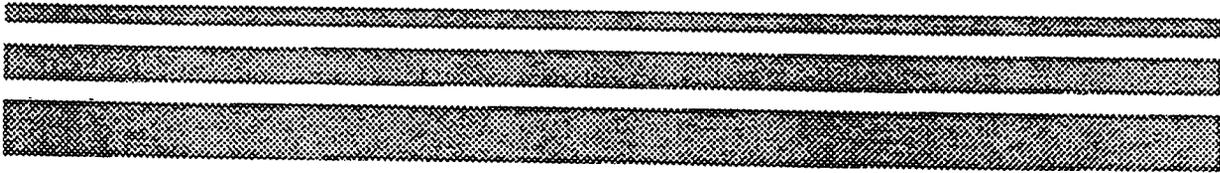


*City of Granite City*

---



# COMPREHENSIVE DEVELOPMENT PLAN

Prepared by



**Campbell Design Group**  
Architects Engineers Planners

One Campbell Plaza 59th & Arsenal St. Louis, MO 63139

10-8597

April, 1990

***Comprehensive Development Plan***

***City of Granite City, Illinois***

***Prepared for the***

***City of Granite City***

***by***

***Campbell Design Group***

***St. Louis, Missouri***

***April, 1990***

## PARTICIPATING GRANITE CITY OFFICIALS

### Mayor

Von Dee Cruse

### City Clerk

Robert W. Stevens

### Board of Aldermen

Harvey F. Scarsdale  
James S. Miller, Jr.  
Paul L. Fisk  
Daniel W. Brown  
Virginia O'Bear  
Walter C. Milton  
Emerald E. Dawes

Caşmer Skubish  
Virgil N. Kambarian  
Andrew P. Timko  
Daniel J. Partney  
Lloyd H. Bailey  
Judith J. Whitaker  
John J. Worthen

### Plan Commission

Phillip A. Theis, Chairman  
Thomas R. Hewlett  
Joseph A. Ribbing  
Charles D. Palus  
Roger D. Miller  
Donald R. Tanase

Charles T. Meyer  
Sandra K. Shaw  
Frederick L. Eaglin  
Dennis E. Ross  
Mary Jo Akeman, Secretary

John J. Worthen – Chairman, Aldermanic Planning & Zoning Committee  
Alan J. Orbals – Economic Development Director  
John J. Jakich – Building Inspector and Zoning Administrator  
Brett L. Hanke – Public Works Director

---

## TABLE OF CONTENTS

---

	<u>Page</u>
INTRODUCTION .....	1
GENERAL DEVELOPMENT PLAN	
Background .....	3
Future Expansion Boundaries .....	4
Future Urban Area .....	7
FUTURE LAND USE PLAN	
Sub-Area 1	
General Description .....	12
Plan for Sub-Area 1 .....	14
Sub-Area 2	
General Description .....	15
Plan for Sub-Area 2 .....	17
Sub-Area 3	
General Description .....	18
Plan for Sub-Area 3 .....	20
Sub-Area 4	
General Description .....	22
Plan for Sub-Area 4 .....	24
Sub-Area 5	
General Description .....	25
Plan for Sub-Area 5 .....	25
Sub-Area 6	
General Description .....	27
Plan for Sub-Area 6 .....	27
Sub-Area 7	
General Description .....	28
Plan for Sub-Area 7 .....	28
Sub-Area 8	
General Description .....	30
Plan for Sub-Area 8 .....	30
Sub-Area 9	
General Description .....	32
Plan for Sub-Area 9 .....	33

**TABLE OF CONTENTS**  
**(Continued)**

	<u>Page</u>
FUTURE IMPROVEMENTS .....	36
Traffic and Circulation	
Frontage Road and Internal Street Network .....	36
Old Alton Road .....	38
Morrison Road .....	38
Wabash Avenue .....	38
Pontoon Road .....	39
Nameoki Road .....	39
St. Clair Avenue .....	40
Mockingbird Lane .....	40
23rd Street .....	40
Edwardsville Road Overpass .....	41
Other Road and Highway Improvements .....	41
Circulation .....	41
Drainage .....	43
Water and Sewer .....	45
Water Supply .....	45
Storm Sewer Collection .....	45
Wastewater Treatment .....	46
Sanitary Sewer Collection System .....	46
IMPLEMENTATION .....	50
THE YEAR 2010 AND BEYOND .....	55
APPENDICES	
A. Goals and Objectives .....	A-1
B. Synopsis, Technical Memorandum No. 1 .....	B-1
C. Synopsis, Technical Memorandum No. 2 .....	C-1
D. Curb and Gutter Inventory .....	D-1
E. Capital Improvement Programming .....	E-1
F. Tool Kit .....	F-1
G. General Planning Principles .....	G-1

---

## LIST OF PLATES

---

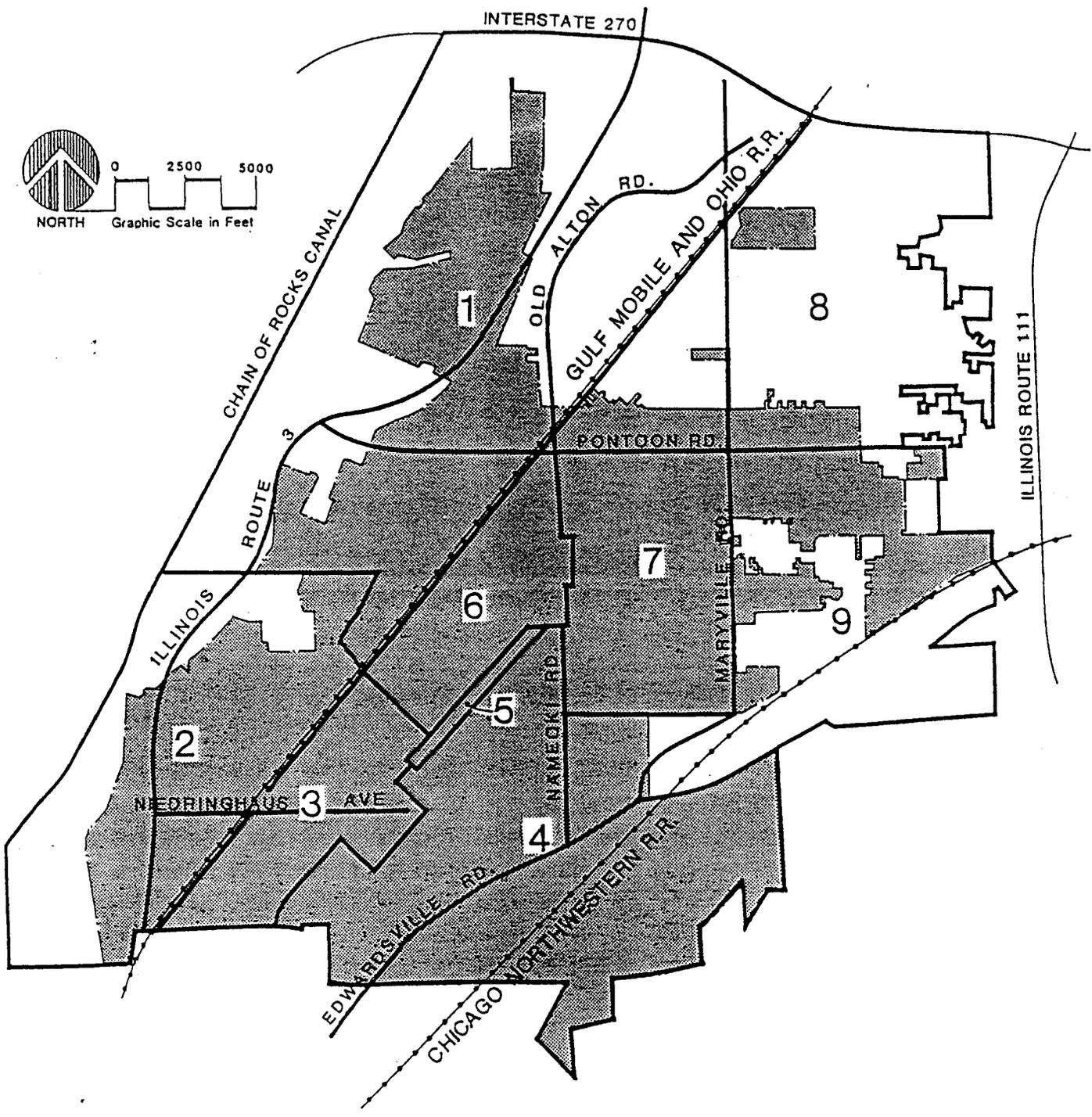
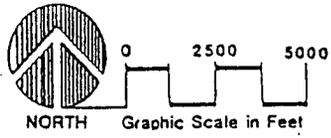
	<u>Page</u>
1 Planning Study Area, Granite City, Illinois . . . . .	2
2 Madison County Sanitary Sewer Special Service Area No. 1 Boundary . .	6
3 Development Priority Areas . . . . .	8
4 Future Land Use, Sub-Area 1 . . . . .	13
5 Future Land Use, Sub-Area 2 . . . . .	16
6 Future Land Use, Sub-Area 3 . . . . .	19
7 Future Land Use, Sub-Area 4 . . . . .	23
8 Future Land Use, Sub-Area 5 and 6 . . . . .	26
9 Future Land Use, Sub-Area 7 . . . . .	29
10 Future Land Use, Sub-Area 8 . . . . .	31
11 Future Land Use, Sub-Area 9 . . . . .	35
12 Proposed Road and Highway Improvements . . . . .	37
13 Proposed Drainage Improvements and 100 Year Flood Boundary . . . . .	44
14 Existing Water Mains . . . . .	48
15 Existing Sewer Mains . . . . .	49

## INTRODUCTION

The City of Granite City last updated their Comprehensive Plan in 1968. The twenty year horizon of that plan envisioned a pattern of growth and prosperity that did not occur. The guidance and recommendations of the plan were either not implemented or ignored due to the lack of validity between the forecasted and experienced activity of the City. In August 1988, the City began the process of preparing a new Comprehensive Development Plan. The starting point is the current demographic, economic, and political condition of the City. Existing demographics, land use, and economic conditions were provided in interim technical memoranda to the Plan Commission. Public input was attained through a Goals and Objectives workshop employing a nominal group process with an audience of City staff, elected officials, and other invited participants. Synopses of these activities are contained in appendices. However, the direction established through the presentation, review, and discussion of these items is incorporated in the body of the plan. The study area established for this document is shown on Plate 1.

The Comprehensive Development Plan, a title selected by the City, is designed to live up to its name. It is comprehensive in that it discusses the entire existing corporate area of the City. It is development oriented because the City recognizes the dynamic nature of the municipality and the region. It is a plan not a prescription nor a solution. Taken together the document is a statement of City policy as to how and where the City should grow to utilize its full potential of providing an appropriate environment for present and future residents to enjoy an enhanced quality of life. A place to work, a place to play, a place to shop, a place to socialize, a place to do all those things that create and maintain those fond memories that comprise a "hometown."

INTERSTATE 270



# Granite City, Illinois

## STUDY AREA DISTRICT BOUNDARIES

Prepared by

**Juneau Associates, Inc.**  
 CIVIL ENGINEERS ARCHITECTS PLANNERS  
 1400 Olive Street, Granite City, Illinois 62040  
 618-937-1400

**Campbell Design Group**  
 Architects Engineers Planners  
 One Campbell Plaza 59th & Arsenal St. Louis, MO 63139

## BACKGROUND

A discussion of the history and existing population characteristics of Granite City was presented in the form of a technical memorandum. It provides a general picture of the community with some comparisons to other municipalities in the region. However, with the soon to be published 1990 Census data, no extensive statistical extensions were provided. The memorandum is retained in this plan as an appendix. Briefly, the primary conclusion that can be drawn from the analysis of existing conditions is that the decrease in economic base, population, and general condition of Granite City was a shared experience of the region. It was more severe in certain areas due to the extensive reliance of Granite City on the steel industry. The corollary to the regional economic inter-relatedness is that the general turn around in the region can be expected to have a positive impact in the City. The low point of the business cycle has occurred and a cautiously optimistic outlook can be concluded.

A more intense look at the existing commercial environment of Granite City was provided in the second technical memorandum. It is also retained as an appendix to the plan and further reinforces the cautious optimism. Capital spending by primary employers can provide the impetus for retention, increase, or creation of employment opportunities. Success breeds success. Growth creates growth. The inertia of economic decline is slowly but surely being overcome. The extent of the recovery cannot be predicted. Therefore, neither a proscriptive set of actions to be accomplished nor the timing of the actions are part of this plan. Rather the plan describes in general terms the development opportunities the City can expect to realize at some future date. Within the context of those opportunities certain basic strategies are identified to build upon the recognized interrelated nature of development and the expressed desires of the City and its residents. Those desires were formulated from the responses provided during a Goals and Objectives Workshop held at the Township Hall. The workshop was attended by approximately fifty residents, elected officials, City employees, and representatives of congruous taxing districts. The responses were reorganized under the general guidelines provided by the City in their initial proposal for preparation of the Comprehensive Development Plan and are provided as an appendix to the plan.

The Comprehensive Development Plan, using the above activities as a base, is a coordinated application of good planning principles to the regional trends, economic conditions, physical and political environment, and goals of Granite City.

Granite City is a combination of characteristics that are normally associated either with older, built-out urban environments or with fringe suburban areas undergoing growth pressure from larger adjacent urban environments. At the time of the publication of the previous City Comprehensive Plan, Granite City was presented as a growing industrial suburban center. The concentrated heavy industrial base of the City economy was stable enough that primary concerns dealt with environmental quality issues that were prominent throughout the nation. Subsequent negative economic impacts brought on the multiple hardships of declining economic base, population, and self image. At this point in time, the City has come full circle and growth opportunities are again a realistic outlook. Realistic is the key to the development envisioned in this plan. It is primarily a Land Use Plan to guide the City through development/redevelopment opportunities that are expected to present themselves to the City in the future. It should be understood that the City cannot guarantee development. The function of the City is to provide the opportunity for development, control development within the framework of the goals of the City, and take those actions necessary to complete proposed, desirable development. Actions taken by the City will involve difficult decisions pertaining to competing priorities for the allocation of public resources. Those decisions must freely exhibit equal concern for all elements of the City. The Comprehensive Development Plan and its associated adoption process supply the basis to provide clarity to the direction of the City. During subsequent reviews, identified alterations of goals can be openly presented and discussed and incorporated as appropriate thus making the plan a living policy document instead of a dated compilation of statistics and recommendations.

### Future Expansion Boundaries

Granite City today is a product of transportation systems and industries served by those systems. A cursory review of the history of the City does not clearly answer the question of which came first, transportation or industry. What is obvious is that the City is bounded by railroads, rivers, and roads. The old industrial base of the City rings the southern portion of the City while a developing industrial area is growing along the western portion of the City. Interstate highways have been built north and east of the City. Therefore, the future limits of the municipal boundaries can be identified with some degree of confidence.

1. The municipalities of Madison, Venice, and Pontoon Beach, and the Horseshoe Lake State Recreational Area essentially precludes any expansion by Granite City to the south.
2. The Chain of Rocks Canal poses an obstacle to the westward expansion of Granite City.

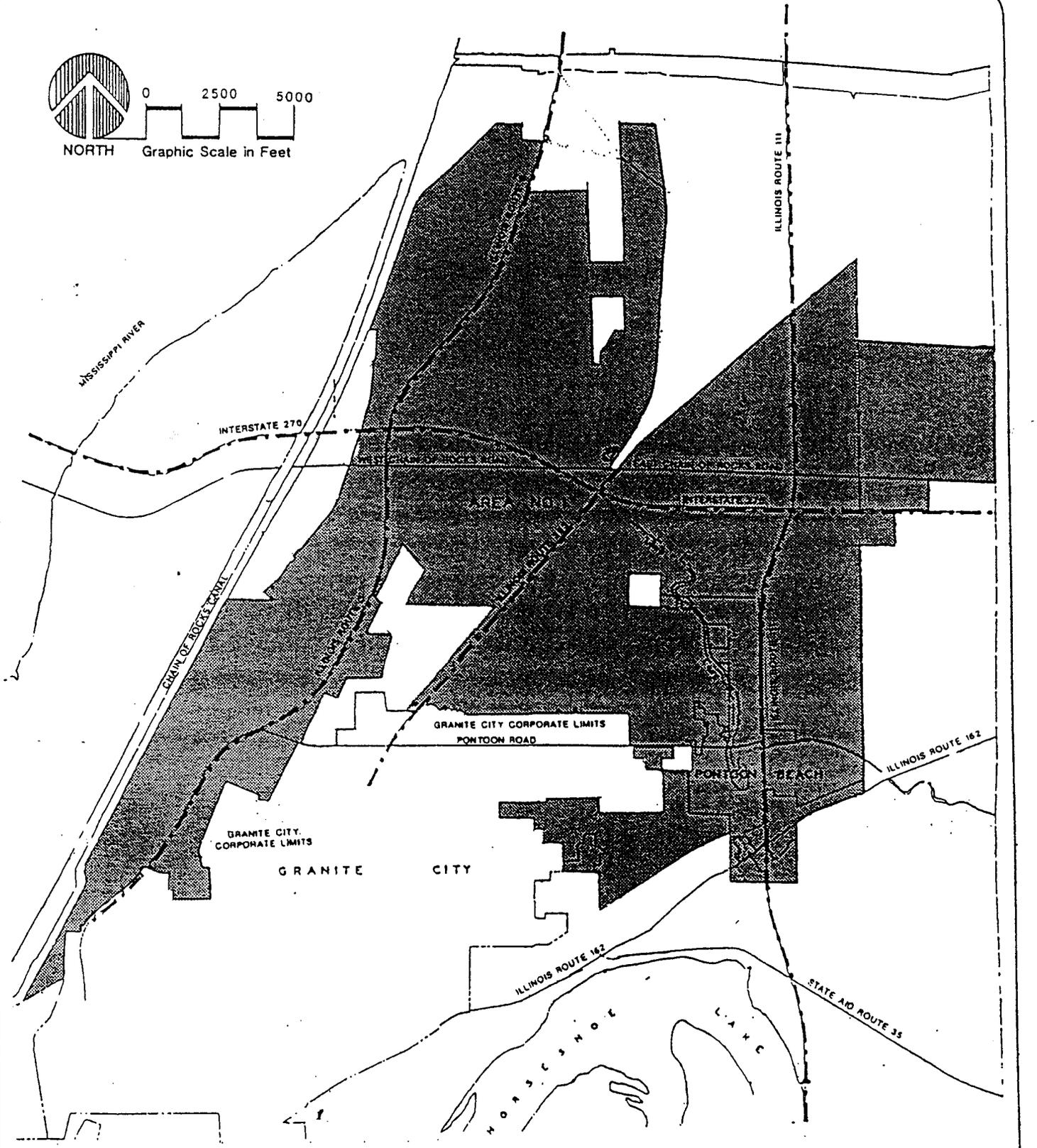
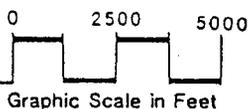
3. The most recent expansion of the City has been to the northwest along the Illinois Route 3 growth corridor. The most likely and largest area for future expansion of Granite City is to the north and northwest. Interstate 270 poses a man-made obstacle but, as a barrier, is not seen as a constraint for future land use needs during this planning period. The rate of growth is dependent on the provision of infrastructure facilities including internal street networks, and coverage by water and sewer service.
4. The urban area can grow to the northeast, however, it is questionable whether the existing development would be annexed to the City in the future. The existing residential development outside of the City limits approximated by Ferguson, Woodlawn, and Lynch Avenues between Illinois Route 203 and Sara Street, is currently under the authority of the Madison County Sanitary Sewer Special Service Area No. 1 - (See Plate 2). Annexation by Granite City in this area would represent a boost in its tax base. However, because of the existing authority Madison County has to provide sewer services, there is little justification from a cost/revenue standpoint for the City to annex the existing development. The surrounding townships also experience a loss in their property tax base from municipal annexation creating a difficult political situation. Illinois courts have established a 10-year revenue postponement in the event that tax base losses will occur from annexation. This delay would be costly to the City if it is providing services but not receiving tax revenue unless there is a supplementary source of revenue established during this 10-year period.

