
City of
Memphis
Community
Master Plan

Section 1. Introduction

The City of Memphis is a community of approximately 1400 people that is experiencing the effects of regional growth to its north and south. Current influences include increased traffic circulation and rising real estate prices. Memphis supports several small industries including Baker Electrical Products, Grace Engineering and Empire Tool Company, as well as a moderate retail base. The primary goal of this Master Plan is to develop an understanding of the influences and effects of growth on Memphis and delineate methods by which Memphis can retain its existing character.

History

The City of Memphis was founded in 1835 by the Wells Family. In 1884 - 1885, the building of the first combustion engine occurred in Memphis. A state historical marker crediting Memphis with this achievement is a source of great pride. Through the 1960's and 1970's, the people of Memphis worked together to continue developing a "pleasant place to live". Currently, the focus for Memphis is to maintain a balance between the preservation of traditional small rural community values while accommodating new growth. The local government and people of Memphis recognize the opportunity for growth and are ready to make accommodations.

Purpose

As Memphis recognizes, the area has opportunity for growth. The completion of I-69, 7 miles north and construction of a large shopping center 7 miles south, exposes Memphis's qualities and possibilities for expansion. This Master Plan will identify those attributes, while setting forth a plan to ensure they are safeguarded as the area grows. This document will address planning strategies and techniques that will help Memphis to reach its growth potential while maintaining its current character.

Overview of Existing Conditions

The City of Memphis is bisected by the county line of Macomb and St. Clair Counties, 45 miles north of Detroit. State highway M-19 runs north - south through the City of Memphis.

The majority of the housing within Memphis is owner occupied with a greater portion being built prior to 1960. Currently, there are multiple family residences dotted throughout the city particularly along Main Street. Although Mobile Home/Manufactured Homes are zoned for the city, there are currently no formal facilities for such residences. However a mobile home park has been approved for the north section of the community.

A city core of commercial exists at the intersection of Bordman and Main Street. Another commercial area, neighborhood commercial, exists south on Main Street between Sabin Street and Pratt Road. The neighborhood commercial is a unique feature for Memphis.

The state highway, M-19, that runs through Memphis poses the greatest risk to commercial development. This road becomes an avenue to other commercial locations that offer more retail diversity. This can detrimentally effect the existing commercial markets within Memphis and impede further expansion.

The local industry is credited with supplying the most employment opportunities within Memphis. Baker Electrical Products is the number one employer for the city, followed by the local schools.

Brief Overview of Planning in Memphis

The fact that the Memphis Master Plan is being updated by no means reflects the attention and previous work performed by the Planning Commission and administrative staff as it relates to planning. Numerous hours, by dedicated people, have been spent inventorying, mapping and studying current conditions in order to help its consultants formulate a plan of action. The greatest understanding of the affects from regional growth pressures comes from Memphis's residents. Their knowledge of the area's history and willingness to accommodate growth results in a planning forum targeted for success.

This Master Plan has been commissioned by the City of Memphis in order to create a working document that will meet the changing needs and conditions of the city. This document, along with a community survey, will allow planning of the immediate future , as well as, addressing long range goals for the City of Memphis.

An analysis of demographics trends within the City of Memphis allows for an intelligent analysis of economic, housing, and land use. These trends will illustrate current conditions within Memphis that allow for an identification of planning opportunities and constraints. When these trends are compared with the surrounding townships, a broader understanding of Memphis and its regional influences is obtained. The ultimate goal derived from such an analysis is to provide planning techniques and methods that address local issues and regional influences simultaneously.

The table below shows historic population trends for the City of Memphis, as well as Macomb and St. Clair Counties.

Table 1
Historic Population Trends

Location	1960	1970	%	1980	%	1990	%
Memphis	996	1,121	12.5	1,171	4.4	1,221	4.2
St. Clair County	107,20	120,17	12.1	138,80	15.5	145,60	4.9
	1	5		2		7	
Macomb County	405,80	625,30	54.0	694,60	11.0	717,40	3.2
	4	9		0		0	

Population Trends

The three factors that affect population statistics are births, deaths and in-out migrations. Through economic conditions, community facilities and services and with local development policies, local governments can increase populations thus affecting migration patterns.

Although predicting population is not always exact, population projections are a useful indicator for local governments as it concerns future needs and development planning. Past growth trends and growth rates provide a basis for projecting future population within an area.

Table 2
Regional Development Forecast

Year	1990	1995	2000	2005	2010	2015	2020	1990-2020
Total Population	1,221	1,301	1,424	1,532	1,666	1,819	1,975	62%

Source: *Regional Development Forecast, Southeast Michigan Council of Governments, February 8, 1996*

As indicated in the above chart, the City of Memphis is projected to experience a population increase of 754 residents from 1990 to 2020.

Income Characteristics

The purchasing and economic strength or weakness of a community can be identified by its income characteristics. A community's tax base as it relates to the provision of community services can also be determined by analyzing income characteristics. Data used for income characteristics is presented on an income per household, as opposed to an individual basis. The median family income for the City of Memphis as per the 1990 census is \$ 31,532.

Table 3
Household Income

	Memphis	Macomb	St. Clair	% Difference Memphis - Macomb	% Difference Memphis - St. Clair
Average Household Income	\$31,532	\$43,603	\$36,312	(27.6%)	(13.2%)

Source: 1990 U.S. Census STF3A Files

Table 4
Households by Income

City of Memphis	1990
Less Than \$20,000.00	38.55%
\$20,000.00 - \$39,000.00	31.50%
\$40,000.00 - \$59,000.00	25.20%
\$60,000.00 - \$99,000.00	3.15%
\$100,000 and Over	1.57%
Per Capita Income Median	\$11,284
Household Income Median	\$31,750

Source: 1990 U.S. Census STF3A Files

Table 5
Household Demographics

City of Memphis	1990	1995	2000
Population	1,221	1,301	1,424
Households	444	473	515
Persons Per Household	2.75	2.75	2.77

Source: 1990 U.S. Census STF3A Files

Poverty Status

The national poverty level is an annual income of \$10,000.00 or less. The percentage of the population below the poverty level in the City of Memphis as of 1990 is 9.2% or 112 people. This compares with a 10.9% poverty level in St. Clair County and a 5.2% poverty level in Macomb County.

