant development in the area, as you can see by the photograph of Twelve Mile in the center from the late 1940's. The city reached a population peak of 23,375 in the 1960.

1960's to Today

From 1960 to 2010, Berkley's population steadily declined, with the biggest loss in the 1970's. Meanwhile, Berkley became part of regional infrastructure systems.

From the beginning, the City's sewer system combined sanitary sewer waste water and rain water together and drained by gravity. In the 1970's, the City joined Oakland County's Twelve Towns combined relief sewer, now known as the George W. Kuhn Drain, which linked to a regional system. Up until 1995, the amount of rain in 10-year storms decreased but has been on an upward trend since. Houses and streets in Berkley and in the Twelve Towns system routinely experience flooding during storms.

Since 2010, the population has slightly increased. Throughout its history, Berkley has been known as a good place to live. In 2017, Berkley was listed as the 28th best place to live for the money in the United States by Money Magazine.

Twelve Mile in 1948



Source: Berkley Historical Museum

BERKLEY'S HISTORY: ASSETS & CHALLENGES

Berkley's history has created assets and challenges for the City today. In terms of assets, the City's walkable design and range of single-family lot sizes make the City a great place to live. The City's grid road system, small blocks and tree lined streets lend themselves to walking, leading to high walk scores throughout the community, meaning that most errands can be accomplished on foot. The variety of lot sizes, ranging from 40 feet to 100 feet in width, has allowed for a diversity of professions and incomes to live in Berkley. Finally, Berkley has a historic downtown, which is still thriving.

However, the City's history presents a number of challenges. The size and shape of lots make construction of 21st Century buildings other than single-family challenging. Infrastructure is not easily updated to deal with climate change. Also, space is scarce for additional parks and civic spaces.

The early 20th Century design has not allowed commercial areas to flourish in the same manner as the City's neighborhoods. Commercial areas on Twelve Mile and Coolidge Highway were originally platted as 20 foot wide and 100 foot deep lots. A modern building with parking and loading on site is more often 200 feet wide and over 300 feet deep. Redevelopment or even updates of existing buildings has been difficult without room for parking or building additions. However, over 50% of the survey respondents chose "more shopping options" as a change they would like to see in Berkley.

Different types of housing, ranging from townhouses to multiple-family buildings, are not easily built on these small lots either. The shallow lots leave little to no room for parking or yards for any housing on these corridors. Moreover, the single-family lots on Eleven Mile and Greenfield are also too small to accommodate any residential type other than single-family. Lot assembly would likely have to occur for any new housing in Berkley, other than single-family. The combined, gravity-fed, regionally linked sewer

Assets

Walkable design

Range of lots sizes

Diversity of professions & incomes

Historic Downtown

Challenges

Lot size & shape often too small for 21st Century buildings

Regional infrastructure difficult to upgrade

Lack of space for additional parks and civic space

system cannot be easily updated to improve its ability to function, adapt and absorb the stresses of climate change. The City has very little vacant land and no natural storm water outlets, such as a creek, river or lake and most of the soils have poor drainage.

Finally, the original plats for the City did not reserve space for parks, schools and other civic spaces. As the City has grown and needs have changed, additional space for parks, schools and City buildings has been difficult to find. Almost half of the 2020 Community Survey respondents selected "more recreational opportunities" as a change they would like to see in Berkley.

LAND USE

The data presented here and in the following section on demographics is drawn from the following sources:

- 2019 Windshield Survey: The survey was done by the consultant team driving through Berkley and then double checked with City assessing codes.
- SEMCOG Community Profile: The Southeastern Michigan Council of Governments (SEMCOG) keeps up to date demographic and building permit data.
- 2019 Community 360 Metrics Report: This report, found in the appendix, uses a variety of data sources to provide up to date demographic and market information.