Two actions outside of direct City control are being studied by the U.S. Army Corps of Engineers. One project envisions the construction of a system of dewatering wells to maintain a lower water table in the area. A second project calls for a surface drainage system that would parallel the Alton and Southern Railroad and eventually empty into Horseshoe Lake. The size and location of this proposed channel is shown on Plate 14. Information on the dewatering project is not available in sufficient detail. However, both actions require active monitoring by the City to insure timely input to Corps decisions and actions.

5. Development to the east has gradually extended Granite City's corporate limits to abut that of the neighboring Village of Pontoon Beach in some locations. In between lie several hundred acres of undeveloped land in unincorporated Madison County. Plate 14 depicts the areas within the 100-year flood plain boundary. Of the undeveloped land available, some of it is prone to flooding problems. Since Granite City participates in the Federal Emergency Management Agency (FEMA) flood insurance program, it can avail themselves of federal insurance funds in exchange for regulating development in the designated flood hazard areas.



NORTH



# MADISON COUNTY SANITARY SEWER SPECIAL SERVICE AREA NO. 1 BOUNDARY

Prepared by



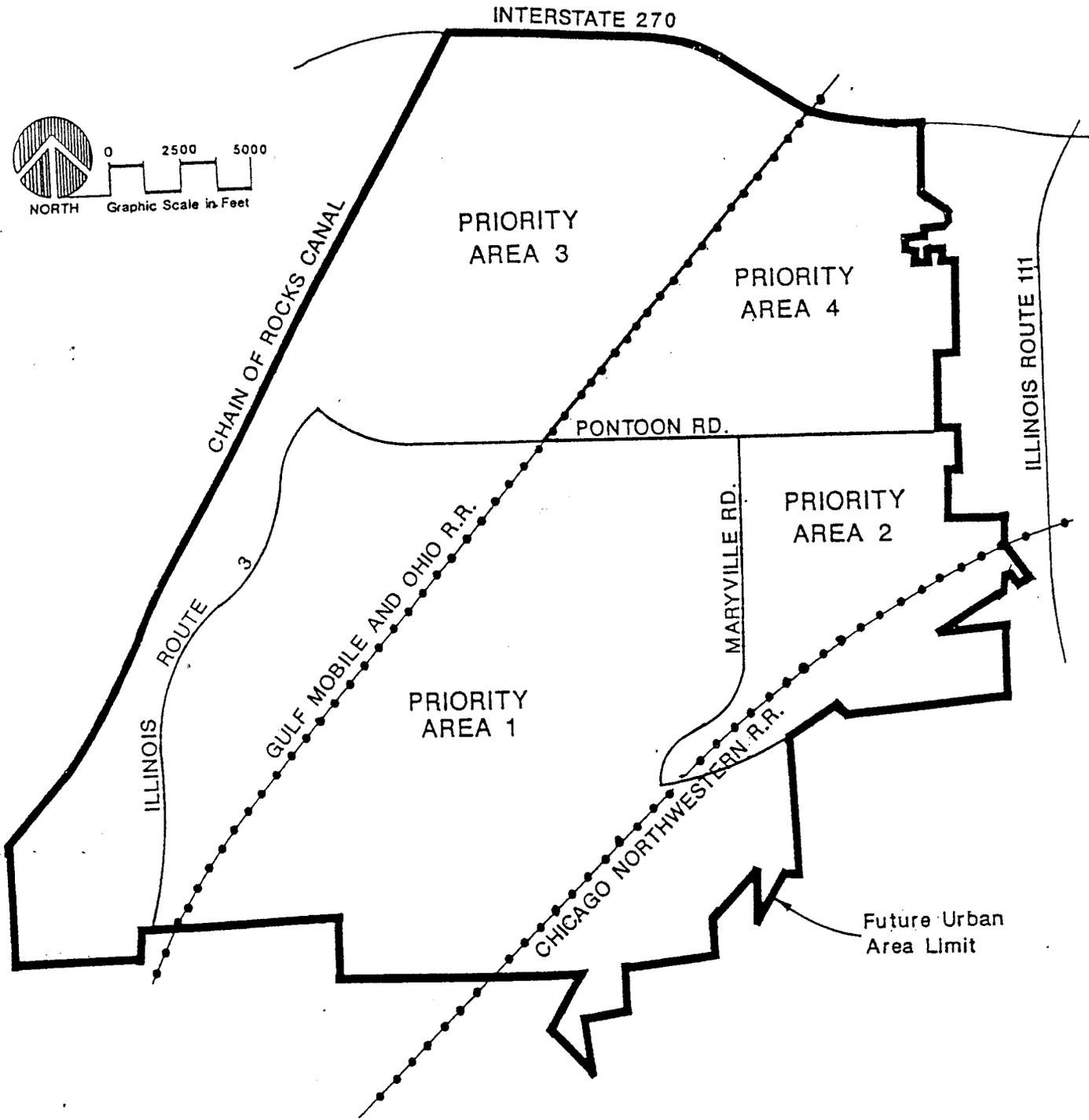
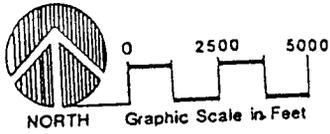
## Future Urban Area

Based upon the physical and political limitations discussed in the preceding section, a generalized outline of the Future Urban Area of Granite City is shown on Plate 3. Within the Future Urban Area, four development priority sectors are depicted. The basic logic behind the assignment of the relative priorities at the present time is to recognize and support the on going activity of existing development mechanisms (TIF, Enterprise Zone) in order to enhance the tax base of the City in the near term. Next, build upon near term gains in the sector that is already experiencing residential development by supporting infrastructure improvement and quality projects. Then move to peripheral industrial, commercial, and residential development. The indicated priorities are not intended to be ironclad and dogmatically followed. Developers with project interest in the Future Urban Area are driven by their own agenda which must be addressed in a timely manner. The priorities become a management tool as well as a statement of City policy and direction. When used in conjunction with the planning sub-areas, they establish a long range, comprehensive guide for development activity.

**Priority Sector 1:** Priority Sector 1 shown on Plate 3 considers the in-fill development of undeveloped areas remaining within the city limits south of Pontoon Road and east of Illinois Route 3 to Maryville Road. Large vacant tracts are available because of the relatively recent annexations along the Illinois Route 3 growth corridor. Redevelopment within this area should attempt to better utilize the assets of location and available infrastructure that exists throughout the community in addition to helping alleviate some other problems such as appearance, dilapidation, and property underutilization.

This sector contains the downtown TIF area which is already providing an increment to the City. Current activity has the potential to significantly enhance the City tax base through a retail center development anchored by a major discounter. There is a reasonable expectation that the probable retail development will have a ripple effect throughout the Central Business District to reduce vacancies and improve the general appearance of the core of the sector. While the TIF Redevelopment Area and associated projects are not addressed in this Plan, the progress of the district must be monitored to maintain the development initiative through active support and action to seize upon the additional opportunities advanced by existing merchants or new developers. The sector also contains the majority of the industrial base of the City. Their continued economic well-being is a vital interest of the City. Capital expenditures by these industries provide near term enhancement of the tax base. Vacant industrial facilities can be turned from deteriorating eyesores with their stigma of decline to opportunities for adaptive reuse through pro active support by the City.

INTERSTATE 270



# Granite City, Illinois DEVELOPMENT PRIORITY AREAS

Prepared by



**Priority Sector 2:** Predominantly residential development is planned for the area east of Maryville Road between Pontoon Road and the Chicago and Northwestern Railroad as shown on Plate 3. A variety of housing types and densities is envisioned. Already, some single-family residential, multi-family residential and small commercial establishments exist. Future medium to high density residential or commercial should be located next to the thoroughfares such as Maryville and Pontoon Roads while low density residential is situated on inner parcels.

The newest development is the recently approved residential subdivision and golf course on the Engelke property within the City boundaries abutting the Village of Pontoon Beach. While demonstrating the attractiveness of this area for future residential growth, it also serves as a reminder of the space limitations in which the City can develop. There is undeveloped property both within the City and unincorporated portions of the County. To build out most of it will likely require drainage improvements to manage the flooding that this area experiences. Proposed U.S. Army Corps of Engineers drainage projects are being developed to both lower the ground water table and improve stormwater drainage. If successful, this could provide the impetus to open up the remaining tracts of land for future residential development. The City may want to consider annexing the developed residential areas in Priority Sector 2. The timing of such action is dependent upon the political environment of the area and the strength of regional intergovernmental cooperation. Regardless of when the annexation occurs, it requires City support for any activity that enhances a favorable climate for the action.

The area south of the Chicago and Northwestern Railroad between the tracks and Horseshoe Lake Road should be an annexation priority of Granite City. With Illinois Route 162 and Horseshoe Lake Road having interchange access with I-255, then merging at Mockingbird Lane just east of the City, the surrounding undeveloped land is important in the Granite City's future. As the potential eastern "gateway" for Granite City, the City cannot afford haphazard development, excessive ingress and egress, and cluttered signage from potential commercial or industrial uses to detract from a good first impression of the community's appearance. For potential recreational use, the abandoned Northwestern Railroad tracks, Horseshoe Lake Road, and Illinois Route 162 alignments present formidable obstacles in creating reasonable access opportunities to the Horseshoe Lake State Recreational Area. One opportunity is the conversion of the abandoned tracks to a nature, biking or hiking trail for recreational use. Because the Village of Pontoon Beach has annexed the narrow strip of shoreline between the lake and railroad bed, a joint effort by both municipalities is needed to obtain this section of right-of-way for these recreational needs. The remainder of the available land in the vicinity of the Illinois Route 162 and Horseshoe Lake Road intersection is expected to continue to be developed for commercial or light industrial uses. The City should consider annexation of this area to ensure control over development in addition to enlarging its tax base.

*Priority Sector 3:* While this sector has the distinction of accommodating the greatest amount of future industrial growth and development, that development is being encouraged by other agencies and therefore requires less support effort by the City to realize its potential. Because of its size and the amount of resources necessary to develop Priority Sector 3 to its full potential, the City may need the additional time to fulfill outstanding financial bond obligations, line up additional State and Federal funding sources and assistance, and possibly establish new revenue sources. The City may also wish to consider new partnership arrangements with area corporations interested in development such as the Tri-City Regional Port District, Illinois Power Company, and Norfolk and Southern Railroad Company. In recognition of the considerable investment these corporations have in the sector, the City needs to review and amend the zoning districts in the sector to prevent less intensive uses from establishing a foothold as is currently possible. Residential use once established has an emotional importance that greatly outweighs the growth restriction it imposes on existing and planned industrial operations. By restricting the permitted uses in the industrial zoning district, the existing and future operations are provided some assurance that they can develop without incurring the animosity of their neighbors.

The emphasis of future development will be on industrial expansion along the Illinois Route 3 corridor except for commercial uses occupying vacant parcels surrounding the I-270/Illinois Route 3 interchange and Illinois Route 3/West Pontoon Road intersection. The area between Illinois Routes 3 and 203 along the Old Alton Road is attractive for future residential development. Infrastructure such as water and sewer that serves the Northgate Business and Industrial Park is programmed to handle the additional needs of future industrial users along the Illinois Route 3 corridor and can later pick up the residential developments between Illinois Routes 3 and 203. Access into this area is proposed to be improved by constructing an at-grade crossing of Schaeffer Road at Illinois Route 3, upgrading Old Alton Road, and improving the Maryville Road/Old Alton Road intersection. The City should begin to pursue annexation agreements for unincorporated parcels within this area.

*Priority Sector 4:* Priority Sector 4 is the last direction Granite City is expected to pursue for expansion, development, and growth. Although existing residential development outside of the City limits between Illinois Route 203 and the Village of Pontoon Beach may be attractive to the City for possible annexation, this area currently is served by the Madison County Sanitary Sewer Special Service Area No. 1. Annexation agreements therefore may be difficult to obtain when residents already receive basic sewer service from this specially created taxing district and the affected township(s) stands to lose a substantial amount of its property tax base.

This sector is also known for its flooding problems. The Corps of Engineers projects can provide the means of mitigating this problem as a means of enhancing the opportunity for further residential development. While supporting Corps plans is an effort the City must provide, the actual decisions on funding and timing are outside the City's control. Residential areas normally require more in City services than they provide in tax revenue. Therefore, from a strict cost/revenue analysis, it will not be in the City's best interest in the near term to actively pursue annexation. Vigilance is required to keep the City informed of any activity which may improve the political environment for annexation. A change in the annexation statute which would allow the annexing township to receive property tax revenues upon annexation instead of waiting ten years significantly alters current cost/benefit analysis. While this scenario is only remotely possible, it is indicative of the breadth of the continual awareness required to capitalize on opportunities for growth.

As stated at the beginning of this section, the priorities established are related to timing and level of City effort. They cannot be considered omniscient and sacrosanct. Rather they need to be understood for what they are in order for coordinated and comprehensive adjustments to be made that capitalize on opportunities that arise while maintaining the underlying direction and purpose.

## **FUTURE LAND USE**

The core of the Comprehensive Development Plan is the direction the City proposes to follow in providing support to development/redevelopment with the City's sphere of influence. That direction is provided in the Future Land Use recommendations. It is worthy of reiteration that this section is presented in the form of a recommendation. It is based upon the current opportunities and conditions of the City and the estimate of future economic activity. The City has not special expertise in predicting let alone guaranteeing the future. The Future Land Use element of the Comprehensive Development requires constant maintenance to adjust to the changes in the economies of the City, Region, State, and Nation as today's tomorrow becomes tomorrow's yesterday.

The Future Urban Area of Granite City is separated into nine sub-areas for ease of discussion and recognition. The initial logic was to identify geographic portions of the City with shared goals, problems, and development opportunities. However, as will be evident in the following discussion, lines on a map do not adequately limit the scope of the land use issues contained therein. The number system applied to the sub-areas is totally arbitrary and does not imply any priority or chronology of future actions.