Employment Characteristics

A primary factor in determining the potential for population and its growth within a community is the ability for a community to supply an employment base. The diversity of that employment base can determine whether the community can survive during economic fluctuations.

The 1990 census data shows that 883 persons were employed in the City of Memphis. The unemployment rate in Memphis was 7.8%. The unemployment rate among women was 10.4%, while the rate among men was 5.6%. In Macomb County, the unemployment rate was 6.1%, for women the rate was 5.3%; the men had a rate of 6.8%. In St. Clair County, the unemployment rate was 8.3%, for women it was 6.9%; the men had a rate of 9.4%.

Diversification within the employment of industry is important for a local economy, it promotes economic stability within that community. The table below shows a breakdown of employment by industry type. Highlighted are the three largest contributors to the economy, manufacturing of durable goods, retail trade, and professional or related services. These three account for 58% (322 jobs) of the industrial economy within Memphis. This indicates that Memphis has a good diversification of economy, and that the area can support industrial trade and labor.

Table 6
Employment by Industry, City of Memphis

Industry		
Employed Persons 16 Years or Older	509	% Base
<i>By Industry:</i>		
Agriculture, forestry, or fisheries	4	1%
Mining	0	0%
Construction	19	4%
Manufacturing, nondurables	30	6%
Manufacturing, durables goods	157	31%
Transportation	21	4%
Communications and other public utilities	24	5%
Wholesale trade	13	3%
Retail trade	82	16%
Finance, insurance or real estate	27	5%
Business repair services	20	4%
Personal services	14	3%
Entertainment or recreational services	0	0%
Professional and related services	83	16%
Health Services	31	6%
Educational Services	35	7%
Other professional services	17	3%
Public Administration	15	3%

The data for employment can also be broken down by occupation. The following table shows employment by occupation. Approximately one third, (32%), of the employees in Memphis are employed in technical, sales and administrative occupations. Nearly one quarter, (23%), are employed as operators, fabricators and laborers. Other important sectors are service occupations at 14% and precision production at 17%. An interesting figure is that of farming, only 1% (4 employees) are within that occupation. This fact translates into the labor potential for Memphis. The fact that the population is diversified, continued growth into manufacturing, service, and technical support occupations can occur with quick transition. Whereas, if Memphis was a farming community, the transition and even acceptance into manufacturing and other occupations would be less. The current occupation and employment situation within Memphis provides for good opportunity for continued growth.

Table 7
Employment by Occupation, City of Memphis

Occupation		
Employed persons 16 years or older	509	% Base
<i>By Occupation:</i>		
Managerial and professional specialty occupations	67	13%
Executive, administrative and managerial occupations	36	7%
Professional specialty occupations	31	6%
Technical, sales, administrative support occupations	162	32%
Technicians and related occupations	25	5%
Sales occupations	77	15%
Administrative support occupations, clerical	60	12%
Service occupations	73	14%
Private household occupations	1	0%
Protective service occupations	6	1%
Other service occupations	66	13%
Farming, forestry, and fishing occupations	4	1%
Precision production craft and repair occupations	88	17%
Operators, fabricators and laborers	115	23%
Machine operators, assemblers and inspectors	73	14%
Transportation and material moving	18	4%
Handlers, equipment cleaners	24	5%

Demographic Analysis Summary

The demographic analysis indicates that the City of Memphis will experience additional growth in population and households. Further, based on the City's location the community will maintain its function as a "bedroom" community providing residential opportunities for regional workers.

Section 3. Existing Land Use Analysis

Regional Land Use Summary

The predominant regional feature with the greatest influence on the City of Memphis is transportation. Memphis is located within the “golden triangle” of transportation routes, I-94, I-75 and I-69. The configuration of these routes allow the expanding suburban Detroit area to migrate within the outlying areas. Whether the migration is within the boundaries of Memphis or beyond, growth in the area will have an impact. Another regional influence on Memphis is the growth rate of Oakland County. That growth will have an effect on Macomb County, which will result in affecting Memphis. This ripple effect is already influencing Memphis in terms of increased transportation volume. State highway M-19 (Main Street) is becoming a convenient passage through Memphis for commuters.

The outer boundaries of Memphis, and slightly beyond, is virtually undeveloped. This area has high potential for development because of the proximity to the transportation routes and the fact that Detroit is approximately 45 minutes away, a reasonable commute time for today’s automobile centric society.

Overview of Land Use In Memphis

Land use allocation within Memphis is a result of a slow growth rate from the city core. Development within Memphis has been project driven, which is evident from the non-conforming uses along Main Street.

The existing land use does not reflect the zoning for the city. Problems can develop from this inconsistency, especially if a city will be experiencing growth. An effort must be made to update the zoning to reflect the growth that has occurred, while setting a foundation for continued expansion.

Existing Zoning

The existing zoning map, with its 6 specified districts, is a reflection of the adopted zoning ordinance. The current zoning ordinances allow elementary, churches and utility or municipal buildings to be developed within residential areas. Within Multiple Family districts, hospitals and home occupation dwellings are allowed. As the development pressures increase for the city, this current zoning can result in a conflict of uses within a district. These uses are not incompatible by nature, but density shifts, variations in traffic volumes for different uses, and daily operating hours can cause these uses to become incompatible. Several uses that should be developed into districts are public institutional, general business, and recreation or park land. Strict development guidelines should be developed to safeguard current city character.

Table 8
Zoning Acreage

Code	Land Use	Acres	Land Use Percentage
R1A	Residential	545	76%
R1B	Residential	95	13%
RM	Residential (Multiple)	25	4%
CI	General Commercial	10	1%
LI	Light Industry	26	4%
MH	Mobile Home Park	14	2%
	Total	715	100%

Source: Beckett and Raeder Inc.

Existing Land Use

An inventory of existing land use was completed for the city of Memphis. All land within the city was classified into the following categories

Residential includes all land where single family homes are located

Residential/Multi-Unit includes land where mutli-family unit residences are located, including but not limited to, apartment buildings, senior housing and group homes.