Vacant Land is Scarce

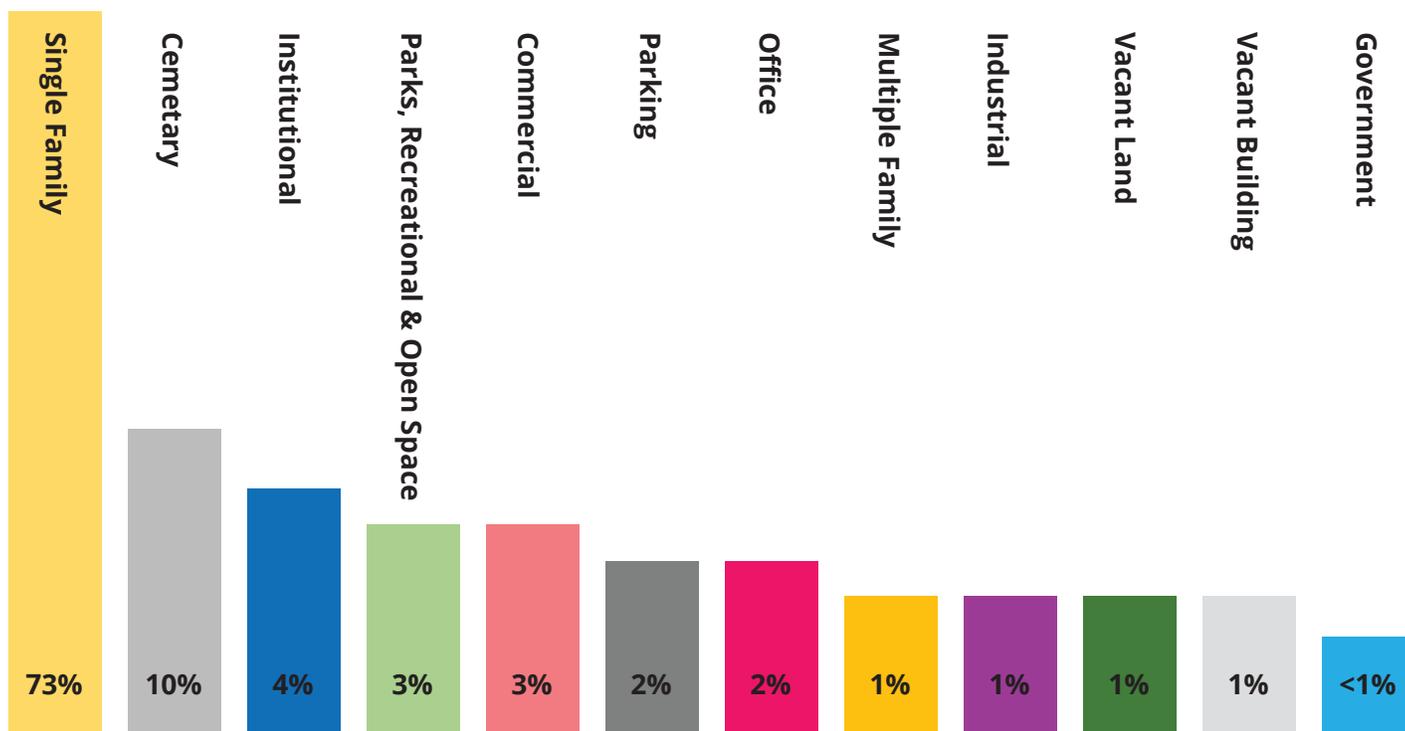
Only 6.6 acres of the 1,655.6 acres of Berkley is vacant, leaving little room for new development. Some are owned either by the City (parcel on the south side of Oxford, next to Oxford Park) or the school district (surrounding the maintenance shop). Other vacant properties are along the corridors of Greenfield and Twelve Mile or in neighborhoods just north of Eleven Mile.

Single Family Houses Largest Land Use

The predominant land use, shown in yellow, is single-family residential, accounting for 936 acres or 73% of the City, which is the same percentage of land area in an existing land use survey done in 2001. According to SEMCOG building permit data, 379 single-family home building permits were issued in Berkley between 2000 and 2019, while 217 housing units were demolished.

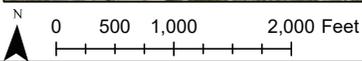
The renovation and/or demolition and rebuilding of single-family homes will likely continue. The 2019 Community 360 Metrics Report estimates that 80% of the housing in the City of Berkley was built before 1960. In the community survey conducted in 2020, many of the respondents shared concerns about reconstruction of single-family houses where the new homes were out of context, in terms of style and size, with the existing neighborhoods.

Existing Land Use Percentages

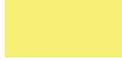


Source: 2019 Windshield Survey. Percentages are based on Geographic Information System (GIS) mapping data and do not include the acreages of streets or right of way.

Existing Land Use Map



Map Key

Vacant Land		Institutional		Cemetery	
Vacant Building		Multiple Family Residential		Commercial	
Parks, Recreation, Open Space		Government		Office	
Single Family Residential		Industrial		Parking	

Source: 2019 Windshield Survey

Other Types of Housing are Limited

Multiple-family housing is clustered near Coolidge Highway, south of Catalpa, or on the edges of single-family neighborhoods. Multiple-family dwelling units, according to the 2019 Community 360 Metrics Report, are just over 12% of the existing housing stock. Moreover, housing units in buildings with less than 10 units, usually the size of multiple-family or attached single-family housing that best fit within or adjacent to a single-family neighborhood, is estimated to be only 4% of the overall dwelling units available.

Non-Residential Uses are on Corridors

Commercial, office and industrial uses, which collectively account for less than 6% of the City's area, are along the corridors of Eleven Mile, Twelve Mile, Woodward, and Coolidge Highway. In the 2020 survey, respondents indicated preferences for commercial, entertainment, and mixed use, walkability, bikeability, and placemaking on these corridors.