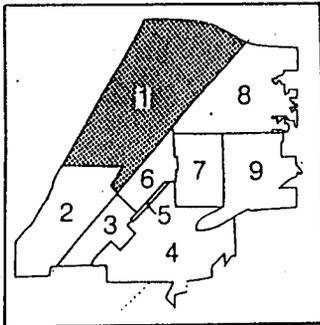
### Sub-Area 1

#### General Description

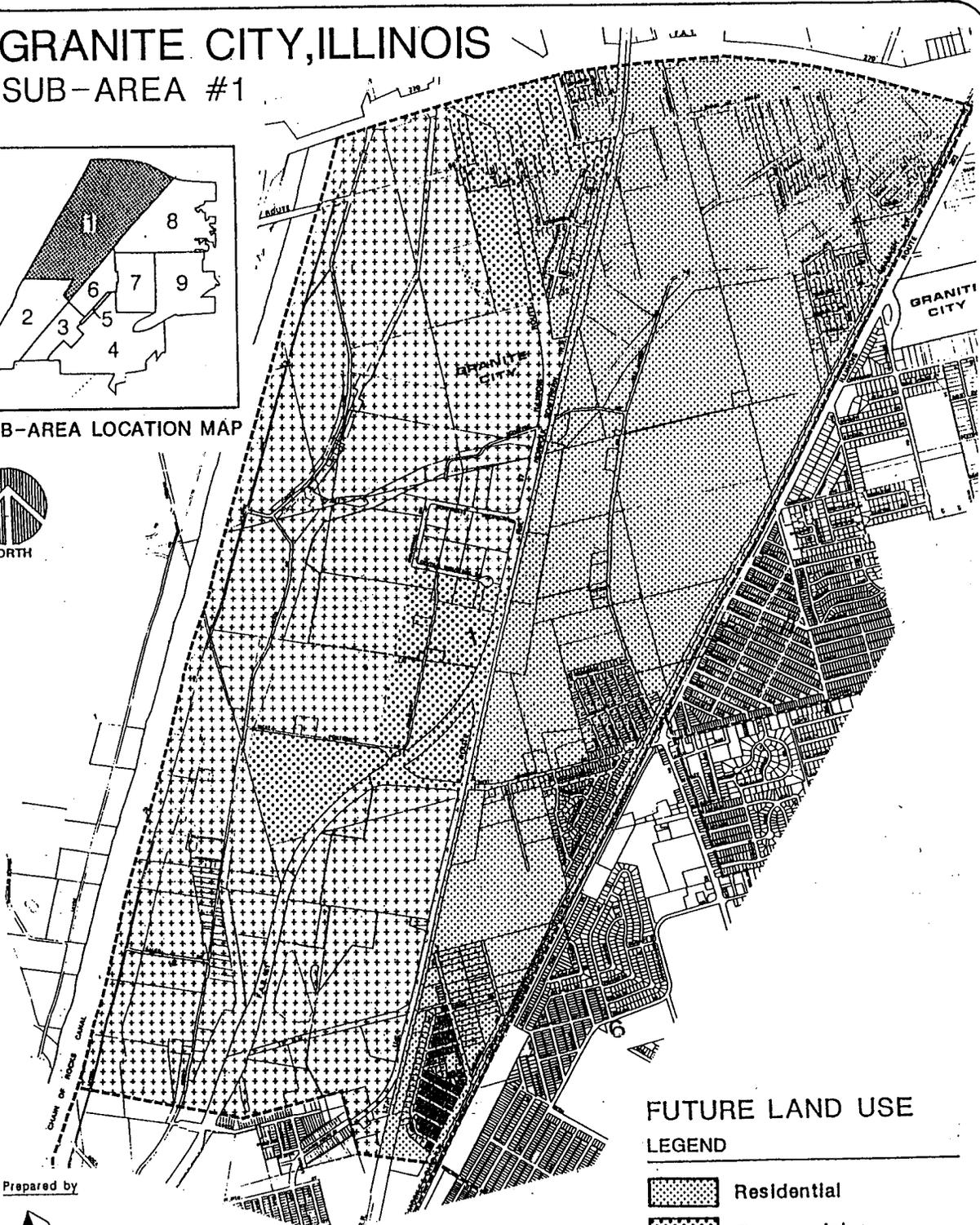
Sub-area 1 (see Plate 4) consists primarily of agricultural uses and some industrial uses. The industrial uses at the newly developed Northgate Business and Industrial Park include Heidtman Steel, Precoat Metals, Sidener Supply Company, and Air Products and Chemicals. The manufacturing plants of A. O. Smith, Inc., and Capri-Sun are located south of West Pontoon Road adjacent to Illinois Route 67. Within the City limits there are some single-family residential subdivisions off of Pontoon Road and off 25th Street between the Norfolk and Southern and Gulf, Mobile & Ohio Railroad lines. Outside of the City, single-family residential uses are located between Illinois Routes 3 and 203 south of the two interchange facilities near the Chain of Rocks Road and Maryville Road intersections. Scattered commercial, religious, and institutional uses make up the remainder of the land use composition in this planning area. The sub-area is divided between unincorporated areas of Madison County and Granite City. It has well established highway, rail, and water transportation facilities.

# GRANITE CITY, ILLINOIS

## SUB-AREA #1



SUB-AREA LOCATION MAP



### FUTURE LAND USE LEGEND

-  Residential
-  Commercial
-  Industrial
-  Recreational

Prepared by



**Juneau Associates, Inc.**  
CONSULTING ENGINEERS AND LAND SURVEYORS  
2100 South Street Granite City, Illinois 62040  
618-677-1100



**Campbell Design Group**  
Architects Engineers Planners  
St. Louis, Missouri 63139

### Plan for Sub-Area 1

The area west of Illinois Route 3 and the Norfolk and Southern Railroad tracks has been planned by the Illinois Power Company, Tri-City Regional Port District, and Norfolk and Southern Railroad Company for future industrial uses. This future industrial corridor is expected to involve extensive land coverage from approximately the Schaeffer Road intersection with Illinois Route 3 south to Rock Road.

Industrial development activity will attract commercial uses to locate along this corridor as well. This plan maintains relatively small areas for future highway commercial development. Highway service commercial establishments will be directed to the I-270/Illinois Route 3 interchange area. A Hardee's fast-food restaurant is the latest commercial development to have located near this interchange. Commercial and/or office facilities are envisioned to occupy lots on the west side of Illinois Route 3 in the vicinity of the West Pontoon Road intersection.

The areas in sub-area 1 selected for commercial development were kept small or were strategically located to provide some opportunities for commercial activities. However, the size and placement was intended more to ensure that new commercial uses along Illinois Route 3 would not detract from the industrial development potential expected of this area. Industrial noise, dust, and heavy truck traffic volumes do not particularly suit sites for regional shopping malls or discount department stores. Therefore, careful selection and location of certain types of commercial uses best suited to locate near industrial uses must be maintained. In using the Granite City zoning ordinance, those permitted uses under the M-1 district appear suitable; however, they include all uses permitted in the C-4 district as well which might be unsuitable near industrial areas. A careful review of the zoning ordinance will be required to establish non-permitted uses in industrial districts. The cumulative nature of the current zoning ordinance does not consider the deterrent value of residences or retail food operations in industrial site selection decisions. While the current structure of the ordinance is efficient, it is easy to overlook that it permits single family residences in industrial districts. Illinois Route 3 is an easily recognizable physical limit of industrial expansion west of the City. It must be supported by the City to allow it to be developed to its full potential. The noise, dust, and traffic, endemic to the freight transfer operations, are expected to increase in the future. The tax revenue to be realized must be protected from short term housing stock gains better suited for areas east of the highway.

Future industrial and commercial growth west of Illinois Route 3 will require substantial investments in infrastructure facilities. One necessary investment to ensure the long-term growth for the entire area is an internal road network that includes a frontage road paralleling Illinois Route 3. Plans to do this before the area is developed will minimize future business/industrial disruption, facility costs, and inefficient use of land. Development plan review must include a review of the circulation characteristics in order to capture the land dedications required for right-of-way as well as insuring that proposed road alignments complement the future frontage road construction.

The undeveloped areas east of the Norfolk and Southern Railroad to Illinois Route 203 in sub-area 1 are planned for single-family residential uses. Residential developments exist off of 25th Street along Railroad Avenue and off Pontoon Road along Old Alton Road. In-fill residential development is expected between Pontoon Road and Railroad Avenue. This, however can not be pursued until the storm drainage problems experienced on Pontoon Road and Briar Haven Drive are resolved. In addition, sufficient road access needs to penetrate the interior lots. New sanitary and storm sewer lines can serve this area with a hook-up to the existing combined sewer system at a main located at 25th and Railroad Avenue. Widening Pontoon Road to four lanes between Nameoki Road and Illinois Route 3 would encourage adjacent residential development along it.

The undeveloped areas along Old Alton Road outside of the city limits would make for an attractive future single-family residential area. To encourage quality future residential subdivisions in this particular area, Old Alton Road will need to be upgraded. Improved crossing of Schaeffer Road and an improved intersection at Maryville Road will facilitate better access into the area. Adherence to the City's subdivision regulations will help ensure a quality of residential development.

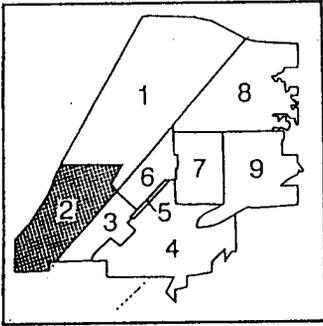
## Sub-Area 2

### General Description

Sub-area 2 (see Plate 5) encompasses the southwestern portion of Granite City. The boundaries extend approximately south from North Street and Prather School between the Gulf, Mobile, and Ohio Railroad tracks to the Chain of Rocks Canal/Mississippi River shoreline. Much of the area is devoted to industrial uses involving the Tri-City Regional Port District, Charles Melvin Price Support Center, American Steel Foundries, American Colloid Company, Feralloy Company, Jennison-Wright Corporation, and Granite City Sheet Metal Works. Smaller manufacturers include Gebco Machine Company, Todd Corporation, and Bruening Bearings. A substantial amount of older residential areas are also found from Missouri Avenue to Niedringhaus Avenue east of Illinois Route 3. Sub-area 2 is noted for having the only overpass facility allowing unrestricted access during periods of railroad activity.

# GRANITE CITY, ILLINOIS

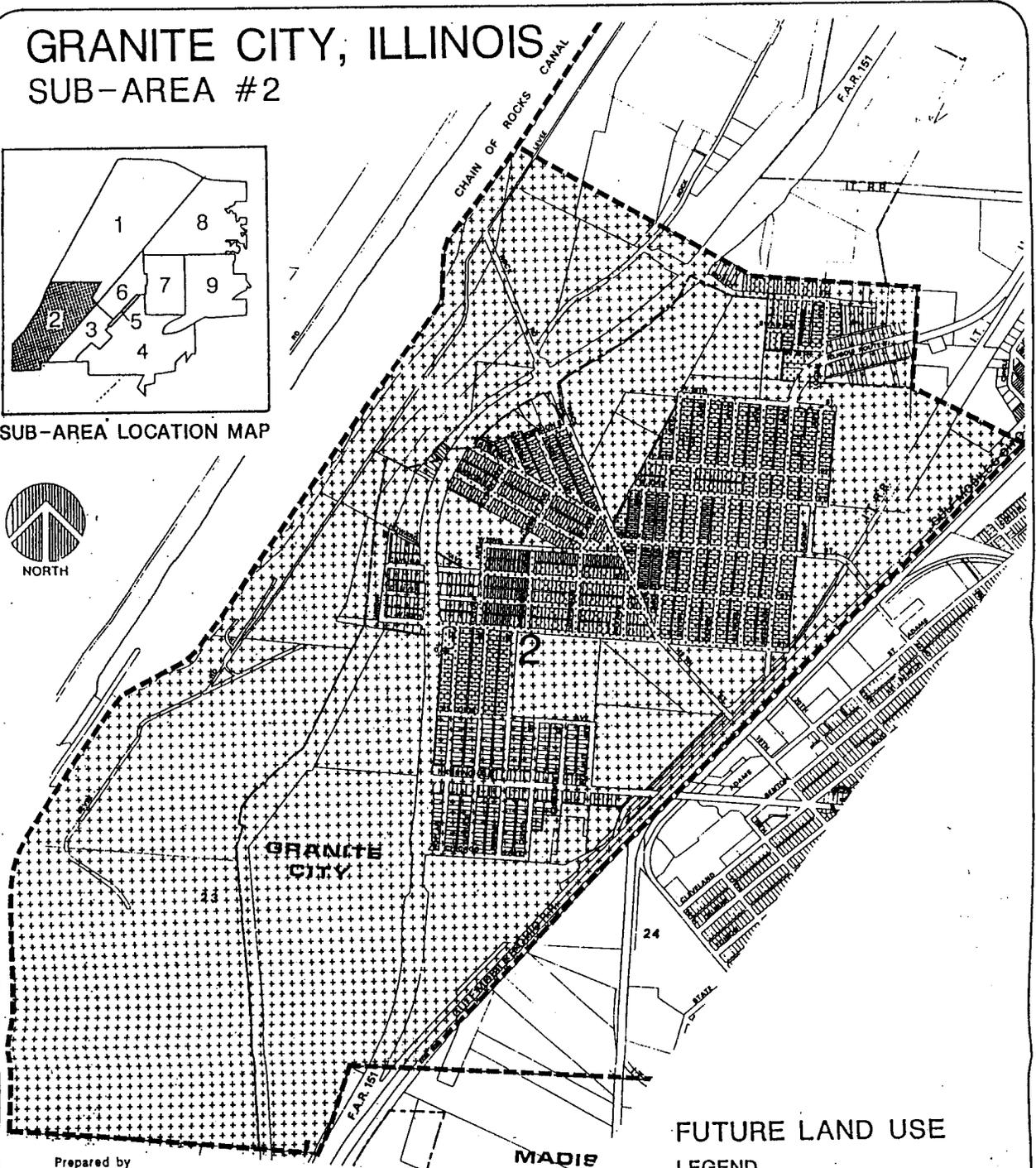
## SUB-AREA #2



SUB-AREA LOCATION MAP



NORTH



### FUTURE LAND USE

#### LEGEND

-  Residential
-  Commercial
-  Industrial
-  Recreational

Prepared by



**Juneau Associates, Inc.**  
CONSULTING ENGINEERS AND LAND SURVEYORS  
 2100 South Brent Granite City, Illinois 62040  
 618/277-1100



**Campbell Design Group**  
Architects Engineers Planners  
 St. Louis, Missouri 63139

The residential areas are surrounded by industrial and major transportation facilities. Small enclaves within the residential areas themselves are zoned commercial or industrial, which has resulted in a mix of commercial and industrial operations on small lots between single-family residences. Combined with the intrusion of incompatible uses, certain areas of residential structures exhibit a lack of maintenance and structural deterioration. Pockets of vacant and/or undeveloped parcels exist which significantly lower the desirability of significant investment in quality development.

### Plan for Sub-Area 2

The future land uses envisioned in this Plan for sub-area 2 assumes that the Tri-City Port and Army Support facilities will remain viable uses at their present locations west of Illinois Route 3. The Port is currently expanding operations with the construction of a new warehouse. It is expected that the Price Support Center also has sufficient land upon which to expand future activities.

East of Illinois Route 3, amidst the presence of heavy industry and transportation facilities one would not expect to find such a large residential enclave in sub-area 2. This area has managed to maintain a certain quality in terms of building conditions, however, there are some structures that should be targeted for clearance. While it is difficult to find large groups of dilapidated structures because they are scattered throughout the area, structures lining the east side of Missouri Avenue between West 20th and 22nd appear economically infeasible for repair and upgrading. The dilapidation of building conditions is pervasive enough that it extends to Illinois Street between West 20th and 21st Streets.

Because of recent announcements disclosing that low levels of the industrial chemical dioxin were found in groundwater and soil samples near the Jennison-Wright Corporation plant at the end of West 22nd Street, the east side of Missouri Avenue between 20th and 22nd should be converted to a buffer strip. This will act to separate the industry from the remaining residential uses. In fact, where the fringe residential uses adjacent to industrial activity are found to be irreparable, industrial expansion should be encouraged provided that there is adequate buffer strips between other residential uses.

Granite City is committed to retaining housing stock in the area. A long range program to improve the quality of the stock, as well as the residential character of the area, will require investigation of State and Federal housing programs in order to provide individual owners, as well as private developers, incentives to encourage the level of financial input necessary to provide an improved image for what is and will be the western "gateway" to the City. Additional elements of the program include an investment in curb and gutter improvements and coordinated vigilance of all parties to control rezoning activity from residential to commercial and/or industrial uses. This is a transitional area that will gravitate towards commercial and industrial development without City support and encouragement to maintain viable residential areas.

The undeveloped parcels along Illinois Route 3 are expected to be developed as future commercial or industrial sites provided adequate buffering to the adjacent residential uses is enforced. Because the existing vacant school facility next to Prather School is in sound condition, it would make a good site for some adaptive re-use preferably as an educational facility involved in vocational training or as a business incubator facility. A higher density residential complex on the site at 19th Street and Nevada is an appropriate project to test the waters for the desirability of new residential development. The experience gained in packaging such a development would prove invaluable to both City staff and area occupants. If residential development cannot be accomplished, then redirection to wider commercial/industrial development must be brought forward as an alternative goal. The proposed resurfacing of Niedringhaus should improve the business climate along this thoroughfare hopefully inspiring better quality facade treatment, appearances and overall activity. Reduction of the number of stop signs would help improve traffic circulation on this thoroughfare.