Commercial includes all commercial areas that are historical downtown uses and function as part of the historic downtown. Areas also include those businesses currently listed as non-conforming within residential districts.

Industry includes all land uses devoted to manufacturing, processing, warehousing, storage and services of an industrial nature.

Institutional includes all lands and buildings devoted to government facilities, schools, churches, cemeteries, hospitals, public works facilities, and quasi-public and private institutions.

Vacant lots includes either land not in use under one of the above districts or is being used for agricultural purposes. This land has potential for development under one of the above districts.

The most predominate land use currently within the City of Memphis is the vacant lot lands. This indicates a high potential for development within the city. It therefore, becomes critical that a zoning ordinance that addresses the above uses is adopted to ensure a stable and viable growth to the city.

Table 9
Land Use Acreage

Code	Land Use	Acreage	Land Use Percentage
R1A, R1B	Residential	219	31%
RM	Multiple Residential	18	3%
C	Commercial	25	4%
I	Industry	97	14%
INS	Institutional	46	6%
VC	Vacant Lots	310	42%
	Total	715	100%

Source: Beckett and Raeder Inc.

Table 10
Comparing Land Use to Land Zoned

Code	Zoning	Acreage	Land Use	Acreage	Difference
R1A, R1B	Residential	640	Residential	219	421
RM	Res. Multiple	25	Res. Multiple	18	7
CI, C	Commercial	10	Commercial	25	-15
LI, I	Light Industry	26	Industry	97	-71
MH	Mobile Home Park	14	Mobile Home Park	0	14
INS	Institutional	0	Institutional	46	-46
VC	Vacant Lots	0	Vacant Lots	310	-310
	Total	715	Total	715	0

Source: Beckett and Raeder Inc.

Zoning and Land Use Analysis

The above charts show Institutional to be a land use within the City of Memphis that is not currently zoned. This use can be developed within other districts if it meets a conditional development guideline set forth by the zoning ordinance. To date, a conflict of space and use has not occurred. However, as the City expands such conflicts may arise. The City of Memphis should create a district that specifically addresses the needs and development procedures for an Institutional district.

A further review of the table shows commercial and industrial land use to be more abundant than what is currently zoned. This results from the same development allowances within the zoning ordinances that are affecting the Institutional land use. Mixed uses are not inherently a problem with a growth plan. However, when a community is on the verge of expanding, such allowances within a zoning ordinance can create a situation of incompatible uses. To safeguard itself, Memphis needs to evaluate the current zoning districts and project the needs of the community into long term development goals. If these goals indicate the need for creating more zoning districts, then Memphis should proactively formulate a plan for such change.

The residential land use shows an abundance of acreage for development. This is misleading because current land zoned for residential is being occupied by different uses. This does not indicate that Memphis is in a deficit of available land for expansion. As shown in the table, there is a large portion of vacant land within the city. The abundance and varied location of vacant land will further residential expansion within the corporate limits.

Traffic Analysis

Transportation routes and traffic density have the greatest impact on the City of Memphis. The 1993 Average Annual Daily Traffic (AADT) counts has 10,000 vehicles per day passing through Memphis; the current city population is approximately 1,400 people. Current traffic zones within the city can be broken down into three categories, local, downtown commercial and highway corridor; the latter having the greatest influence on traffic volume. The greatest impact on the city occurs at the commuting hours, 6:00 to 8:00 a.m. and 6:00 to 9:30 p.m. 1990 census data shows that of 494 workers 16 years or older, 250 or 50% had a travel commute of 30 minutes or more.

This statistic can only increase as in-migration to Memphis increases. Another contributing factor is the completion of I-69 north of Memphis. This allows commuters to use M-19, Memphis's Main Street as a passage through the city. Traffic counts just north of Memphis denote traffic volumes at 7,100 vehicles per day. When factored against the 10,000 AADT south of the City, 2,900 vehicles are being dispersed in close proximity to Memphis.

Although traffic volume can have a negative impact on local residences, for local businesses it can have a truly beneficial effect. The increased exposure to commercial businesses can result in increased retail sales. Each passing vehicle represents a potential consumer.

Section 4. Public Resources Analysis

Public resources can be defined as facilities and services owned and operated by the city for the benefit of its residents. This section will identify the existing conditions of these community resources.

Government Context

The City of Memphis was incorporated in 1865. It is located on the border of St. Clair County and Macomb County. The form of government selected by the City of Memphis is Mayor and Council with a Zoning Board of Appeals, Planning Commission and volunteer fire department of 25. Memphis does not maintain its own utilities; electricity is supplied by Detroit Edison, Southeastern Michigan Gas Company supplies the natural gas and the telephone is supplied by General Telephone. Three artesian wells supply the city's water. Wastewater is treated through a lagoon system consisting of two lagoons, 8 and 12 acres in size, respectively. The operating capacity for the lagoons is approximately 2,000 people, which is based on 100 people per acre. Based on regional forecast, Memphis will have a population of 1,975 by the year 2020. Coupled with conservative commercial and industrial development this system may be at capacity in the near future.

Educational Facilities and Other Community Facilities

Memphis Community Schools serves grades kindergarten through twelfth grade. The size of the Memphis School District is 59.8 square miles with a population of 1,018 students. This population includes the elementary, primary, and high school students. The projection for student population growth is 2 percent over the next five years or 20 students per year annually. District boundaries extend to Columbus, Kenockee, Kimball, Riley and Wales Townships in St. Clair County; in Macomb County boundaries extend to Richmond Township.

Table 11
Memphis Public School Enrollment

Memphis School District	1997	1998	1999	2000	2001	2002
Students	1,018	1,038	1,058	1,078	1,098	1,118

Other educational facilities in close proximity are St. Peters Lutheran, and St. Augustine Catholic, located seven miles south in Richmond. Health care related facilities are all located outside of the city. The closest facility is the Richmond Medilodge which is 7 miles south. The closest hospitals are Mercy Hospital or Port Huron Hospital which are twenty-five miles northeast. Memphis has 5 churches serving the immediate area.