Parking Lots are Buffer Neighborhoods

Parking occupies 30 acres or just over 2% of the land use area. These parking lots are often at the rear of properties fronting corridors or next to institutional uses, abutting single-family residential properties.

Parks, Schools & Institutions are in Neighborhoods and Corridors

The parks/recreation/open space and institutions (schools, churches, etc.) has increased in acreage from 46 acres to 74, now accounting for nearly 6% of the City's area. Institutional uses tend to be on corridors or the edges of neighborhoods, while parks are either near schools or scattered within neighborhoods.

Cemetery is Sizable

Roseland Park Cemetery accounts for 10% of the land use area in Berkley. More importantly, it is privately held and occupies the northeast corner of the City, along the high traffic corridors of Woodward Avenue and Coolidge Highway.

Government is Light

Government land uses (city or county facilities) only occupy 4.1 acres or less than 1% of the land use area. These facilities are usually on corridors or adjacent to parks.



One of two Townhouse style housing complexes in Berkley

Source: Kurt Hite



Twelve Mile Corridor with commercial, office & institutional uses.

Source: CWA



Roseland Cemetery is a landmark and 10% of the land area in Berkley.

Source: Roselandparkcemetery.com

DEMOGRAPHIC SHIFTS

The demographic shifts below impact the Master Plan:

Population Stable but Aging

The population of Berkley peaked in 1960 at 23,275 people, dropping significantly through the late 20th Century. The population then stabilized in the 2010's, ranging between 14,000 and 15,000 residents. Berkley's historic population trends are similar to other older communities nearby, such as Oak Park and Huntington Woods and to some extent Royal Oak. According to SEMCOG by 2045, Berkley's population is anticipated to decrease by 1%, while the neighboring communities and the region grow slightly.

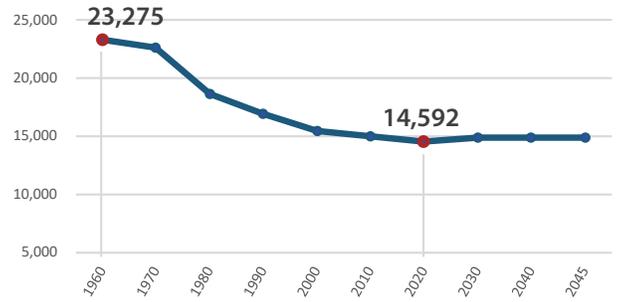
While the overall population number is predicted to decrease, the number of senior citizens is anticipated to rise. Residents 65 or older are forecasted to nearly double from 1,819 to 3,127 or 21% of the population. The need for senior housing, transportation, and services will increase. In the 2020 Community Survey, over 61% of respondents identified planning for housing for seniors as very important or important.

Population Becoming More Diverse, with Younger New Residents

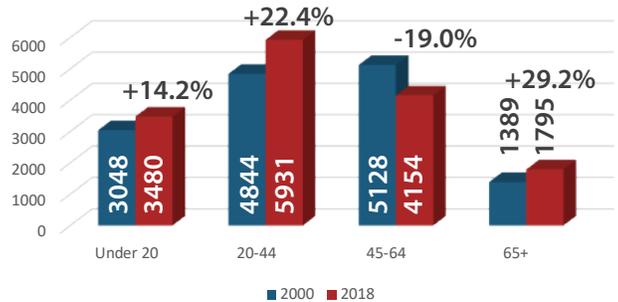
While minorities are a small percentage of Berkley's population, the racial and ethnic diversity of Berkley has increased since 2000, when the City was 98% white. Since 2010, minority populations have grown by 3.4% and now make up almost 12% of the total population. Hispanics made the largest gains, growing from 1.8% in 2010 to 3.5% in 2018. Multi-racial (1.1%) and African American (0.9%) populations also saw modest gains.

Per the 2019 Community 360 Metrics Report, the majority of the new residents in the past three years were under the age of forty and lived in homes valued between \$150,000 and \$300,000. Also, 56% of the population 25 years or older holds an Associate's degree or higher. Sixty percent of the new residents were single. Berkley can anticipate a more diverse and younger incoming population in the next 10 years.