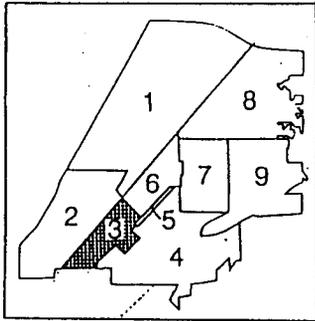
### Sub-Area 3

#### General Description

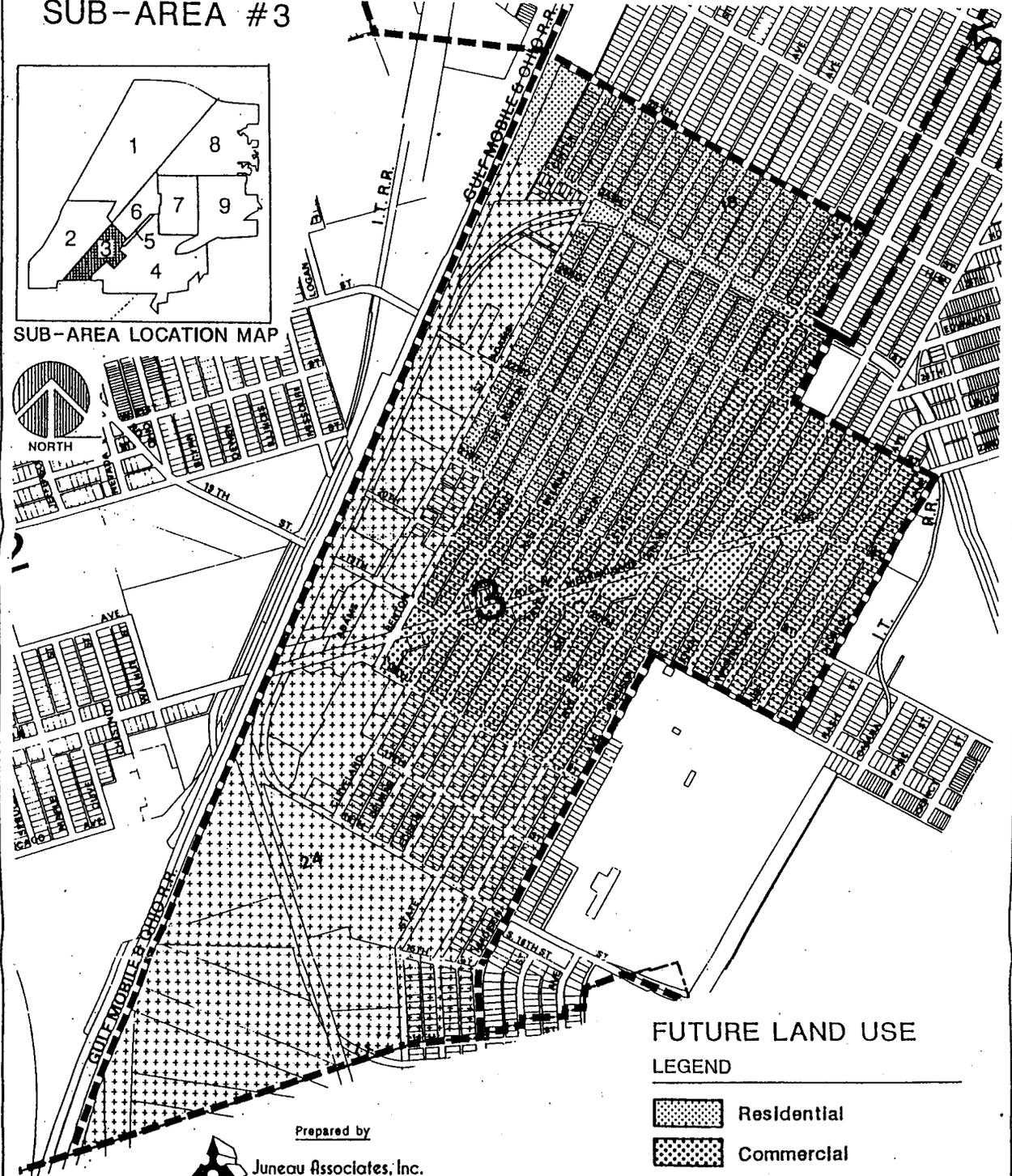
Sub-area 3 (see Plate 6) includes the central business district (CBD), inner residential areas, and major industrial uses, such as Granite City Steel Division, Prairie Farms Dairy, Nestle, Nesco Steel Barrel Company, Affiliated Metals, St. Louis Lead Recyclers, Granite City Pickling and Warehousing just to name a few. The majority of the commercial uses in area are within the boundary of a Tax Increment Financing (TIF) Redevelopment Area. The TIF Plan and its projects and purpose are included by reference in the Comprehensive Development Plan. The traditional role of the CBD as the retail commercial core of the City has been overcome by the advance of the automobile and the nation-wide investment in road systems to increase the mobility of the general citizenry. Trade areas of regional shopping centers and the perception of better shopping opportunities has grown to the extent that it is convenient and/or desirable to travel to a glitzy regional mall rather than patronize CBD merchants. A new purpose must be developed to encourage residents to spend time and money in the CBD. The TIF district proposes a central city equivalent of a regional discount center. Planned public improvements will enhance the convenience of the CBD for regional use to reverse the flow of disposable income out of the City.

# GRANITE CITY, ILLINOIS

## SUB-AREA #3



SUB-AREA LOCATION MAP



### FUTURE LAND USE LEGEND

-  Residential
-  Commercial
-  Industrial
-  Recreational

Prepared by



**Juneau Associates, Inc.**

CONSULTING ENGINEERS AND LAND SURVEYORS

1100 Olive Street - Granite City, Illinois 62040

PH 637-1700



**Campbell Design Group**

Architects Engineers Planners

St. Louis, Missouri 63139

### Plan for Sub-Area 3

The possibilities of new commercial, industrial, institutional, cultural, and other adaptive re-uses of existing downtown buildings or sites will require some level of redevelopment. From the 1986 Redevelopment Plan for the Granite City Central Business District, the establishment of the tax increment financing (TIF) district initiated the redevelopment mechanism available at the City's disposal. This Redevelopment Plan identified six areas that were felt to be in need of public redevelopment finance assistance either for the a) improvement of public facilities; b) land acquisitions and clearance; and c) the construction of commercial buildings and improvements. The following list summarizes these potential redevelopment areas:

- Commercial development on the 2000 and 2100 blocks of Madison Avenue (2 sites).
- Office development for the remaining area on the 2000 block of Madison Avenue.
- Office development on the 1900 block between Grand at State Streets.
- Commercial development on the 1900 block between Madison and Grand Avenues and the 1800 blocks between State and Delmar Avenues (2 sites).

While there may be many more sites that would qualify under redevelopment project area eligibility in the downtown area, these identified locations would receive TIF funding for stipulated projects. To attract modern commercial, office, institutional or lodging facilities may either require the refurbishment of an existing building(s) downtown or an entirely new facility on an existing site. On any one of these locations in downtown Granite City, public financing through the mechanism of tax increment financing will be integral in the success of the project and improving the appearance of the downtown area.

Another way to generate activity for the downtown area is by increasing the adjacent residential population in sub-area 3. Transformation of the inner-city single-family residential structures to moderate or high-density can be an important element in the revitalization of the downtown commercial core. Not only will renovations upgrade the physical condition and appearance of residential structures but an expanded residential population will provide a larger clientele base for businesses within the area. This becomes a major image builder for downtown by representing a new human commitment to the area. Those residences too rundown to repair can either be redeveloped into higher density residential complexes if enough lots can be assembled or cleared single lots that are improved can fulfill the greater need for off-street parking required by higher density living arrangements. The area for increased residential densities is recommended for the blocks between 21st and 25th Streets from Grand Avenue to Benton Street.

Other activity in sub-area 3 allows the existing industrial uses on the west side of Adams Street to expand to a one-block depth up to Benton Street between 19th and 23rd Streets. This allowance provides the existing industries with expansion room and clears marginal buildings on properties across from the industrial plants of Nestle, Prairie Farms Dairy, and Illinois Power Company. Provision of this expansion should only be granted after demonstration that there will be great sensitivity to the residential uses located east of Benton Street and north of 23rd Street.

The key major street improvement is the connection of Niedringhaus Avenue east to 23rd Street. With connection of 23rd Street to the regional highway system and ultimately Interstate 255, this street will become an important entrance to the community. This is hardly a new recommendation. Rather it is the restatement of a conclusion reached as long ago as the 1968 Plan and a 1980 study financed by the Federal Highway Administration. No mention is made in those documents to I-255 which was opened in 1988. Therefore, the importance of the eastern "gateway" to the City in general and the CBD in particular has only increased. The east/west access provides the opportunity for automobile traffic to arrive downtown without conflict with commercial and industrial traffic as is now the case on 20th or 21st to the south or detours through residential areas to the north. A possible development opportunity, due to enhanced accessibility, could be the expansion of the area around St. Elizabeth's Hospital into a regional center for a broad range of medical specialties and medical support services and facilities. Such development not only would increase the medical support to City residents but also would provide a first impression of activity other than heavy industry in Granite City.

When development begins to take place in sub-area 3 and particularly the core of the downtown area, the need for design standards will become more important. While building design in any proposed redevelopment project will have a tremendous impact on improving the appearance of the downtown area, similar attention must be paid to providing pleasant pedestrian and parking areas, landscaping and buffering, and identifiable entrance ways. The improved sidewalk and streetscape on the southside of Niedringhaus Avenue between Delmar and Edison Avenues in the downtown area provides a superb example of what physical improvements can do to urban appearance. Continuation of this program if not already planned should be incorporated as a gradual phasing-in construction project.

Another important factor in improving the appearance of the central business district would be the development of a coordinated sign system. The signs would help to identify streets, parking areas, public spaces and/or points of interest in the downtown area. The use of the "Old Town Center" banners with the logo that symbolizes a unifying aspect of the community on the block Niedringhaus between Delmar and Edison Avenues together with the aforementioned streetscape improvements provides another good example of the stunning impression this combination of well-designed improvements has made on this block in downtown Granite City.

## Sub-Area 4

### General Description

Sub-area 4 encompasses the heavy steel manufacturing plants of Granite City Steel, Reilly Tar and Chemical Company, Air Products and Chemicals, St. Louis Slag Products Company, International Mill Service, Tarpoff Meat Packing, and Luria Brothers, Inc. forming the southern extent of Granite City. Predominantly single-family residential uses occupy land north of 23rd Street between Maryville Road and one-half block west of Iowa Avenue up to Propes Avenue/Victory Drive, and between Nameoki Road and one-half block west of Iowa Avenue up to the National store at Madison Avenue and the Nameoki Road intersection. The one public housing complex, managed by the Granite City Housing Authority, St. John's Church and a cemetery occupy large tracts of land in along or near Nameoki Road. Single-lot commercial, institutional, and religious uses are scattered throughout the rest of the sub-area. Some undeveloped vacant lands exist off Maryville and Edwardsville Roads and 23rd Street. Nameoki (Illinois Route 203) and Edwardsville (Illinois Route 203 west of Nameoki Road) Roads are major transportation routes through the community particularly for heavy truck traffic. The collector, 23rd Street has major route capabilities but is currently underutilized.

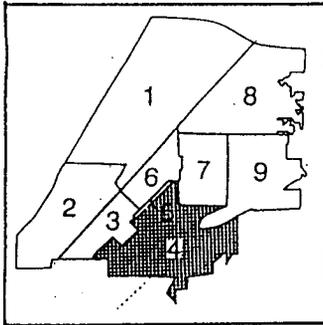
### Plan for Sub-Area 4

As an eastern entrance to Granite City, 23rd Street leaves no visual impression that it is a gateway to the community. With access to I-255 via Illinois Route 162 and Horseshoe Lake Road (State Aid 35), 23rd Street can become an important corridor linking the downtown area (sub-area 3) with interstate commercial/industrial opportunities. The connection of 23rd Street with Niedringhaus Avenue and an overpass facility of the Chicago and Northwestern tracks could bolster development opportunities by permitting unobstructed access into Granite City. Future land uses in sub-area 4 are shown on Plate 7.

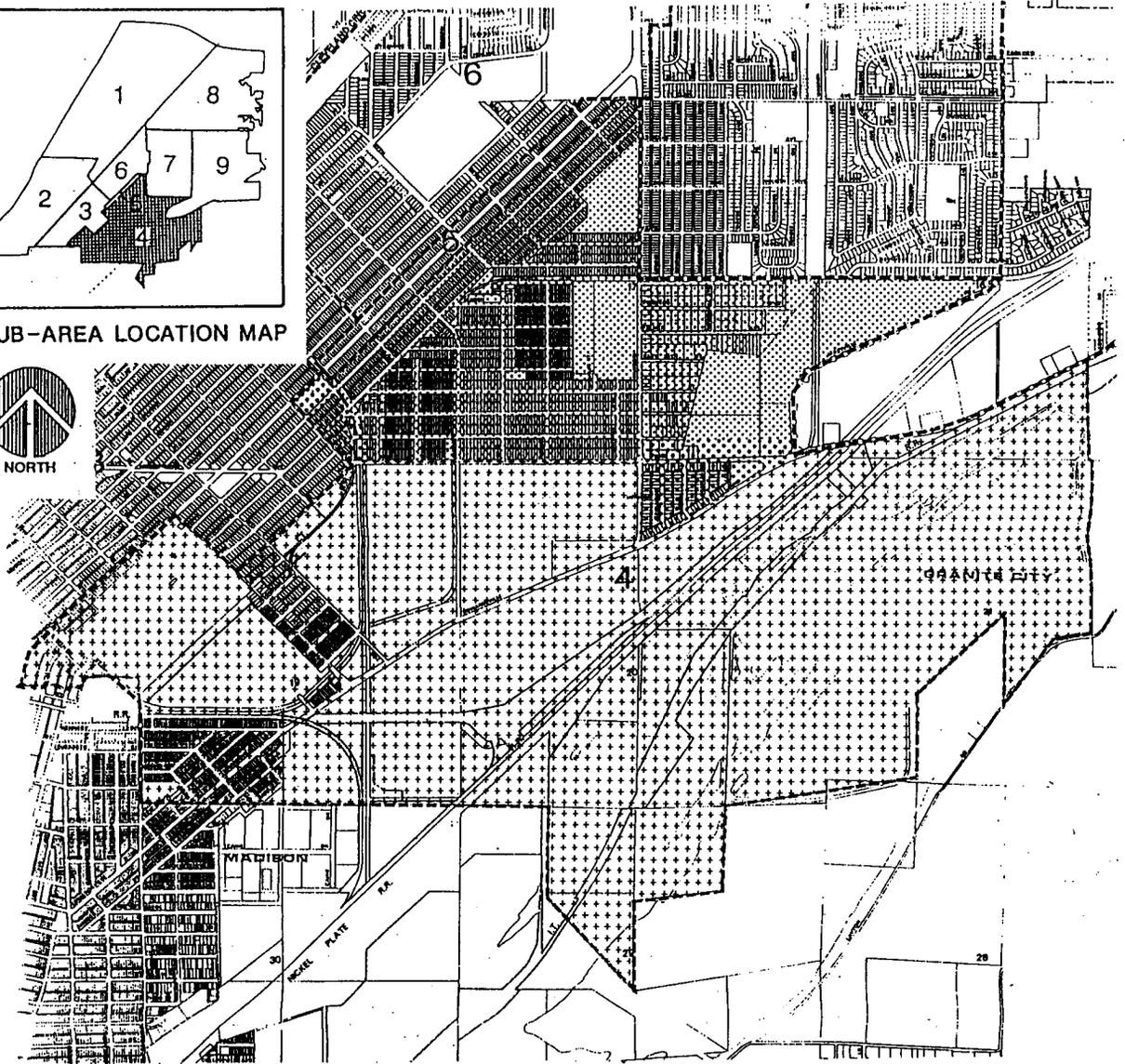
This corridor into downtown separates adjacent industrial land uses on the south with older small-lot, single-family residential uses to the north between Nameoki Road and Monroe Street. Except for the used-car dealership, vacant and underutilized commercial uses occupy the corners of the Nameoki and 23rd Street intersection. As a way to further separate and resolve the basic conflict of land uses, this plan envisions a wider swath of green space on the south side to further conceal the Luria Brothers steel reclamation operation and St. Louis Slag Products slag storage. There is foliage lining south 23rd now but it is unevenly spread overgrown brush. Such a natural buffer is desirable and therefore the City should encourage industrial cooperation to maintain and enhance the limited green space along with a City program of scheduled maintenance.

# GRANITE CITY, ILLINOIS

## SUB-AREA #4



SUB-AREA LOCATION MAP



### FUTURE LAND USE

#### LEGEND

-  Residential
-  Commercial
-  Industrial
-  Recreational

Prepared by



**Juneau Associates, Inc.**

CONSULTING ENGINEERS AND LAND SURVEYORS  
 2100 South Street Granite City Illinois 62040  
 618 937-1342



**Campbell Design Group**

Architects Engineers Planners  
 St. Louis, Missouri 63139

The vacant land west of Nameoki Road between 23rd Street and Edwardsville Road is currently being developed by the Granite City Steel Division into a softball diamond. A continuation of recreational development in this area could serve as a visible community asset and provide for the recreational needs of area residents. The City should encourage and actively recognize the private contribution to recreational opportunities. City or park district maintenance of recreational facilities provided by private investment is an opportunity for cooperation that should be thoroughly investigated as a means of overcoming the City-wide deficit in park and recreation area. Such recreational improvements can serve as a catalyst for individuals to upgrade nearby residential structures. If the residential structures along the north side of 23rd Street are not upgraded and continue to decline, this frontage area could serve as an expansion area for additional recreational or green space uses.

Being an area of older residences, sub-area 4 provides a stable residential environment of single family homes. To preserve and maintain the residential quality requires street maintenance and a curb and gutter program. Lot size and expense for right-of-way purchase are restrictions to street widening consideration. Curbs physically bound the street width and traffic carrying capacity. This in turn restricts on street parking for residents. However, the enhanced appearance of the street is considered an appropriate reimbursement for the inconvenience.

Continuation of commercial development to a one-lot depth along Nameoki Road should be anticipated. Ideally, if individual lots can be assembled into a large enough parcel, clustering of business/commercial establishments can reduce ingress/egress points and mitigate the impacts of strip development along Nameoki Road. The City, through its development review procedures, economic development or building permit departments could assist in encouraging this arrangement of commercial developments along Nameoki Road. These departments by working with similar types of developers, assisting in land assembly and permitting height or density allowances in consideration of their joint use of facilities and cooperation could enhance the development of strip centers along Nameoki Road. An example of troublesome ingress and egress that can occur from the development of individual establishments on each lot is evidenced by the National supermarket and Hair Shack parking areas at the end of St. Clair Avenue on the west side of Nameoki Road. Despite being at an intersection signal, this entrance is congested and unsafe. An alternate is to close the National entrance on Nameoki between the stoplights at Madison and Iowa, widen the Iowa intersection at Nameoki and define the parking lot exit onto Iowa with signage and striping. Iowa should be bi-directional from 30th Street to Nameoki.

## Sub-Area 5

### General Description

The one-lot depth of properties on either side of Madison Avenue extending from 24th Street to the National store property at the intersection of Madison Avenue and Nameoki Road.

### Plan for Sub-Area 5

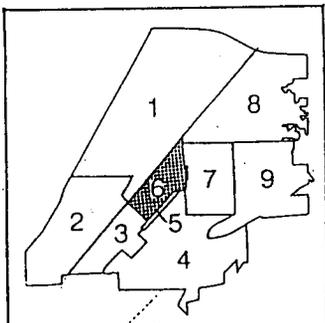
An entirely new zone district (B-1) has been adopted by the City to accommodate the special concerns surrounding the land use transition from single-family residential to commercial uses.