Park and Recreational Facilities

The City of Memphis has several recreation facilities within close proximity. The Belle River Golf Country Club is an 18 hole golf course 3 ½ miles from Memphis. Leaning Tree Golf Club, an 18 hole course with restaurant and banquet service is 7 miles east. A regional attraction is Lake Huron which is 25 miles away.

Public facilities within Memphis are the Memphis Youth Center, Pine Meadows Park, Edward Musial Memorial Park, and Old School Park. The city also has 6 ball diamonds and several basketball courts for public use.

Natural Resources

The City of Memphis is located in a region of rolling landscape with natural open space and meadows. The most predominate natural feature within the city is Belle River that runs through the northern portion of the city.

Public Resources Analysis Summary

The location of public facilities, parks and recreation properties are adequately dispersed throughout the community. An important anchor for the community is the location of public school facilities in close proximity to the community core.

Particular attention to the capacity of the wastewater system should be periodically reviewed against development proposals. Certain types of commercial, institutional, and industrial land uses can contribute a higher “residential equivalent” reducing the capacity of the overall system.

The expansion of public resources for the City of Memphis will be dependent on increasing the city’s tax base. This increase usually comes from increased industry or commercial business. Since public lands and facilities generally do not generate a tax base, it becomes imperative that facilities that do generate increases in tax base are developed.

Section 5. Economic Analysis

An economic analysis is necessary in order to assess the economic conditions of the city. This analysis will allow for the identification of potential development types within the city and the potential for different types of economic development.

General Overview

As shown in the demographic analysis, the average household income according to the 1990 census is \$31,532. The fact the region is growing indicates a potential for economic growth.

The largest provider of employment within the City of Memphis is industry. Memphis is in good standing to develop a niche with small industries. This is based on Memphis already having a small base of industry and its proximity to major transportation routes. Memphis also has a small commercial base with the potential for minor expansion. The commercial district within the downtown area is probably at capacity, but another commercial district can be developed within the areas marked for expansion. This commercial district will, however, always be in competition with the larger shopping centers to the south of Memphis in Richmond.

This section is in two parts. The first will analyze the potential for moderate industrial development and its requirements. The second will examine the potential for commercial growth within Memphis.

Potential Industrial Development

The quantity of developed industrial land within a community and potential of potential industrial land is dependent on the current employment base, availability of utilities, local political philosophy, and regional setting. The amount of vacant land and its location is an advantage for Memphis. A development plan showing industrial zones should be considered when projecting growth. The City of Memphis currently is under zoned for industry when compared to its existing land use. Prior to any development plan, clarification on desired location and its zoning district is necessary. The following criteria should be considered when determining areas for industrial location.

Location Criteria

Availability of Adequate Sites: Trends in building construction of industrial facilities have shown one story building with adequate parking, access, loading facilities, potential space for expansion and landscape buffers.

Reasonable Tax Rates: Tax rates influence industry in terms of types of taxes, potential excess tax rates for intensive land use, and tax breaks due to production of jobs within a community.

Location of Production Material: Proximity to resources and transportation accessibility of bulk products.

Power: Potential excess power requirements are required for some types of industry.

Water: Many industries require large quantities of water in production processes.

Industrial Fuel: Industries requiring alternate power sources, such as coal or natural gas, must locate near these sources or at sites where these sources are easily accessible. Plants requiring coal will locate near rail lines.

Transportation Facilities: The importance of rail lines has been determined for most industries. Accessibility to major highways is a major factor when determining location.

Favorable Competitive Pattern: Certain industries find establishing branches in key areas that complement their existing plants to be an important factor in terms of location criteria.

Living Conditions: Industries investigate a community's resources in terms of educational facilities, recreation, shopping, housing stock, and other general qualities of life issues.

Compatible Laws: Up to date zoning and building codes which address industrial needs are examined.

Site Characteristics: Topography, soil, waste disposal, drainage are important factors for industries when investigating location sites.

Labor: Cost of labor is a factor in terms of potential of an industry.

Industry and manufacturing have historically been stable income providers for communities, not withstanding the potential downturn of an industry sector. Understanding trends in industry and types of industry currently being developed is key when providing industrial land for development.

The city's spatial location within the regional highway network and proximity to auto manufacturing and assembling facilities within a 150 mile radius avail the community the opportunity to recruit smaller product-specific industrial operations.

Potential for Commercial Development

Diversity in size and type of commercial businesses is crucial when a community is expanding. A community must be careful to balance the type of new businesses with that of the existing base. A variety of retail options is necessary in order to prevent duplication of retail markets. The worst thing an expanding community can do is have the new commercial businesses become a detriment to the viability of existing stores. Any new commercial development must relate and complement the downtown commercial district.

Three primary types of shopping centers are neighborhood centers, community centers and regional centers. These types are summarized in the table below.

Table 12
Shopping Center Standards

Center Type	Site Size	Population Base	Service Area
Neighborhood Center	3-5 acres	2,500 - 4,000 people	Neighborhood, 6 minute drive time 1 to 1.5 mile radius
Community Center	10 acres	40,000 - 150,000 people	3 mile radius
Regional Center	30 - 50 acres	150,000 people or more	10 - 15 mile radius

The commercial zoning within Memphis is also under zoned when compared to existing land use. The City of Memphis does have an opportunity to diversify its commercial zoning in order to meet current conditions. A new zoning district that accommodates neighborhood commercial should be considered. Current commercial uses along Main Street adjacent to residential areas serve the community well because they are confined to a specific area. Elongation of commercial uses on Main Street will erode the residential character of this street, detract from the commercial core and increase traffic congestion along Main Street. Commercial activities in the city will be limited to serving the immediate population and transient traffic using M-19. Efforts to consolidate commercial activity within prescribed zones is highly recommended when commercial opportunities are limited.

Economic Analysis Summary

Expansion of industrial operations can be achieved and accommodated within the community in conjunction with a regional industrial strategy.

Commercial expansion will be limited initially focusing on transient traffic increases. This will likely reflect modernization of older gas stations or the construction of new gas station / convenience stores along M-19.

The population base is sufficient to support retail services targeted at convenience shopping needs such as groceries, drugs, eating and drinking businesses. Major retail purchases will be transacted outside the community in Port Huron, Mt. Clemens or Richmond.