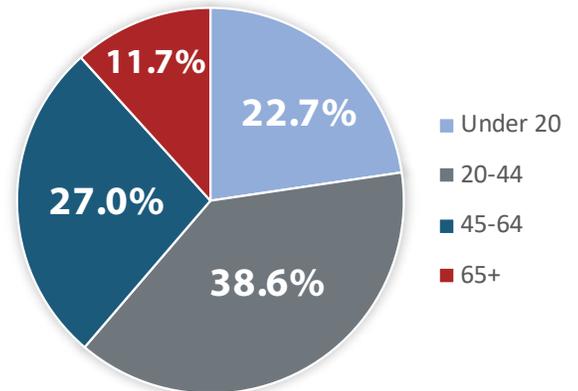
Berkley Population Trends 1960-2045



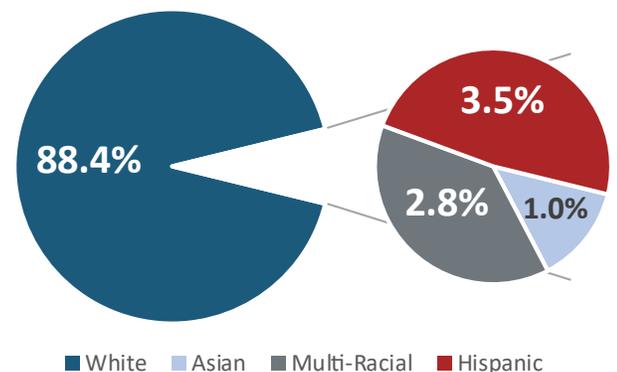
Berkley Age Distribution 2000-2018



Berkley Age Distribution 2018



Berkley Racial Composition 2018



For racial composition, the percentages are taken from US Census race & ethnicity data sets and do not add up to 100% due to data crossover between the two sets. Source: SEMCOG Community Profile

Single Family Houses Holding Their Value

Data from the 2019 Community 360 Metrics Report showed continued house appreciation, 39.3% over the last five years and 41.5% over the last decade. Between 2019 and 2024, the value of housing is anticipated to rise, especially for homes valued between \$300,000 to \$500,000 or more. In 2019, the average home sale price was \$221,700.

PREFERENCE SHIFTS

The preference shifts highlighted below will likely influence land use and future planning in Berkley:

Desire to Live in a Walkable Community

Due to a variety of reasons including health, transportation costs, and quality of life, people prefer to live in a walkable community. Berkley residents can complete most of their errands on foot, the basis for the community's high walk score of 77 out of 100. For context, walk scores of 90 or higher are for places where daily errands do not require a vehicle.

More Interest to Live in "Green" Communities

Greening of communities encompasses everything from multimodal transportation to more parks and open space, to carbon neutrality and renewable energy. Berkley has committed to these greening initiatives in planning documents and infrastructure investments while striving to implement green infrastructure on commercial and municipal properties.

More Desire for Restaurants but Less for Chain Retail

More people have been eating food prepared outside of the house more often since 2010, leading to an increased desire for restaurants, particularly fast casual like Chipolte or Panera.

In the late 2010's, demand for new retail space by national and regional chains diminished substantially. With the economic downturn and increased shopping with home delivery, the demand for retail space and more service type uses will remain low. In the 2020 Community Survey, most of the respondents wanted to see more retail and restaurant options on Eleven Mile, Twelve Mile and Coolidge.



Berkley houses, like this bungalow, have risen in value since 2010.

Source: CWA



Splash Pad in Oxford Park.

Source: City of Berkley



Demand for local restaurants, like the one pictured above, are anticipated to increase.

Source: CWA

Decrease in Demand for Office Space

Telecommuting and working from home has been rising, dampening the demand for office space. Many employers are expected to decrease their office space after the pandemic, if their work forces continue to be effective working from home.

Berkley already has a significant amount of home-based businesses. In the 2019 Community 360 Metrics Report, business services at non-commercial sites, located mostly in neighborhoods, accounted for the largest group - 30 entities - in a single Standard Industrial Classification (SIC) code.

Increased Demand for Housing Other than Single-Family Homes

As Baby Boomers age and Millennials delay home purchases, single-family housing often no longer fits the needs of newly minted senior citizens or is not affordable for debt-carrying younger adults. Also, single-family houses, especially older homes, are not accessible for the disabled. Almost 62% of the respondents to the 2020 Community Survey felt it was important or very important to plan for housing for the disabled.

On a national and regional level, households are looking for options other than the single-family home. According to a study by the Joint Center for Housing Studies of Harvard University, 43 million families and individuals lived in rental housing in mid-2015, up nearly 9 million from 2005, the largest gain in any 10-year period on record. All age groups, income brackets and household types were part of the increase.

Planning and zoning for different housing types has supporters and detractors in Berkley. In the 2020 Community Survey, respondents in open-ended questions were concerned about the size and height of apartment buildings. In the 2021 survey specifically about different housing types - from accessory dwelling units to apartment buildings - the majority of respondents supported duplexes and townhouses in areas zoned for low-density multiple-family and 2-story apartments in corridors. In that same survey, a minority - ranging from 14% - 44% depending on the housing type - did not support additional housing types.



Demand for office space, like this building on Coolidge, is expected to decrease.
Source: CWA



Duplex in Berkley pictured above. This housing type is often more affordable than a single-family home.
Source: CWA



Townhouses, such as those shown above, could provide other housing options in Berkley.
Source: Teska

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