Madison Avenue has grown into a principal thoroughfare for the community providing a direct route between the downtown area and outlying commercial area beginning north along Nameoki Road (see Plate 8). In many cases, the homes along Madison Avenue were not maintained making their continuation for future residential uses infeasible. Realizing the attractiveness commercial enterprises find in thoroughfare locations has led to the transition of residential uses to commercial uses along Madison Avenue. As this transformation gains momentum, the purpose of the new zone district will be to establish the necessary regulations to ensure orderly development. The regulations established in the new zone district include adequate commercial lot sizes to create suitable off-street parking areas, buffers, and safeguards against future commercial encroachment into surrounding residential areas. As a tool for city officials, the zone district with its regulatory provisions provides an effective means to enforce and pursue this desired objective.

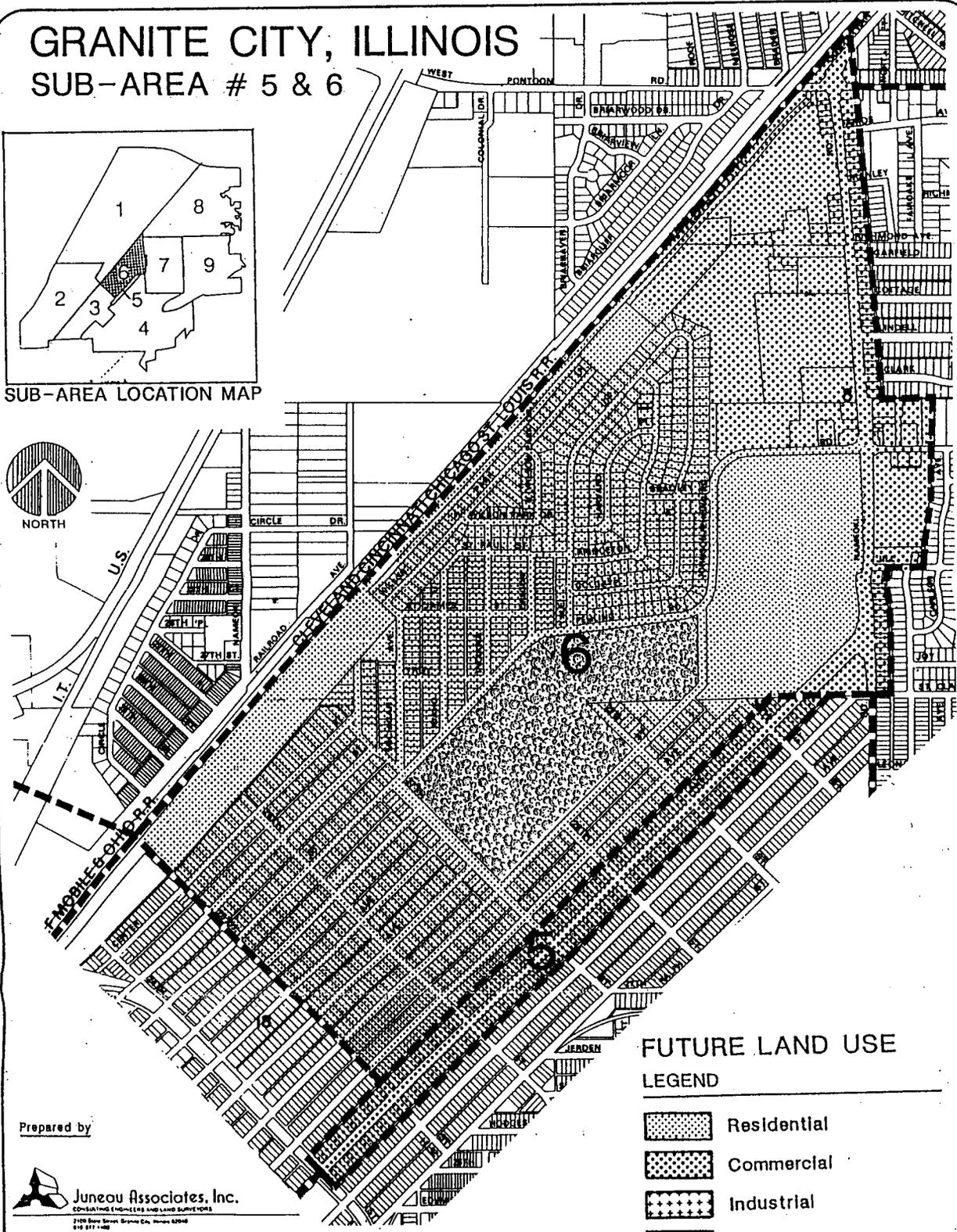
The transition from residential boulevard to commercial thoroughfare will take an indeterminate period of time. Now is the time for the City to plan for the desired nature of the commercial thoroughfare. Using Nameoki strip commercial as an example of what is not wanted, the Plan Commission in conjunction with City staff and elected officials should begin to collect ideas of what is wanted. An extension of the Old Town Centre theme is one available possibility. An extension of the theme feature of the TIF development is another. A third possibility is some form of transitional theme from the commercial/public node at the north end to the CBD node at the south end. The limitations are only the imagination and interest of those personnel and agencies involved. However, in order to create the desired environment, a plan must be created in the near term to guide and direct the transitional development. Once a desired theme is approved, enforcement could be obtained through incorporation by amendment of the B-1 district regulations pertaining to signs and landscaping. Bulk and density trade offs negotiated during development review procedures can provide a means for the City to obtain theme enhancement as a part of transitional development as opposed to City provided improvements.

# GRANITE CITY, ILLINOIS

## SUB-AREA # 5 & 6



SUB-AREA LOCATION MAP



### FUTURE LAND USE LEGEND

-  Residential
-  Commercial
-  Industrial
-  Recreational

Prepared by

 **Juneau Associates, Inc.**  
CONSULTING ENGINEERS AND LAND SURVEYORS  
 2100 East State Street, Granite City, Illinois 62040  
 618 671-1400

 **Campbell Design Group**  
Architects Engineers Planners  
 St. Louis, Missouri 63139

## Sub-Area 6

### General Description

This sub-area consists primarily of older, established single-family residential and centrally located Wilson Park, Coolidge Junior High School, and Granite City Senior High School. There is one apartment complex, Parkside Manor, that abuts the Gulf, Mobile, and Ohio Railroad at the western edge of the sub-area. Sub-area 6 also includes the major retail center of the Granite City market area. This commercial area is quite large and extends generally from St. Clair Avenue to Pontoon Road along the Nameoki Road corridor. As a significant tax base to the City, three shopping plazas—the Crossroads Center, Nameoki and American Village Centers—include K-Mart, Walgreen's, Super X Drug Store, Schnucks, and an Aldi grocery store. The Bellemore shopping plaza across Nameoki Road at Johnson Road has a Shop 'N Save, Dollar General Store, and Glix as its largest stores.

### Plan for Sub-Area 6

The future land uses for sub-area 6 are shown on Plate 8. The residential quality of sub-area 6 is expected to be maintained over the planning period. While there is no reason to expect the quality of housing to decline, the stock is aging and non-residential uses vie for locations on the fringe areas. Adequate public and private maintenance, denial of rezoning requests, and improvements as needed should ensure the future of sub-area 6 as an established residential enclave in Granite City.

The major retail center for Granite City is contained in the three shopping plazas; Crossroads Center, Nameoki Village, and American Village Centers. Because they were developed at different times by a variety of individual developers, the entire site lacks cohesion and unity suggesting a lesser quality of development than it actually is. While an actual redesign of the entire site is beyond the scope of this report, the City should support coordination and cooperation of the individual developers/owners to improve internal circulation, parking configuration, and landscaping. The surface drainage problem created by the expanse of paved area will require a joint effort of the City and the developers/owners. However, the City is in a position to obtain significant assistance through special assessment to study, design, and construction mitigation. The ability to obtain the special storm drainage assessment can be used to coordinate improvement by the individual developers. A reduction in parking requirements could be negotiated in return for a retention basin which, if designed aesthetically, can serve as a landscaping improvement and traffic control structure. A major access way into the site should extend opposite Lindell Boulevard to provide access to the interior tract behind Super X Drug Store and next to K-Mart for possible future commercial development. The congestion on Nameoki Road in front of this shopping plaza will be corrected by the upcoming IDOT improvements to create an additional bi-directional turn lane, intersection, and

traffic signalization improvements. Any improvements to the internal circulation must be compatible with IDOT projects. The City can insure that coordination occurs during the development review process or it can serve as a point of contact for developers by obtaining and maintaining a thorough knowledge of IDOT plans and schedules for Nameoki improvements.

## Sub-Area 7

### General Description

Sub-area 7 is predominantly single-family residential with area educational facilities, churches, and neighborhood retail facilities along Johnson Road. The sub-area is bounded by Pontoon Road to the north, Nameoki Road (except fronting commercial property up to St. Clair Avenue), Victory Drive to the south and Maryville Road to the east. The Nameoki Ditch for drainage purposes bisects the sub-area.

### Plan for Sub-Area 7

Sub-area 7, shown on Plate 9, is intended to remain a predominant single-family residential district. The houses are in generally good condition and require only upkeep to maintain them. As the remainder of the outlying areas develop, traffic that passes through sub-area 7 will increase as residents gravitate to the community's retail and service facilities to the west. The emphasis, therefore, is on rebuilding roadways to arterial or minor collector status. These improvements are intended to channel through traffic on specific routes rather than allow meandering through local streets and quiet neighborhoods. Already Stratford Lane, Gary Avenue, and Emert Street are used for east-west access to get to Johnson Road. Eventual extension of St. Clair Avenue between Maryville Road and Mockingbird Lane as an additional east-west route should help relieve Johnson Road and these other streets. Planned widening of Pontoon Road should also help minimize disruption on local streets. Resurfacing and the addition of curb and gutter to Wabash and Franklin Avenues and the streets between Clark and Amos Avenues should be programmed in the City's improvement budget. Commercial uses are expected to in-fill the non-commercial uses up to Franklin Avenue on the north side of Johnson Road while the south side remains residential.

Maryville Avenue should be studied by the Public Works Department to see if circulation could be improved with fewer stop signs along it. The function of this roadway as an important north-south thoroughfare is compromised with the frequency of stop signs along it.



Nameoki Elementary School, closed in 1983, is an excellent candidate for adaptive reuse study. It has a good location on Pontoon Road with adequate parking. When a user/developer is identified, development review can consider the possible dedication of property not required for development to the City or Park District. Any reuse opportunity must be reviewed with the needs of the residential area in mind.

### Sub-Area 8

#### General Description

Sub-area 8 is mostly unincorporated Madison County comprising portions of Choteau and Nameoki Townships. A southern strip of single-family residential structures is within the corporate limits although the majority of existing residential development is outside this boundary. Public entities such as Belleville Area College and Maryville Elementary School are considered part of Granite City. Some scattered commercial establishments line the east side of Illinois Route 203 and along the north side of Pontoon Road at the boundaries of sub-area 8.

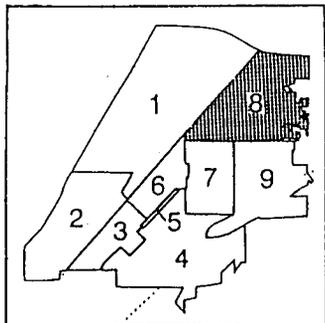
#### Plan for Sub-Area 8

The future land uses are shown on Plate 10 for sub-area 8. Because Granite City is limited by physical and natural boundaries in which to direct growth, sub-area 8 is considered for future growth with its available land and existing utility infrastructure (Madison County Sanitary Sewer Special Service Area). Being prone to flooding, however, generally restricts the likelihood of a quality residential environment without necessary drainage improvement precautions.

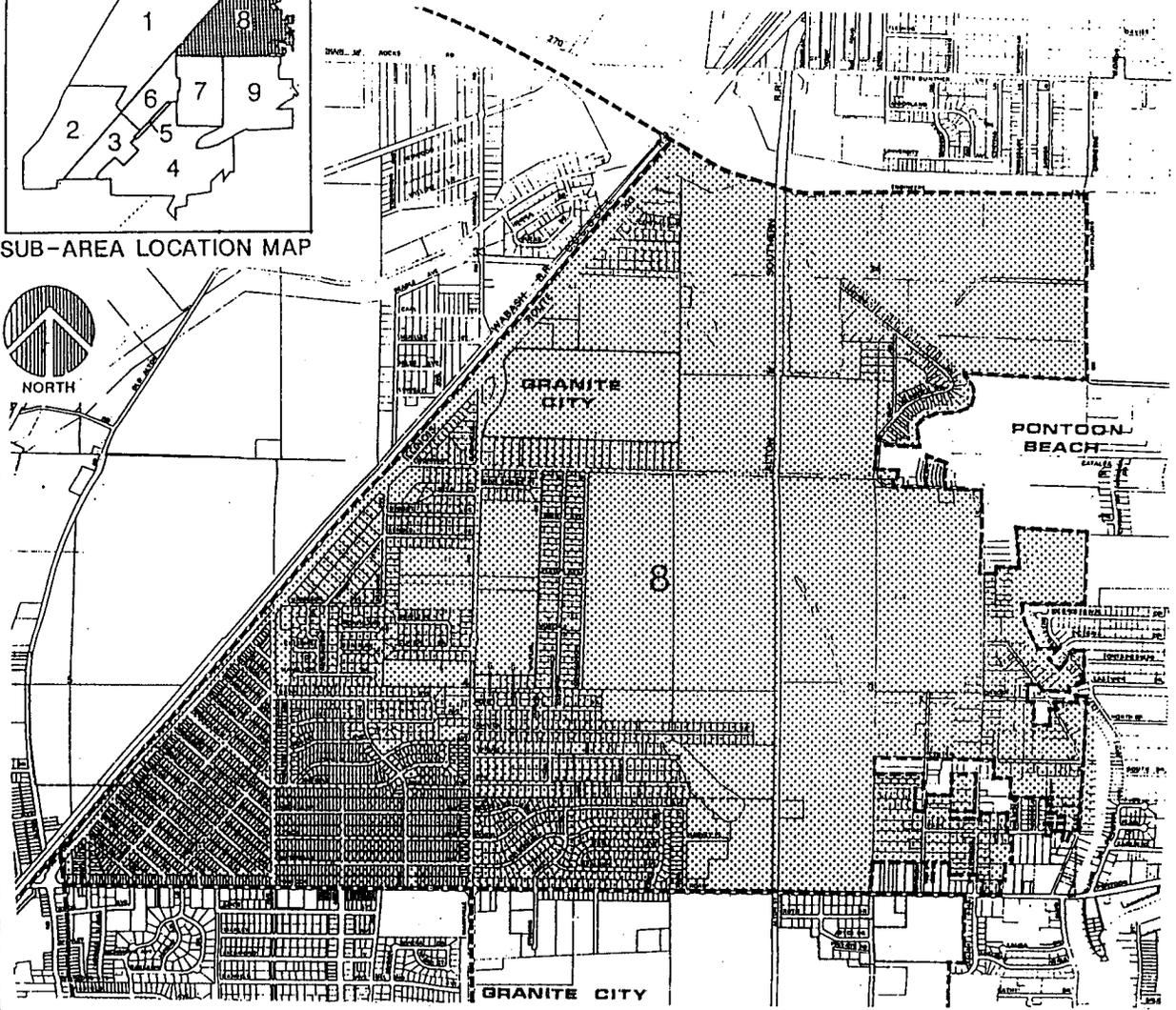
Being prone to flooding has left much of sub-area 8 undesirable for new development and in some cases is troublesome for existing residences. However, if approached with caution, there can be sound residential development with few problems. Obviously, standards would be employed that dictate stringent drainage improvement requirements including holding/retention ponds, runoff outflow and channelization, and fill grading to elevate lower sites. Individual structures should and are designed without basements. A design without basements is characteristic of high density residential concentrations such as the Pontoon Plaza Apartments but when discouraged from single-family developments should allow for a concomitant increase in the gross floor area of the structure to make up the difference in potential living area. Although, definite plans have not been forthcoming, drainage improvements should conform to the 1961 Sheppard, Morgan, and Schwaab report recommendations. The City has already paid for this extensive study. Few improvements identified in the study have been constructed and the surface drainage problem still exists. The major change in the intervening period is the cost increase of implementation. The U.S. Army Corps of Engineers is studying two proposals to improve drainage in the area.

# GRANITE CITY, ILLINOIS

## SUB-AREA #8



SUB-AREA LOCATION MAP



### FUTURE LAND USE

#### LEGEND

-  Residential
-  Commercial
-  Industrial
-  Recreational

Prepared by



Some form of drainage channel is expected to be proposed. The alternatives are open channel, enclosed gravity drain, or force main. The expected alignment parallels the Alton and Southern Railroad tracks terminating with an outfall into Horseshoe Lake. In terms of land use the worst case is an open channel. It would require the most right-of-way area and require the most visible structures such as protective fencing. The drainage system is also expected to handle the discharge of the planned 60 well project to lower the area water table. Since the timing of the Corps' channel project is unknown, the City is studying the costs and design of their own channel project. This study will provide reasonable estimates of the area required to be kept free of development. Coordination between the Public Works Department and Plan Commission will allow orderly development to include the possible reduction of overall project costs by obtaining right-of-way dedications as a condition for adjacent development. In the case of the Corps constructing the drainage project, it will still require funding participation by the City. Any land in the project area controlled/owned by the City can be used as part of the City's funding participation which would reduce the financial impact on the City while concurrently demonstrating the City's desire to see such a project constructed.