Section 6. Residential Conditions Analysis

This section provides an assessment of housing characteristics in the City of Memphis by type, age, value, occupancy, and other key indicators. This analysis will examine the type of residential development that has the potential for development and marketing in the future for the City of Memphis.

Currently, there exists two housing types in the City of Memphis, single family and multi-family. There is a representation of apartments within the city. Single family residential is by far the predominant type, some of which exist as rental units. The table below shows the number of units in types of structures as indicated by the 1990 census.

Table 13
Structure Types of Homes

Memphis		
Unit Type	Number of Units	Percent of Total
Single Detached Unit	325	70%
Single Attached Unit	8	2%
2-9 Unit Structure	53	12%
10 or More Unit Structure	74	16%
Mobile Home or Trailer	2	-
Total	462	100%

Source: 1990 U.S. Census STF3A Files

House Quality Analysis

A survey of detached residential structures within the community was completed in order to evaluate current conditions. This analysis will also direct recommendations for potential development types and locations. The housing quality survey utilized the following criteria;

- S Standard** Overall structure is well maintained. Exterior walls are painted, sided or brick veneer and well maintained. Windows, roof system, porch and landscaping exhibit no signs of disrepair;
- M Maintenance** Overall the structure is in good condition, however, individual building components (roof, walls, porch, etc.) are in need of basic maintenance;
- D Deteriorating** The general condition of the exterior structure is poor. Many of the individual building components are in need of repair;
- B Blighted** The condition of the building has deteriorated beyond repair, and major reconstruction would be required to bring the structure up to minimum building code requirements.

Table 14

Housing Quality Chart

Standard	Maintenance	Deteriorated	Blighted
241	47	10	3
80%	15%	3%	1%

Source: Field Survey conducted by BRI, Planning Commission and Administrative Staff

The majority of the housing had a rating of standard, with a smaller portion having a maintenance rating. There were just a few houses that are rated blighted within the city.

Land Available for Residential Development

Currently, two areas become evident for potential residential sites within the City of Memphis. The first is to the east of Main Street, south of Bordman. This vacant area will make a good addition to the downtown residential sites. Another area is to the east and west of Belle River Road. Although this area is smaller, it will work well within the existing residential neighborhoods. Since the city is laid out with a grid pattern for its street configuration, creating access to these new areas will not be difficult. Also, the existing utilities can be easily expanded into these sites. The advantage to developing these sites close to the downtown district is the reduced burden on transportation. Creating neighborhoods close to the commercial areas will allow the residents to walk to the downtown. This in turn, will reduce the traffic volume within the city. It also prevents a greater demand for an already limited amount of parking facilities.

Residential Conditions Summary

Overall, the quality of the housing is very good within Memphis. This speaks well of the residents within Memphis and makes the area more attractive to developers. Further, it reflects the proactive housing and blight code enforcement program administered by the city to correct identified deficiencies. The current conditions indicates to potential developers that the area has the income and desire to support housing. If expanded in accordance with population and the economic base, the housing should continue to rate well.

Section 7. Community Assessment

A review of existing conditions of a community is conducted in order to assess key components within that community for growth. By assessing a community by its components, goals and objectives for a future growth plan can be made that represents the interests and concerns of the entire community.

In the City of Memphis, several key components for growth have been identified. These components include: the fixed land uses, recreation areas, commercial and industrial districts, potential residential expansion areas, the Belle River corridor, primary community corridors and the commercial expansion influences.

Fixed Land Uses

It is not uncommon for a community to possess land uses that have the inability to change. These typically include parks, schools, and public facilities. Nevertheless, these existing fixed uses must be incorporated into the planning for future growth. The City of Memphis has 6 fixed land uses within its boundaries as illustrated on the Community Assessment Map. Each of these uses if not considered into the growth plan have the potential to becoming impediments to growth.

Recreation Areas

Recreation is a vital part to a community's land use plan. Recreation lands can aid in buffering growth and preserving natural areas. The City of Memphis is extremely fortunate to have the recreation opportunity that currently exists. The city has several parks, the two most predominant areas being the Belle River recreation area and the large recreation area on the south side. These two parks serve as community facilities offering diverse recreational opportunity. The Belle River recreation area has the opportunity to offer both passive and active recreation, each based on their proximity to the river. The south side facility can become an active recreation area that offers the community a full range of sporting activity.

Commercial Districts

Commercial Core, Commercial Neighborhood and Commercial Vehicular comprise the three retail districts within the City of Memphis. The Commercial Core area is a fixed core in the center, Commercial Neighborhood and Commercial Vehicular are on the downtown's periphery. The option as it concerns these commercial districts is to maintain current size or to expand the commercial base. If guidelines are set forth, either option can be successful. With the assumption that Memphis will not be able to compete with the larger shopping centers to the south and east, the Commercial Core retail stores should be based on specific community needs. The downtown area has a specific and definite character to it. This should be enhanced regardless of the level of commercial expansion in the community.



Further, vehicular oriented businesses such as drive-in banks, ATM stations, gas stations, and high volume convenience stores are inappropriate uses for the Commercial Core and are confined within the Commercial Vehicular zone.

While the Commercial Neighborhood, again specific to community needs, can address more convenient / casual commercial needs zoning guidelines to regulate the intensity, exterior lighting and hours of operation of these uses need to be enacted.

Industrial District

Industry within Memphis can play an important role in developing its economic base. Some industry is currently located within the immediate downtown business district. Industrial sites frequently can become visual impediments inducing blight into the surrounding residential areas. For the future, sites away from the business district should be located for industry. This will allow the potential for an appropriately scaled industrial park to develop and keep traffic burdens outside of an already congested downtown. Another factor that can effect the City of Memphis is regional industrial development. For this matter, the city should work with its surrounding townships to help guide industrial growth so it can become a beneficial expansion to the region.

Potential Residential Expansion

Supporting residential development is another key component in a city's ability to grow. The fact that Memphis has an abundance of vacant land benefits residential expansion. The current condition of the housing within Memphis is very good. Many of the houses are in close proximity to the downtown and recreation areas. The addition of residential housing in this area can occur in two locations. The first is on the east side of between Main Street and the Belle Creek corridor. The other is on the west side south of Pratt and along Belle River Road. Each area offers close proximity to the recreation opportunities.