A possible road improvement concerns upgrading Wabash Road between Illinois Route 203 and Johnson Road in sub-area 8. An upgrade of the road surface along with the installation of curb and guttering could better facilitate increasing north-south traffic volumes expected to be generated by new development in sub-areas 8 and 9. The alignment of this proposed roadway corridor and improvements, however, must encounter an unlikely jog of Wabash Avenue at Miracle Avenue outside of the City. Without massive acquisitions to assemble sufficient right-of-way for a straight alignment of Wabash Avenue between Illinois Route 203 and Johnson Avenue, these proposed improvements will have to be adjusted accordingly.

## Sub-Area 9

### General Description

Sub-area 9 encompasses the southeastern extent of Granite City, east of Maryville Road between Pontoon and Horseshoe Lake Roads (State Aid 35). Much of the land is undeveloped and represents one of the directions for future growth particularly for residential development. Much of the undeveloped land has been annexed by the City. Two relatively small single-family subdivisions, two multi-family complexes (Parkside and Town & Country Apartments) Milton Worthen Park, Archer Daniels - Midland Company, and individual commercial, religious, and educational facilities are also within the corporate boundaries. A large portion of existing single-family residential development, however, has not been annexed into Granite City. These residences are served by the Madison County Sanitary Sewer Special Service Area No. 1.

## Plan for Sub-Area 9

The opportunity exists for significant residential development in sub-area 9 as shown on Plate 11. While somewhat limited by the borders of nearby Pontoon Beach, the amount of available land should accommodate the near-term future housing needs in this area of Granite City. Already, a substantial new development planned on the Engelke property at the eastern extent of the City was recently approved and its construction is underway. The development consists of 134 units of single-family residences, a senior center, and restaurant facilities all surrounded by an 18-hole Hale Irwin golf course.

Large-scale projects of this kind in sub-area 9 should be developed with flexibility in mind. By clustering development in non-flooding or elevated areas, the flooding problems that have been experienced in other subdivisions of Granite City can be avoided. Clustering enables the developer to build at least the same number of units permitted under the conventional zone district regulations or lesser area to avoid exacerbating drainage, wetland, and water table discharge systems. If drainage improvements still are necessary, they are easily incorporated into this concept by fulfilling aesthetic and open space requirements, or as in the case of the Engelke property development, satisfy outdoor recreational needs with the development of a golf course.

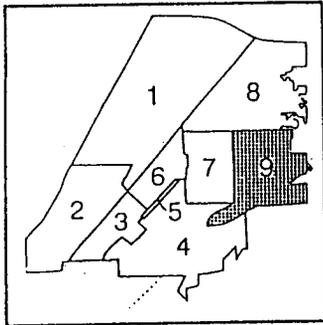
As the area develops, increasing pressure will be exerted upon the public services in order to satisfy new residents. Water and sewer capacity appear to be ample for even the highest levels of residential development. The existing street layout, however, may be insufficient to handle the higher traffic volumes that are generated by new development. Greater traffic volumes will compound the improper circulation imposed by obstacles such as existing development and at-grade railroad and street crossings.

Handling traffic volumes increases will require an upgrading and widening of selected streets and roads. Mockingbird Lane will become a principal north-south collector and will need to be widened, resurfaced and outfitted with curbs and gutters. Currently, east-west traffic circulation must meander through existing subdivisions to get from sub-area 9 to other sections of the community. Since existing development precludes a through east-west collector between Mockingbird Lane and Nameoki Road anywhere along Mockingbird Lane, an extension of St. Clair Avenue from Maryville Road to Mockingbird Lane will provide a direct connection between Mockingbird Lane and Nameoki Road. With this extension, a traffic signal will be required at St. Clair Avenue and its intersection with Maryville Road. The intersection of Maryville Road and Pontoon Road currently contains a small commercial pocket of convenience retail and service establishments. Expansion of commercial uses would be detrimental to the residential character of the area and decrease the ability of Pontoon Road to carry the increased traffic volume of future residential development. As mentioned in the plans for sub-area 4, the location of an overpass facility across the Chicago and Northwestern Railroad tracks in sub-area 9 would ensure unobstructed access from this eastern gateway to the community.

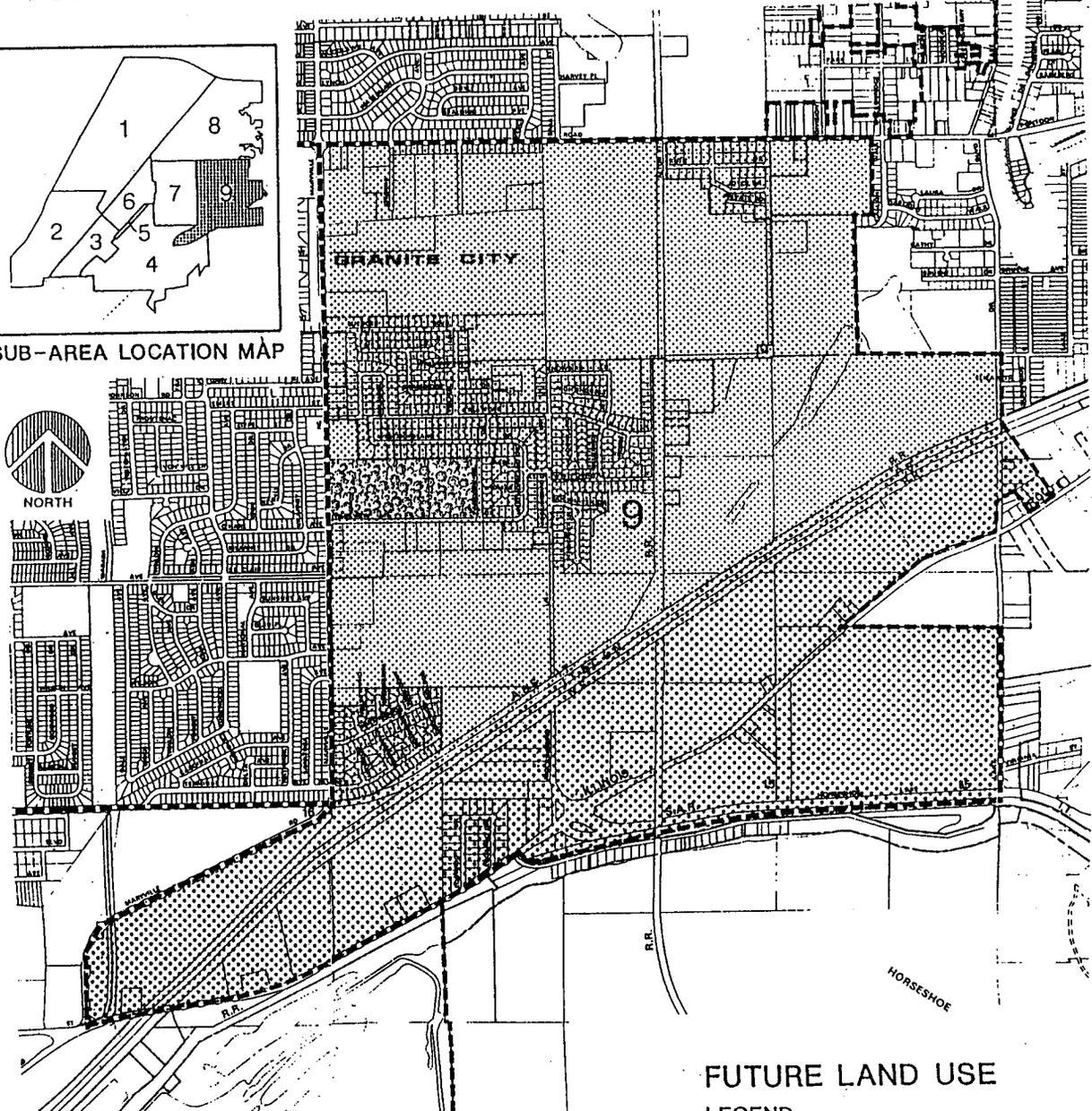
Commercial land uses are expected to continue along the Illinois Route 162 and Horseshoe Lake Road corridors. The types of commercial uses reflect more of the commercial type such as Carter Lumber, Lakeside Roofing Company, and Perigen Pools and Supply Center. Office commercial uses will also find this highway access attractive and are expected to increase.

# GRANITE CITY, ILLINOIS

## SUB-AREA #9



SUB-AREA LOCATION MAP



### FUTURE LAND USE LEGEND

-  Residential
-  Commercial
-  Industrial
-  Recreational

Prepared by

 **Juneau Associates, Inc.**  
CONSULTING ENGINEERS AND LAND SURVEYORS  
 2100 Sun Belt Square East, Suite 400  
 St. Louis, Missouri 63114

 **Campbell Design Group**  
Architects Engineers Planners  
 St. Louis, Missouri 63139

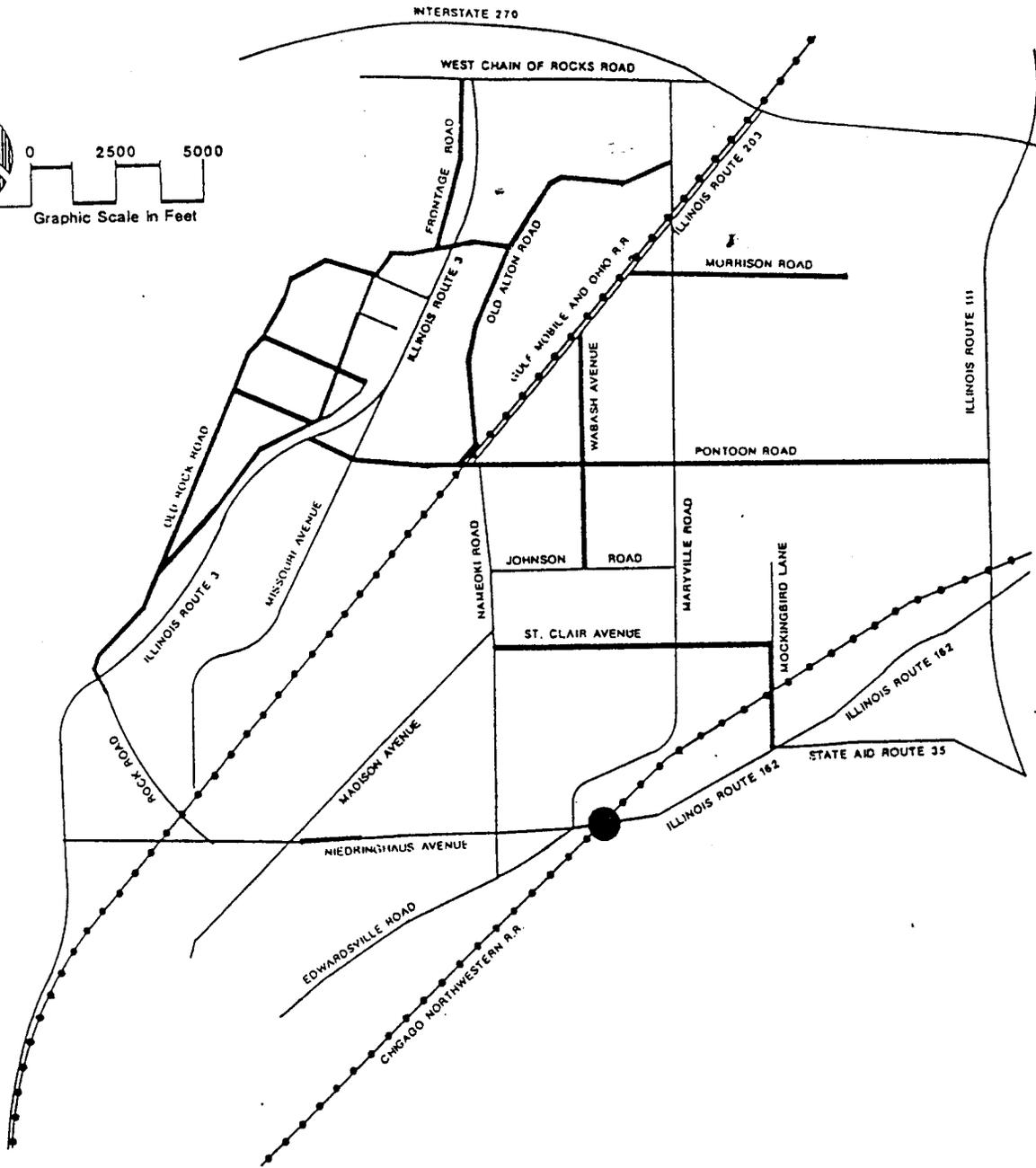
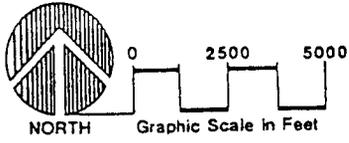
## **FUTURE IMPROVEMENTS**

Part of the recommendations in the Future Land Use Plan contain proposals for a number of physical improvements to the existing street and highway network and proposals for drainage and sewer facility improvements in each sub-area. This section serves to describe the project as categorized by type of improvement. The road and highway improvements are summarized as an exhibit shown on Plate 12. The sequence as they are described here are not intended to imply a construction sequence or priority rating.

### **Traffic and Circulation**

#### **Frontage Road and Internal Street Network**

These facility improvements make up the cornerstone of future commercial and industrial development for the entire area west of Illinois Route 3. While road access to interior lots is paramount, a frontage road is seen as a way to enhance the carrying capacity of the arterial highway by relieving it of short trips made between future developments on the west side of the highway. The frontage road connects with the existing Industrial Drive of the Northgate Business and Industrial Park as a segment of this proposed roadway. The Rock Road, West Pontoon Road, Schaeffer Road, and Chain of Rocks Road intersections are expected to be improved to connect the frontage road with Illinois Route 3. The entire mileage of the frontage road is 4.0 miles with an additional 3.52 miles of roadway that make up the remainder of the internal street system. Except for the Industrial Drive segment, the frontage road will be an entirely new alignment. Existing West Pontoon Road (west of Illinois Route 3), Old Rock Road (up to Levee Road), and the Schaeffer, West Pontoon, and Rock Road intersections will all require extensive upgrading to modify them to an improved status. The frontage and upgraded roads are proposed as two lanes with 12 foot widths per lane with curb and gutter. The improved intersections are recommended to have at least one lane reserved for either left or right turning movements. To estimate costs of road construction, \$1 million for new construction and \$700,000 for upgrading existing roads per mile was considered reasonable for these general purposes. Therefore, the estimated cost for the new road construction in sub-area 1 is \$4.11 million. The estimated cost of upgrading the existing road surfaces to the outlined specifications is \$2.39 million. The total estimated cost using these calculations for road improvements to support commercial and industrial development west of Illinois Route 3 is approximately \$6.5 million.



## PROPOSED ROAD AND HIGHWAY IMPROVEMENTS

Prepared by



Juneau Associates, Inc.

CONSULTING ENGINEERS AND LAND SURVEYORS  
2100 Olive Street, St. Louis, Missouri 63103  
636-477-1400



Campbell Design Group

Architects Engineers Planners  
St. Louis, Missouri 63139

### LEGEND

-  Proposed Improvement
-  Existing Roads
-  Proposed Overpass

### Old Alton Road

To support the future residential development planned for the area between Illinois Route 3 and 203, Old Alton Road is recommended for resurfacing with sufficient grading. It would be too early to prescribe curb and gutters along its entire length because an indeterminate number of local access streets, collectors or driveways could be built. To improve access into this area will require sufficient intersection improvements at its Schaeffer and Maryville Road intersection. The Schaeffer Road intersection will require a crossing of the Norfolk and Southern Railroad tracks which is higher than the road. Including the short segment of Schaeffer Road between Illinois Route 3 and Old Alton Road, the mileage of these roadways is roughly 2.6 miles. Because of the length involved, the road improvement could be split into two phases: the first, being the road resurfacing and regrading of Old Alton Road connecting Maryville Road to Illinois Route 3; the second, from the Schaeffer Road intersection to West Pontoon Road. Since the road improvements would be quite substantial, the estimated cost to upgrade Old Alton and Schaeffer Road east of Illinois Route 3 is \$2.6 million using the \$1 million per mile construction figure. The finished roadway will be a concrete, two-lane, 24 foot wide surface. While the costs for upgrading the Old Alton Road are provided, there is no time schedule envisioned for its construction.

### Morrison Road

As development spreads out in a northeasterly direction, Morrison Road will increasingly become important as a east-west route between Illinois Route 111 and 203. Currently, maintained by Nameoki Township, Madison County, and the Village of Pontoon Beach along various sections of its length, the road surface one day will require upgrading to at least two lanes with 12 foot wide lanes. The length of this road segment is 1.23 miles, therefore, the estimated cost to upgrade this road segment to serve future residential development in this area is \$861,000.

### Wabash Avenue

It is proposed that Wabash Avenue be improved between Illinois Route 203 and Johnson Avenue. While Maryville Road and Nameoki Road will continue to serve as principal north-south arterials in this part of the community, Wabash Avenue should be upgraded to similar standards to serve as an interior residential collector. The entire length of this segment of Wabash Avenue is 1.25 miles. The northern 2,500 feet of Wabash Avenue to Miracle Avenue is narrow and is outside of the Granite City city limits. Continuing south, the road surface of Wabash gets wider to the east within the city limits continuing on a straight alignment south to Johnson Road.

Improvement to uniform standards along this entire alignment of Wabash Avenue would require widening of the north 2,500 feet of the road. This improvement therefore would involve property acquisition for the additional right-of-way needed along the east side of the alignment. While widening the street may not be necessary to improve the 2,500 feet of Wabash Avenue north of Miracle Avenue, this jog in the road could become a hindrance to efficient north-south traffic flow on this corridor.

South of Pontoon Road, Wabash Avenue is divided by a wide grass median to Johnson Road. The entire length of this segment does not have curb or gutter. On-street parking is on the gravel or dirt shoulders adjacent to the road surface. Resurfacing the entire length of this segment of Wabash Avenue is perhaps the most important treatment for the roadway. This is estimated to cost \$400,000. Provisions of curb and gutter while maintaining on-street parking lanes on Wabash Avenue is preferred at least from Miracle Avenue to Johnson Road. Finally, acquiring sufficient right-of-way from the adjacent landowners to the east to make an entirely uniform width and improved surface between Illinois Route 203 and Johnson Road would add substantial costs to improving this length of Wabash Avenue.

### Pontoon Road

Plans are currently being prepared to upgrade Pontoon Road from Nameoki Road to Illinois Route 111. Through intergovernmental agreements, the various local government (townships, county municipalities) have decided on the improvement of Pontoon Road by widening it to four lanes. District 8 of the Illinois Department of Transportation has already programmed the improvement of Pontoon Road between Illinois Route 111 and the Alton and Southern Railroad tracks in its 5-year programmed project schedule. The total expected cost is estimated to be \$2.45 million.

### Nameoki Road

The segment between Pontoon Road and Johnson Road in front of the Crossroads Center, American Village, Nameoki Shopping Center and other retail outlets carries the largest traffic volumes in the Granite City area. Conversely, it experiences the most congestion. The Illinois Department of Transportation who has maintenance jurisdiction has programmed the upgrading of this section of Nameoki Road to a four 11-foot lanes with bi-directional turn lane, modernized intersections and a system for signal timing progression. Construction to complete this project is planned to begin during spring 1990 and be completed within 18 months. The project is estimated to cost \$1.5 million.

### St. Clair Avenue

The existing St. Clair Avenue alignment is just over one mile in length from Nameoki Road to Maryville Road. To facilitate east-west traffic movement in the south-central extent of Granite City requires the upgrading of this existing through street. This will entail resurfacing and curb and gutter. The eastern portion of St. Clair Avenue between Willow and Maryville Road is divided by a landscaped section of median, therefore, the improvements need to be duplicated for the other lane. As residential development spreads further east, an extension of St. Clair Avenue from Maryville Road to Mockingbird Lane will form a critical link in the overall transportation network. Currently, traffic must meander through neighborhoods on several local streets because there is no direct east-west connection between Mockingbird Lane and Nameoki Road except for the two arterials, Pontoon and Edwardsville Roads. To provide a central corridor between these two arterials inevitably will require the sufficient widening of St. Clair Avenue since it is narrower near its intersection with Nameoki Road. Cost of construction for a new segment between Maryville Road and Mockingbird Lane will be approximately \$510,000. Upgrading the existing segment including the lanes divided by the median would approach \$1 million.

### Mockingbird Lane

The road surface for this street will require upgrading as development and traffic volumes increase in the area. As the easternmost entrance to the Granite City area, improvements to widen to two lanes at a 24 feet width with curb and gutter at least up to St. Clair Avenue will delineate an important access route to the community. The length of this segment is 0.47 miles at an approximated improvement cost of \$330,000.

### East 23rd Street

Connecting East 23rd Street to Niedinghaus Avenue has been proposed in earlier plans and studies. The importance of considering this connection is renewed with the recent completion of I-255 east of Granite City. While it is difficult to predict with accuracy the economic impact the access this connection affords downtown Granite City, it is vital to any effort to revive/maintain the CBD. Although short in length, the existing residential property make the project very expensive. To establish the justification and obtain funding support from State sources, a detailed corridor study from I-255 to Illinois Route 3 should be undertaken by the City. The study should incorporate previous report recommendations, TIF plan and projects, Enterprise Zone plan, and the long range goal for City traffic circulation and control.

### Edwardsville Road Overpass

Although the high cost of overpass facilities has prevented such road crossings of railroad tracks from being feasible at many other locations in the community, an Edwardsville Road (Illinois Route 162) overpass proposed at the Chicago and Northwestern Railroad tracks just east of the Maryville Road/23rd Street intersection is expected to save considerable losses from road traffic delays and accidents, and reduce general inconvenience and annoyance to the public. An overpass with appropriate grade separation and access structures is estimated to cost \$1.5 million.

### Other Road and Highway Improvements

Although not in Granite City, certain road and highway improvements would have a direct or indirect impact upon the City. Among them is the continued effort to get Illinois Route 3 extended to connect with Illinois Route 3 in Sauget. Recently IDOT authorized a new study to consider this proposal, however, the costs to clean-up hazardous wastes expected to be found along this potential corridor could make such a project economically infeasible. Another major highway improvement is the eventual extension of I-255 to Alton known as FAP 413. Because it is such a large undertaking, the timing of final design and construction is very uncertain. Currently, it is the preliminary planning stages. While these projects would fall under District 8 jurisdiction, their economic benefits should prompt the City to actively encourage and promote their eventual construction.

### Circulation

While the preceding improvements invariably will improve the overall traffic circulation within the community by providing essential links and improving traffic flow, most of the improvements were formulated to accommodate the expected increase in traffic generated by new development. Traffic circulation in older sections of the community is controlled by a number of stop signs and signals, which at times, appears excessive for reasonable traffic flows. According to the goals and objectives workshop held with City officials, staff and residents, this concern was raised on more than one occasion.

Without doubt, the increase in automobile usage requires a certain level of traffic flow control. The most successful program, obviously is one of managing it or at least minimizing unreasonable excess in control. The following are just a few of the possible methods in traffic control techniques that even if they are currently implemented may require regular adjustments to meet changing needs.

**Signal Timing Progression:** On the thoroughfares serving large or many traffic generators, a number of traffic signals are usually erected in a relatively short distance at the major access points. To manage the large flow of traffic through the series of signals is sometimes best accomplished by sequencing the signals to allow a "platoon" of traffic to pass by. Known as signal timing progression, the timing and duration of signal cycles is controlled. Usually, more sophisticated traffic control equipment, such as computers, are desired to manage the complexity of traffic flow at signalized intersections in the community today. The Nameoki Road segment between Pontoon Road and Madison Avenue, which has the highest traffic volumes in the community, is expected to receive improvements to allow signal timing progression.

**Stop Signs:** Perhaps, the most common form of traffic control is the stop sign as either a two, three or four-way stop intersection. Perhaps, the most annoying form of traffic control to most motorists is the proliferation of stop signs; the extreme being one on every block or several times on a major thoroughfare. Stop signs on major thoroughfares such as Maryville Road should only be placed where there is a corresponding level of road importance. The areas of excessive stop sign usage occurs in the older areas in sub-areas 3 and 4. This may occur because of the higher incidence of one-way streets. In using one-way streets, an alternating pattern of stop signs should be devised so that one can drive uninterrupted for no less than two blocks. Cross traffic stop signs then occur every other block where there is uninterrupted flow on the through street. At the stop sign on the second block, cross traffic is allowed through. This pattern works best in grid systems that occur over large areas such as in sub-areas 3 and 4 in Granite City. Unfortunately, the pattern is broken in these areas by three-way stop signs at every intersection. Closer scrutiny using this technique may prove as a way to reduce the number of stop signs and improve overall traffic flow and circulation without creating any unsafe conditions.

**One-Way Streets:** The use of one-way streets in sub-area 3 has improved capacity on these streets. However, the alternating pattern of directional movement does not provide a smooth circulation of traffic around Wilson Park. Benton Street which currently allows only northbound travel and State Street only southbound movement should be reversed. This simplifies traffic circulation around the park by having southbound traffic turning right onto Fehling Road to Benton Street while northbound State Street would have a simple merge onto Johnson-Fehling Road. As it is northbound traffic on Benton Street must cross the flow of traffic on Johnson Fehling Road creating a conflict in turning movements. A simple reversal of the lane directions of these two streets and the alternating pattern of the others (if it is necessary to be consistent) would essentially eliminate this potentially unsafe condition and help to streamline the flow of traffic around Wilson Park.

**Parking Restriction:** Another restriction to efficient traffic flow, especially on narrower streets is on-street parking on both sides of the street. While creating enough width on local streets to maintain two lanes of traffic and two lanes of parking is unnecessary and virtually impossible in older sections of the City, traffic flow can be improved by restricting on-street parking. Removal of all on-street parking is unrealistic therefore a compromise must be reached. A safety information program can be developed culminating in targeted neighborhood meetings to solicit resident input. The consensus established between traffic flow, safety, and residential convenience will provide the basis for a workable (enforceable) compromise with an expected minor investment in signage. From the City's point of view, access by emergency vehicles must be emphasized. No system of parking restrictions will be effective without resident cooperation and general agreement with its necessary purpose.

### Curbs and Gutters

Streets in Granite City that were observed not having any form of curb and guttering were inventoried. These streets and their locations are provided in an appendix at the end of this report so that they may be incorporated into an annual capital improvement program.

### Drainage

Shown on Plate 13 are the existing and proposed storm water channels to provide main drainage outlets. A Report on Storm Water Relief Sewers for Granite City dated May 18, 1961 recommended an upgrade of the existing drainage channel known as the Nameoki Drainage Ditch and construction of proposed ditches to drain the areas outside the City limits.

The report also recommended major storm water relief sewers be constructed in the developed areas of Granite City to reduce area flooding. With the exception of two areas in Granite City, the recommended storm sewer system has not been constructed. Without an adequate storm sewer system, provisions for handling the water with retention basins must be considered in any development plans.

For future drainage requirements consideration should be given to shallow ponding in park areas including the preservation of natural channels with adjacent strips of land reserved for overflow where occasional accumulations of water will not be harmful. If no natural ponding areas exist which can be reserved, retention ponds will have to be constructed. It is recommended that shallow holding ponds with gradual side slopes be designed for ease of maintenance and appearance. However, the mitigation requirements for stormwater control are specific to the development proposed. A process of professional engineering review by either City staff or consultant is required to insure that the problem is thoroughly addressed prior to approval. The cost of the review is normally incorporated into the filing fee requirement of the developer.

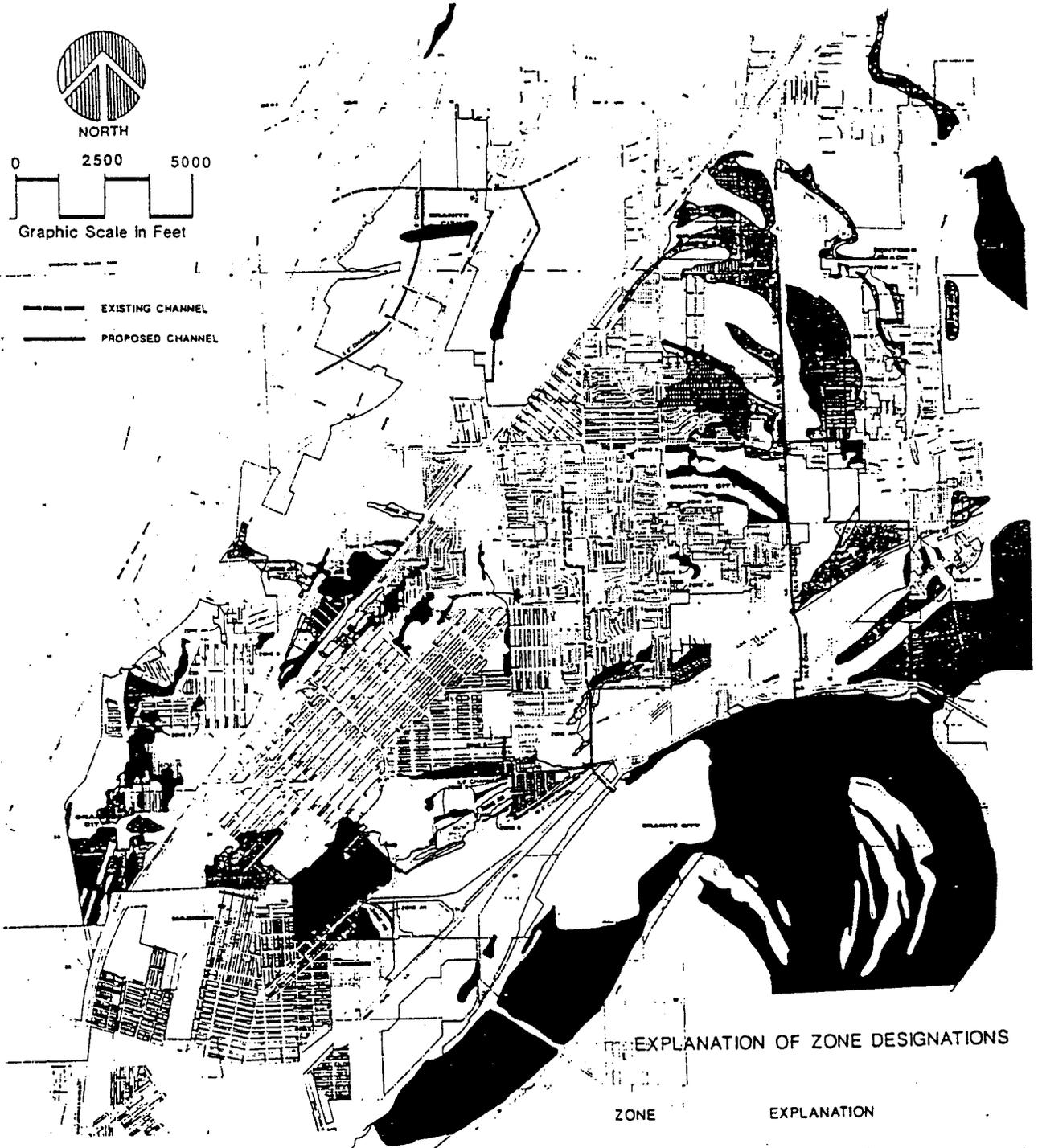


NORTH

0 2500 5000

Graphic Scale in Feet

--- EXISTING CHANNEL  
— PROPOSED CHANNEL



EXPLANATION OF ZONE DESIGNATIONS

ZONE EXPLANATION

ZONE	EXPLANATION
A	Areas of 100-year flood; base flood elevations and hazard factors not determined.
AH	Areas of 100-year shallow flooding where depths are between one (1) and three (3) feet; base flood elevations are shown, but no flood hazard factors are determined.
B	Areas between limits of the 100-year flood and 500-year flood; or certain areas subject to 100-year flooding with average depths less than one (1) foot or where the contributing drainage area is less than one square mile; or areas protected by levees from the base flood.
C	Areas of minimal flooding. (No Shading)

PROPOSED DRAINAGE IMPROVEMENTS AND 100 YEAR FLOOD BOUNDARY

Prepared by



Juneau Associates, Inc.

CIVIL ENGINEERS AND ARCHITECTS  
7000 South Brentwood Blvd., Suite 200  
St. Louis, MO 63119



Campbell Design Group

Architects Engineers Planners  
St. Louis, Missouri 63139

To provide a comprehensive area-wide drainage system, however, will involve the acquisition or reservation of adequate easements or right-of-way for the proposed drainage channels shown on Plate 13. Fortunately, no development has occurred in these proposed locations to preclude their construction. The City and County should not approve any subdivision plat that proposes improvements within the proposed drainage channel areas. At the time the City, County, special taxing districts or U.S. Army Corps of Engineers is ready to begin construction of a channel, a sufficient drainage easement (minimum 100 feet for an 8 foot channel and 3:1 slope ratio and 15 foot access ways) will have been reserved. Approval of subdivision plats adjacent to the areas recommended for proposed drainage channels should only occur if the developer has adequately provided for the City's needs in accordance with this drainage plan. In the event that the final drainage structure is a form of enclosed drain or force main, the accumulated easements can contribute to the City's cost share of the project and any access either be land banked for park and recreation or used to provide negotiated amenities from adjacent developers.

## Water and Sewer

### Water Supply

The City of Granite City is amply supplied with filtered and purified water from the Illinois American Water Company. The raw water intake is located approximately six (6) miles above the Granite City Outlet Sewer near the east bank of the Mississippi River. The untreated water is pumped to a filtration and purification plant located at 23rd and 25th Streets east of Logan Street. Satisfactory pressures are maintained and an adequate supply is available at all times. The Illinois American Water System serving Granite City has the ability to produce in excess of 70 million gallons per day.

Improvements planned for 1990 by the Water Company are an eighteen (18) inch water main to be constructed along the south side of Pontoon Road from Nameoki Road eastwardly to Franklin Avenue, and a twelve (12) inch water main to be constructed along the south side of 27th Street from Madison Avenue, under Washington Avenue, and continuing along the south side of 27th Street to Nameoki.

### Storm Sewer Collection

Combined sewers serve what can be referred to as the Old Town sewer system. This is generally the area of the City west of Nameoki Road. The combined sewer system in Granite City was studied and a report written in 1961 entitled A Report on Storm Water Relief Sewers. The report determined that the storm water drainage facilities in Granite City were inadequate to meet the needs of the City and to provide for future expansion.

The report recommended a comprehensive drainage plan for the Granite City Area. Two parts of the recommended plan were followed and storm sewers were constructed to serve the area bounded by 22nd Street on the south, the Wabash Railroad yard on the west, 27th Street to the north, and 23rd Street on the east. Surface water drainage problems still remain in the other parts of the community.

Outside the area served by the combined sewer system the major storm sewer system which exists is the Nameoki Ditch and tributary sewers. No significant storm water improvements outside the improvements described above in Old Town have been constructed. The storm sewer system which existed then and now is inadequate to service the community needs.

Due to the cost associated with construction of storm sewers of adequate size to serve new development, the City is accepting the construction of storm water retention basins as an interim solution. A storm water retention basin is a facility designed to reduce the peak rate storm water discharge and release the storm water at a controlled rate of flow within the capacity of the downstream sewer system. Landscaping of the basins negotiated during the development review can make them attractive amenities in addition to their drainage control function.

### Wastewater Treatment

The City of Granite City shares their treatment facility with the Village of Glen Carbon, the Metro East Sanitary Sewer District, and Madison County Sanitary Sewer Special Service Area No. 1 due to an Intergovernmental Agreement between the participants. The plant, when all participants are fully connected to the system, is projected to be operating at approximately one half its design capacity of 23.5 million gallons per day.