Belle River Corridor

This corridor is an extreme benefit to the City of Memphis. It can become the foundation for recreation activity within the city and be useful as a natural buffer to regional growth. The corridor should be an intricate part of any development planning within the city, while public access along the river in numerous locations should be incorporated.

Primary Commercial Connectors

The traffic within the City of Memphis poses the greatest challenge to expansion. Current conditions are becoming a source of frustration for residents. Main Street has become a commuter corridor that is negatively impacting the community.

The city corridors are fixed. Any expansion to widen the road to accommodate increased traffic will become a detriment to the function and character to the city. However, the problem cannot be ignored. Design guidelines that address the issues of off street parking and traffic flow to lessen the burden should be reviewed. The configurations of major intersections can be altered to enhance traffic flow, while land uses along the main corridors can be planned to minimize the effect on traffic. Current conditions of the roads are good.

Commercial Expansion Influences

Commercial influences are placing pressures to expand retail related uses north and south along Main Street. Further, the conversion of older, historic homes to professional offices and retail related uses is evident.

The continuation of this trend to elongate the commercial district along Main Street is counter to the character associated with smaller rural communities. If left unchecked, this pattern of development will compromise the vitality of the downtown; increase turning movements and congestion on M-19; negatively impact existing residential occupied properties; and erode a segment of the community tax base.

Section 8. Community Survey and Input

Community Survey

In 1995 the City of Memphis Planning Commission conducted a Community Survey as a prelude to the update of the Community Master Plan. The survey was broken into five components dealing with Commercial Development, Light Industrial, Housing, Historic Preservation, Community Facilities and Comments.

Ninety-five (95) or 21% of the households responded to the Community Survey.

Commercial Development

- Stores in town to improve shopping convenience including specialty stores, fast food, restaurants, larger shopping center.
- Residents would like to have the convenience and retail dollars stay in the city.
- 80 households responded that commercial development should stay at the same level and / or increase slightly.
- 40 households want commercial development to be confined to current zones and 53 households noted expansion along Main Street as an option.
- A desire not to encourage strip commercial development often associated with Richmond.
- A need to improve the physical appearance and quality of downtown retail establishments and structures.
- Residents concerned about more gas stations and transient businesses.

Industrial Development

- Light Industrial/office
- Anything that promotes jobs within the community
- Location includes north end of town and not directly in town.

Housing

- No subdivisions
- Developments that reflect the character of Memphis
- Major concern about capacity and resources of the school system.
- Location, where vacant land permits development
- Overwhelming opposition to mobile home parks
- Strong feeling about not allowing anymore Multiple Family Housing

Historic District

- 88 households responded they would like to see historic or architecturally significant structures preserved.
-
- Residents stated (79 out of 91 responding to the question) that would like to see City government encourage and support historic preservation.

Parks

- People acknowledge the value in additional park land
- Residents would like to improve and maintain current parks

Section 9. Community Master Plan

This section of the Master Plan will provide recommendations for a future land use plan. These recommendations are to be used as a guide to help promote growth and land use decisions. The objective of this section is to provide a document that can aid in the evaluation and planning of the future land use needs given the discussed growth pressures.

Single Family Residential

A review of the housing needs within the City of Memphis is the first step in developing residential areas. A full range of housing types should be the goal for development. The new developments should follow the existing street configuration and form in order to maintain the city's cohesiveness. Of the areas discussed for possible development, the west side should be targeted first. The area can be infilled with housing initially, reducing the development cost to the city by taking advantage of the existing infrastructure. Housing in this area should be zoned to meet current architectural style in order to maintain the city's current character.

As population dictates, another development location is on the east side of the city between Bordman and Pratt. This is a large development site with a great potential for neighborhoods. Again, the grid pattern configuration of the city should be extended to this area. A site of this size can easily become different in visual character. It is crucial that the city views this area as an extension of the existing neighborhoods and issues zoning regulations to meet that goal. The remaining areas of the city, north of Bordman and south of Pratt should be developed as needed or as market dictates.

Although the city will find it necessary to expand, it should not overlook the existing housing to meet population needs. The revitalization of vacant homes can aid in the city maintaining an evenly dispersed population. Other recommendations include:

- Promote the development of housing units in the upper floors of downtown businesses.
- Encourage the redevelopment or removal of conflicting land uses in residential areas
- Create municipal design guidelines which address buffers between residential developments, both existing and proposed, and other land uses.
- Rewrite and readminister zoning regulations and subdivision control ordinances to better address residential housing in the city.
- Create design standards that are in line with the existing architecture and character of Memphis in order to maintain the visual cohesiveness of the city.

Multiple Residential

Multiple family housing units are a valuable asset to any city. It allows the City to offer a range of housing types to meet different income levels. The City of Memphis should continue to promote and develop multiple housing units. However, the city needs to review its current zoning as it relates to these housing types. Currently there are multiple housing units along Main St., with a desire to zone for more units. This philosophy may conflict with the desire to reduce traffic congestion along Main St.; the traffic flow will be consistently interrupted with an increased population along Main St.

- Write and enforce zoning to maintain the visual aesthetics and quality to existing neighborhoods.

Manufactured Housing

This area is designated for the northern portion of the city to the west of Main Street.

Commercial

The development of commercial businesses within any city is dependent on consumer need and the population's income level. The scale of business is crucial to the city. Memphis has a population that warrants traditional downtown businesses and retail stores. The larger shopping center and "mega stores" would be a detriment to Memphis's retail base. The city should focus on building its retail base with stores appropriate for its size and median income level. This will help to stabilize the economic base and allow it to gradually increase.

The current make up and distribution of commercial business within Memphis allows for the creation of three distinct zones. The first would be Commercial Core. This zone would be comprised of retail stores and professional businesses located on Main Street between Maple and Potter comprising the downtown area of the community.

The second type of commercial area would be classified as Commercial Neighborhood. These smaller scale stores would be pedestrian oriented and serve the immediate residential neighborhoods. The existing stores between Bordman and Pratt would be designated as Commercial Neighborhood. The third business district is classified as Commercial Vehicular accommodating vehicular oriented businesses such as banks, ATM sites, gas stations and 24 hour convenience stores. This area is located immediately north of the downtown where disturbance to adjacent residential land uses has been minimized. Other recommendations include

- Seek out potential land that would accommodate commercial businesses.
- Improve the downtown business district through economic development and physical rehabilitation.
- Examine and promote potential re-use of vacant commercial property.

Industrial

Stable economic growth can often be obtained within the industrial and manufacturing sectors. The City of Memphis should investigate methods to attract smaller scale, light industrial or manufacturing businesses. The scale of the business is crucial. The city cannot support a large scale, high tech industry. Where as light industrial and manufacturing can be developed and expanded upon within the city.

The industry and manufacturing businesses within Memphis should be zoned outside of the downtown district. Locating industry and manufacturing outside the downtown area will minimize traffic impact and allow a site to be developed to minimize the scale of the building.

For the purposes of this plan, the industrial zones were located north of Bordman on the west and east side. Each of these areas will allow for industrial businesses and are large enough to have design guidelines help to minimize visual impact. Other recommendations include:

- develop an inventory of possible land for industrial sites
- create design guidelines to help prevent industrial areas becoming a visual interruption to the surrounding environment.
- update zoning to include information on setbacks, landscaping, and perimeter buffering.

Institutional

This zone will comprise publicly owned facilities such as municipal offices, library, police and fire department. Additions to the zoning designation include expanding the area to the north of the town offices. This area can become a public parking facility and will be the first step in realigning the parking lay out on Main Street. Another addition includes the parcel of land on the southeast corner of Main Street and Potter Street. This historic building should become a publicly owned facility. It is ideal for either municipal offices, library or community center or, at a minimum, a professional office.

Parks and Recreation

Recreation land is a category that can be incorporated in the institutional zone. However, for the purposes of this section, it will be listed separately. It is necessary to have recreation land as an intricate component of land use planning.

The presence of Belle River within Memphis allows for a diverse recreation system. Both passive and active recreation can be pursued along the river. The land use plan shows an increase of park land within the city. Many of these parcels are designated as flood prone areas and would not be advisable sites for development. Placing recreation land on these areas allows the city to increase open space, without removing suitable land for development from its tax roll.

The flood prone areas can be utilized as passive linear parks or in suitable areas ball fields. The placement of these parks allows recreation opportunity to be within walking distance for most of the residents. Additional recreation land includes: the north and south side of Belle River on the west side, eastern side of Belle River on the eastern city limit and south of Pratt extending to a flood prone area. Smaller neighborhood parks were also zoned within residential areas. Other recommendations include:

- Rewrite and readminister zoning regulations to include provisions for open space or park land allocated within all new subdivisions.
- Zone all sensitive or flood prone areas within the city as open space or recreation land.

Section 10. Implementation

This section of the plan will address the design strategies and principles of community development. The strategies will be based on Memphis's population and ability for implementation.

Implementation of this Community Master Plan is a continuous process involving the entire community, both public and private sectors alike. The completion of this Plan does not mean the completion of planning in the City of Memphis. This plan should be referred to as a guidebook for development decisions within the City. Realization of the goals, objectives, and recommendations presented in this plan can only be achieved over an extended period of time and by the participation of all interested parties in the City and surrounding region.

General Implementation Strategies

Implementation of the Plan can be achieved by the following general measures:

- 1. By assuring that the community as a whole understands, supports, and approves of the Plan.**
- 2. Development is regulated through up to date zoning controls, subdivision controls, building and housing codes, and proper code enforcement.**
- 3. A program of capital improvements is developed along with adequate public services by using available public financing techniques in order to encourage desired land development or redevelopment.**
- 4. Insuring that all city plans (Master Plan, Capital Improvements Plan, Downtown Plan, etc.) work together in order that development occurs in a consistent manner.**

Zoning Regulations

Zoning is the single most important legal device for regulating land development and for implementing this Master Plan. The zoning ordinance for the City of Memphis, Chapter 51, Code of the City of Memphis, adopted November 13, 1968, will need to be revised to reflect the changes recommended in the Master Plan. Specifically, the commercial designations will have to be revised to accommodate the three commercial districts recommended in the plan. Currently, the zoning ordinance has one district (C-1) which allows a mixture of commercial uses of varying intensities. Any new zoning ordinance or update for the City of Memphis should include provisions consistent with this Master Plan.

Capital Improvements Program

Capital Improvements refer to larger scale projects of a fixed nature, the implementation of which results in new or expanded public facilities or services.

Few communities, including Memphis, are fortunate enough to have available at any given time sufficient revenues to satisfy all demands for existing capital improvements needs. It is therefore necessary to determine the priority of projects and a program schedule for the completion of those projects. This Capital Improvements Program should be accomplished in conjunction with this long range plan.

A Capital Improvements Program should determine priority of projects on the basis of community need, be developed within the city's financial ability to take on the project and be developed within the City's financial plan. Also the program must be flexible enough to be maintained through annual review processes and annual budgeting processes.

Governmental Programs/Funding Assistance

Many sources of governmental assistance are available to municipalities. It is important that the City of Memphis remain informed about these programs and have the information necessary as to whether or not it is worthwhile to participate in these programs.

Examples of such programs include the Community Development Block Grant Program, Public Works and Facilities Assistance, Section 202 Housing Programs, as well as several State-run Acts such as the Economic Development Corporation Act, Shopping Area Redevelopment Act, as well as Special Assessments and different types of bonding techniques can also be used to generate capital and to facilitate programming. These resources should be reviewed and their ability to assist in the implementation of this Master Plan should be assessed.

Funding Source	Program Name	Program Description	Notes
Federal & State (Michigan Jobs Commission)	Community Development Block Grant Program (CDBG)	Program replaces categorical grants. Eligible projects include property acquisition, installation or repair of public facilities, building rehab and preservation, and planning activities. Primary focus is economic development.	Projects must meet national objective of benefiting low/mod income persons, aid in prevention of slums or blight, and meet development needs having a particular urgency.
Federal	Economic Development Administration; Public Works and Development Facilities Assistance	Funding for public works and development facilities that contribute to job retention or creation.	Committed private investment required. EDA participation will range from 50-80% of project cost.
Federal	Section 202 Housing Program	Loan Programs to provide funding for senior citizen and handicapped housing. Either for reconstruction or new built.	Only nonprofits can be sponsors.
Federal	Intermodal Surface Transportation Efficiency Act (ISTEA)	Federal Programs for Enhancements to transportation systems.	Possibility for funding for trunkline enhancement along M-19
Federal	Farmers Home Administration Grants/Loans (FmHA)	Loans and Grants for infrastructure programs in rural communities.	Grants infrequent and rare. Loans work like bonds. Repayment on loans up to 40 years.
State	Michigan Department of Transportation - Economic Development Fund	Category A - Road Projects related to target industries, Category C - Urban Congestion Relief, Category D - Secondary All Season Roads, and Category F - Cities in Rural Counties	Grant program available to assist in the construction of new roads and repair of existing roads in eligible areas.
State	Industrial Development Corporation Act (Act 327, 1931)	IDC's may be established in order to purchase sites and construct buildings in order to stimulate local industrial activity.	Multi-jurisdictional organizations focusing on regional industrial recruitment and retention are advantageous for smaller communities.

Funding Source	Program Name	Program Description	Notes
State	Rehabilitation of Blighted Areas Act (Act 344, 1945)	Localities are permitted to develop plans and sell bonds for funding of rehabilitation projects to eliminate blighted areas.	Recently amended to include "potentially blighted" areas.
State	Shopping Area Redevelopment Act (Act 120, 1961)	Permits renewal of principal shopping areas of a community with revenue bonds and special assessments	Activities restricted to improving streets, walkways, parking lots, and urban malls.
State	Economic Development Corporation Act (Act 338, 1974)	Nonprofit EDC is created by community and may acquire land, construct buildings, and acquire equipment which it sells or leases to private industry.	Financing obtained through the sale of bonds or from loans or grants from the local community.
State	The Michigan Economic Development Authority Act (Act 70, 1982)	MEDA can make loans, financed by bonds, directly to municipalities or a DDA or EDC which can be used for street improvements, rec facilities, and related costs.	Community must provide 50% of project costs, remainder loaned through MEDA.
State	The Local Development Financing Act (Act 281, 1986)	Can finance public facility improvements using tax increment financing, from revenues captured from increased value of any eligible property. Properties can include mfg.-type facilities.	Industrial park development can use captured revenue from the park for public facilities or for other property within the park.
Local	The Downtown Development Act (Act 197 of 1975)	DDA's prepare a development plan for the downtown area - Commercial Core in the Memphis Master Plan - and utilize tax increment financing to fund the projects and programs specified in plan.	Funds generated from tax increment revenues must be spend within the district.
Local	Special Assessments	Fees levied by a community within a district for the financing of a local improvement that is primarily of benefit to landowners who pay the assessment.	City Council must establish district and find that there is a public benefit to pursue project. Property owners are assessed a pro ration of cost.

Funding Source	Program Name	Program Description	Notes
Local	General Obligation Bonds	Negotiable bonds issued by the community and payable from the levy of ad valorem taxes on all taxable property within the community. Backed by full faith and credit of issuing jurisdiction.	Typically used to fund infrastructure improvements such as street lighting, parking facilities, recreation, and land acquisition.
Local	Revenue Bonds	Negotiable bonds issued by a community and payable only from the net revenues of the project being financed.	In small towns, most often used to finance utility improvements.

Short Term Actions Needed To Implement Master Plan

To begin the timely implementation of the Memphis Community Master Plan the following actions should be executed.

1. Public Hearing on Adoption of the Plan

- Pursuant to Section 8 of the Municipal Planning Act, Act 285 of 1931, the Memphis Planning Commission shall conduct a public hearing.
- Notice of the date and time shall be published in a newspaper of general circulation not less than 15 days prior to the hearing.
- Notice by registered mail to all utility and railroad companies with facilities in the community.
- Adoption of the Plan by Resolution with affirmative vote of not less than six (6) members of the Planning Commission.
- Certified copy of the Resolution signed by the Planning Commission Chairperson and Secretary to the City Commission and County Register of Deeds.

2. Reorganize and revise the City Zoning Ordinance

- Restructuring the ordinance content.
- Incorporation of site development standards (screening, landscaping, lighting, buffers, etc.)
- Addition of "Commercial" zoning districts.
- Amendments to zoning classifications consistent with Master Plan recommendations.

3. Prepare and Adopt a Six Year Capital Improvements Program

- Prepare, in conjunction with the City Council, a six year capital improvements program which identifies needed water, sewer, road, and recreation improvements.
- Evaluate space needs for City Hall, Fire and Police functions.

4. Investigate Creation of a Planned Business Park

- Develop in conjunction with surrounding Townships a planned business park 40 to 50 acres in size. The location should be adjacent to the City located on M-19 and served by municipal utilities.

Resolution of Adoption

WHEREAS, at the request of the City Council, the Planning Commission of the City of Memphis has prepared a Community Master Plan to guide the physical development of the City;

WHEREAS, the Community Master Plan includes maps, tables and descriptive text dated June, 1998;

WHEREAS, in preparation of the Community Master Plan, the Planning Commission has carefully completed comprehensive surveys and studies of existing conditions and future needs,

WHEREAS, the Planning Commission has prepared the Community Master Plan in conformance with the requirements outlined in Public Act 285 of 1931: the Municipal Planning Act;

WHEREAS, the Planning Commission on May 20, 1998 held a Public Hearing to solicit public comment on the Community Master Plan; and

NOW THEREFORE BE IT RESOLVED:

THAT, the City of Memphis Planning Commission, St. Clair County and Macomb County, Michigan hereby adopts the Community Master Plan, dated February 1998, in its entirety; and

THAT, one attested copy of the resolution adopting the Community Master Plan shall be certified to the St. Clair County Register of Deeds, Macomb County Register of Deeds, and City of Memphis City Commission.

CITY OF MEMPHIS
PLANNING COMMISSION

Resolution Adopted: Ayes___ Nays ___ Dated: _____, 1998

_____, Chairperson