The plant's peak operating is rated at 34 million gallons per day. The plant is also equipped with a combined sewer overflow facility to receive an additional 196 million gallons per day flow during wet weather. The wastewater plant capacity presently exceeds the projected needs of the community. The plant was designed when many industries were operating in Granite City which discharged large volumes of wastewater. Many of these industries have since closed. Granite City Steel has constructed their own wastewater treatment facility.

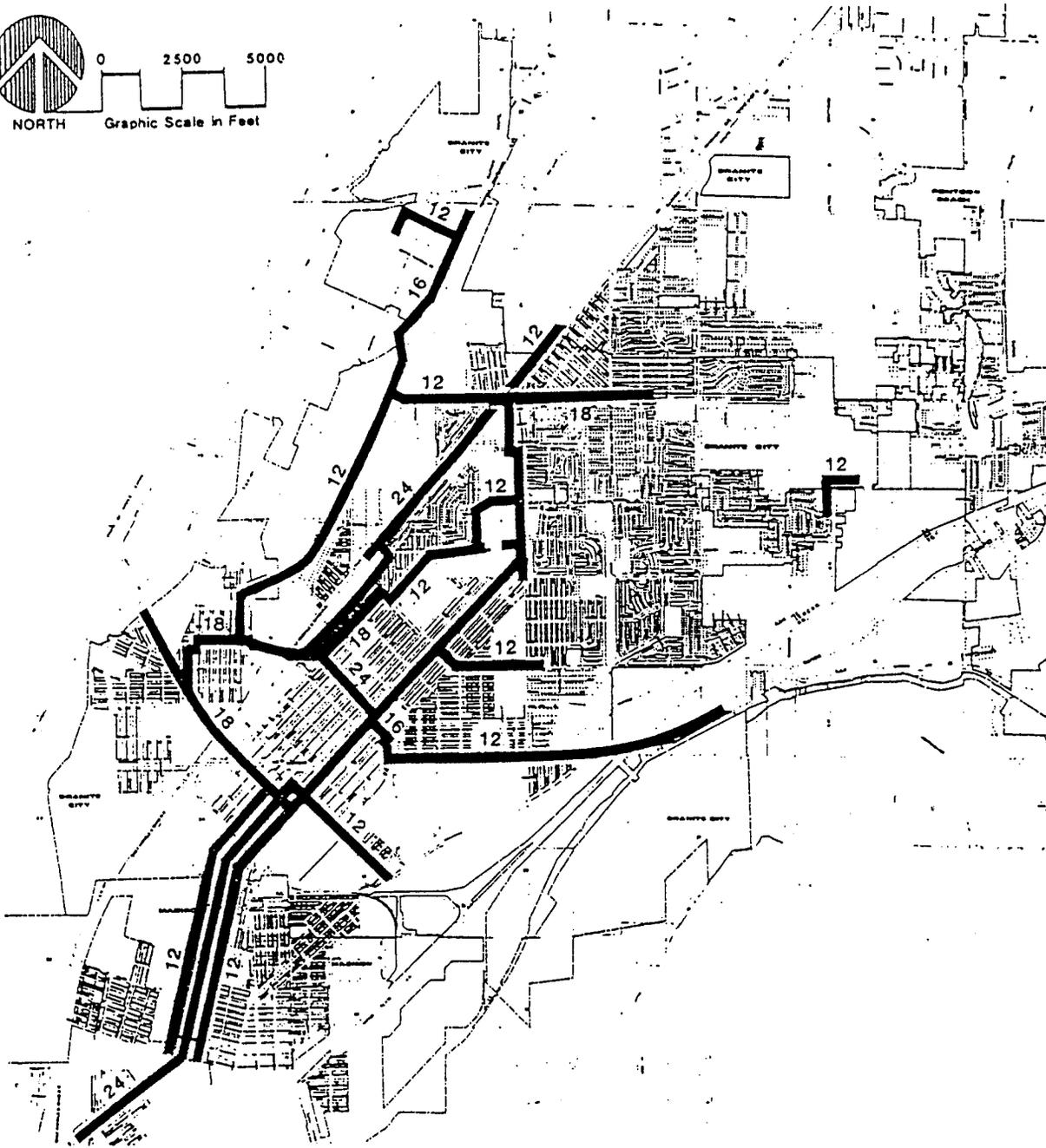
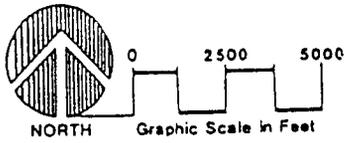
### Sanitary Sewer Collection System

At the present time, sewage is collected by the existing combined sewer system serving the older part of Granite City and by the separate sanitary sewers in the Nameoki Area, the latter being connected to the combined sewers by means of pumping stations. The collected sewage and industrial wastes are discharged into the Mississippi River after treatment at the Granite City Regional Wastewater Treatment Plant.

The sewers in the Old Town consist primarily of 12 inch through 108 inch diameter sewers that receive stormwater runoff as well as the discharge of sanitary wastewater. Separate sanitary sewers were constructed in the Nameoki Area in 1954. Separation of sanitary wastes from storm water was required by the State of Illinois at that time.

Numerous sewer failures have occurred within the Nameoki Sewer System due to a rising groundwater table. The cost encountered by the City in making repairs to the Nameoki Area sewers has been substantial. A study known as the Nameoki Area Sewer System Rehabilitation Study written in 1986 defines the reason for the sewer failures, and recommends methods of rehabilitation. The ability to expand the Nameoki Sewer System is limited to the capacity of the sewers and the infiltration-inflow problems resulting from sewer failures. This problem is being addressed through a program to reline major elements of the system. The work is accomplished without extensive excavation and service downtime. When completed the program will significantly reduce infiltration and inflow while increasing the carrying capacity of the system. Additionally, a natural scouring will occur in the Old Town system which, coupled with a clean out program, will enhance the capacity of that system. The program has the possibility of forestalling the requirement to construct a separated sewer system west of Nameoki Road until well into the next century.

The Madison County Sanitary Sewer Special Service Area No. 1 was established in 1978 to serve the developed areas outside of the City of Granite City. This sanitary sewerage system consists of sewers ranging in size from 8 inches to 36 inches in diameter, and includes approximately fifty sewage pumping stations. The entire system was constructed above the average groundwater table.



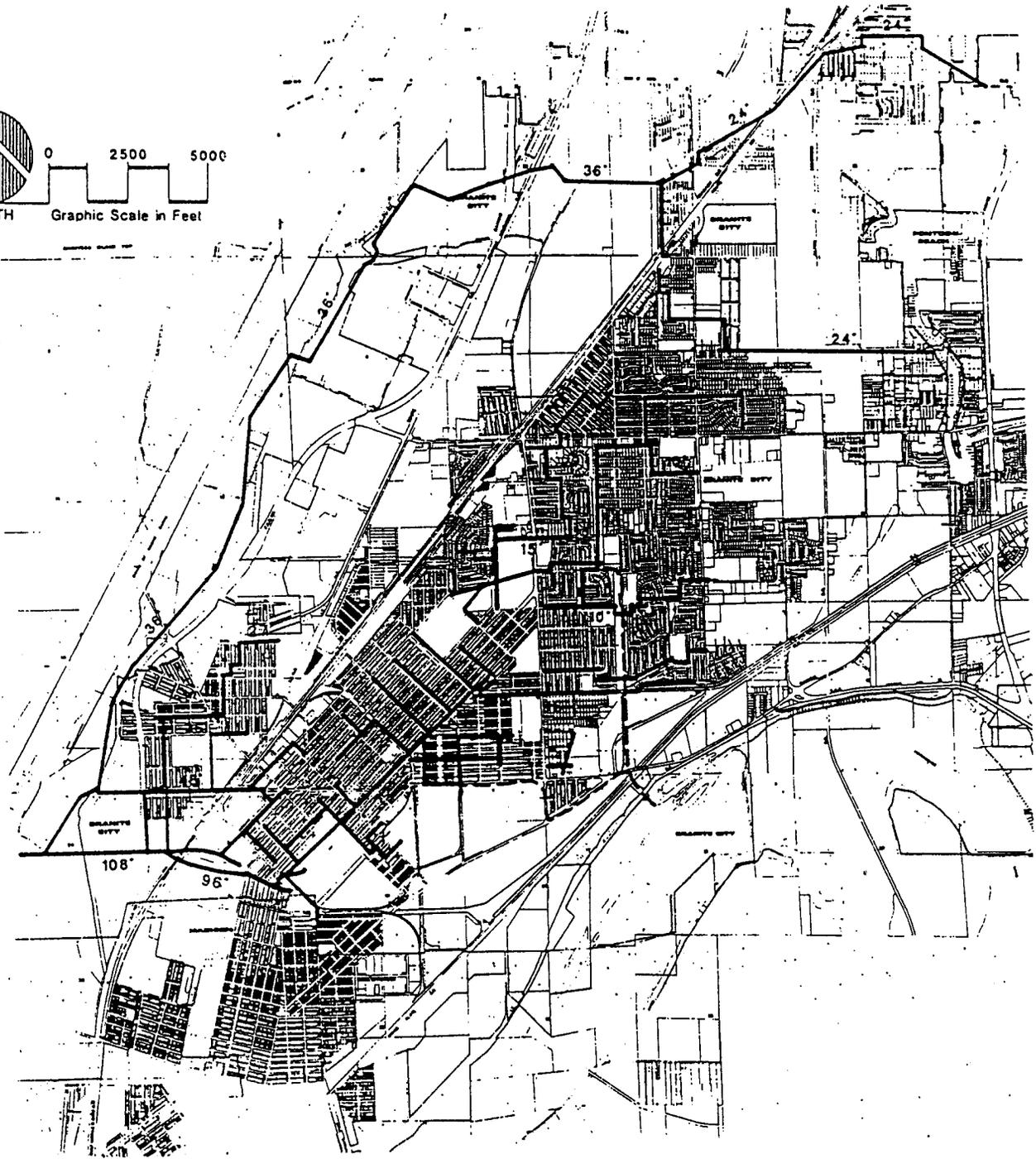
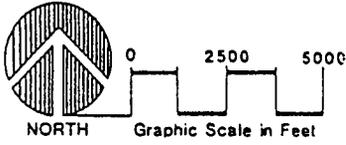
## EXISTING WATER MAINS 12" AND LARGER

Prepared by



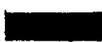
### LEGEND

— Existing Water Mains  
12" And Larger



## EXISTING SEWER MAINS

### LEGEND

-  Combined Storm And Sanitary Sewers
-  Storm Water Retention Ponds
-  Open Ditch

Prepared by



**Juneau Associates, Inc.**

CORPORATE ENGINEERS AND ARCHITECTS

7100 Shaw Street, Granite City, Missouri 63040

PH 636-871-1000



**Campbell Design Group**

Architects Engineers Planners

St. Louis, Missouri 63139

## IMPLEMENTATION

As has been stated previously in this document, the community planning process is a continuing effort primarily due to the dynamic nature of any municipality. The Plan Commission can only take a short rest to savor the completion of the task of providing a plan to the City before it must begin in the more involved and lengthy effort of using the parameters of the plan to guide the day-to-day decisions to accomplish the long range goals of greater economic activity, enhanced tax revenues, and an improved quality of life.

The first activity to be accomplished is to inform the residents of the City of the contents of the plan. The action goes far beyond the statutory requirements for public hearings for adoption of the plan by the City Board of Alderman. Initially it will involve an internal consensus of the Plan Commission as to the policy direction incorporated in the plan. The next step is to review every action before the Plan Commission for compliance with that consensus. Recommendations to the Board of Alderman should cite the level of compliance with the plan as a basis for approval or denial. The end result of this activity is that plan guidance is continually established as the underlying pattern for land use issue resolution. It removes the challenge of arbitrary and capricious decisions for Commission recommendations and subsequent Aldermanic action. The public nature of these actions informs the City of the plan and its use. As a side effect, media accounts of Plan Commission and Aldermanic actions will contain references to the cited plan elements further informing residents of the plan and its use.

The Plan Commission thus becomes the City's expert resource for plan contents and guidance. The Commission should consider making themselves available to interested civic groups, neighborhood organizations, media representatives, or any other appropriate forum to further educate the citizens of the plan and its purpose. The resulting extensive familiarity of the Plan Commission with the plan guarantees that the Commission members are in a position to recognize in a proactive manner when economic, political, and physical conditions change to a degree requiring revisions to the plan guidance.

The second activity is to review the existing land use regulations, primarily the Zoning Ordinance and Subdivision Ordinance and amend them to conform to the policy stated in the Comprehensive Development Plan. The cumulative nature of the existing zoning ordinance is not longer conducive to the protection of the quality of life residents have come to expect nor does it provide an adequate level of comfort to an industry considering a range of investment/growth scenarios. Permitted and non-permitted uses for each zoning district are a minimum amendment consideration. A comprehensive sign ordinance, either free standing or as a section of the zoning ordinance that recognizes the unique character of the various areas of the City is another consideration. The subdivision ordinance appears deficient in the area of the technical plan review. The Plan Commission should not be expected to be civil engineers, landscape architects, etc. Their goal is to obtain

quality, compatible development for Granite City. The technical details of drainage flow rates, sewer capacities, road profiles, etc., should be reviewed by a professional engineer with recommendations provided to the Commission. Either City staff or an outside consultant can perform this function. However, the time to accomplish the review, the fee schedule to defray the cost, and the submittal requirements and procedure should be included in the ordinance. The same requirements apply to only a slightly less degree of the Site Plan Approval section of the Special Use Permit section (Article 10) of the Zoning Ordinance.

The third activity is to expand upon the first. As the City's expert on the plan, the Commission must educate the City staff as to the direction of the plan. Procedures and activities of all City departments have an impact of varying degree upon the implementation of the goals and policy of the plan. For their actions to consistently support implementation they must be aware of what the plan says and how they can assist the implementation. Within the education effort, there must be a program for feedback. Feedback serves a dual purpose. It provides a means to check that understanding has been achieved while at the same time providing a means of receiving ideas to improve implementation of plan goals through the efforts of their departments.

The underlying purpose of the above actions is to provide broad based public support for the plan. A City with purpose and direction can obtain support for some of the hard decisions that will periodically arise because the goal of the decision has received general approval of the informed citizenry. The goals as currently stated or as modified through recognition of future requirements will carry over from one political administration to another because they become larger than one mayor, one or more aldermen, or any one appointed Plan Commission.

Critical to any development opportunity is the provision of adequate infrastructure in a timely manner. The implementation mechanism is a Capital Improvement Program. A significant level of City revenues are required just to maintain current service levels. Current problems cannot be a reason to defer or ignore long range planning. Rather, there must be a recognition of the additional effort required to accomplish both current maintenance and future projects simultaneously. Attached as an appendix is a discussion of the Capital Improvements Program purpose and process.

Without a Capital Improvement Program the City is annually faced with a herculean task of attempting to solve too many problems with too little money. The program and the plan together provide focus to City efforts to develop. Involvement of City staff, elected officials, and the general public in a common set of goals and actions can provide significant assistance in capturing a diverse range of funding opportunities. Instead of looking only to the Comptroller to provide numbers for next year's operating budget based on predictions of expected revenues, individuals and departments can be a source for information and opportunities for Federal and State revenue transfer programs. Special

interest and specific impact programs are generated by many different sources. The more individuals looking for opportunities increases the probability that the City will learn of them in time to proactively submit an appropriate application, plan, program, etc., to assist in the advancement of the goals of the Comprehensive Development Plan.

Underlying the previously discussed efforts is the requirement for communication. Open channels to and from City residents is a basic necessity. No development opportunity can be achieved without cost. Hard decisions regarding deferrals of funding for programs effecting certain sectors of the population or specific portions of the City will arise. While the greatest good for the greatest number is an often cited reason for governmental action, there is still that lesser number that is not benefited by the decision. Open communication of goals and objectives, while not providing immediate benefit, provides the environment of fair treatment that has shown to be acceptable to the general public. The requirement for communication extends beyond the existing and future City limits. Just as the economy of the City is affected by actions of the region, state, and nation, the development and growth of the City is affected by their actions. Two way communication with any and all elements of area municipalities, Madison County, regional organizations, State, and Federal agencies is an appropriate means of obtaining the necessary transfer of information to establish cooperation and support as opposed to misunderstanding and adversarial conditions. Included as an appendix is a limited inventory of implementation tools available to the City.

Plan Implementation also involves strategies to achieve the Future Land Uses and capture their contribution to the enhancement of Granite City.

### Residential Rehabilitation

The City contains an extensive inventory of aging housing stock. Either because of lack of interest or assets it is deteriorating. Increasing interest in improving the homes is an educational effort that benefits from City efforts in infrastructure improvements, landscaping programs, and consistent development decisions to maintain established neighborhoods. Increasing assets to improve the homes is primarily a function of leveraging Community Development Block Grant allocations into a low interest home improvement loan program. The size of the program is both a function of the amount of money that can be made available and the ability of the City to manage such a program.

## Residential Construction

Areas of the City providing opportunities for residential development have been identified. The infrastructure improvements estimated as necessary for that development has been addressed in very cursory terms. The infrastructure improvements should become elements of the Capital Improvements Program. Their priority and timing can be adjusted to take advantage of private investment or public funding opportunities that arise.

## Commercial Development

CBD revival is the goal of the existing TIF district. In order for that to succeed, other commercial development should be constrained to the areas currently containing commercial uses. Conversion of residences to commercial uses must be controlled through site plan review. If done within the parameters of the plan, challenges to individual actions can be significantly reduced. Until transportation and circulation improvements occur, there is not expected to be a significant increase of consumers. Therefore, the strategy should be to improve the mix of commercial/retail uses to provide a wider selection within existing areas while concurrently improving the appearance and convenience of the areas to consumers. Monitoring business activity and sales tax receipts will provide indicators of improvements in the City's "capture" rate of local consumer spendable income. Coupled with developer interest, the City can guide new development within the parameters of the plan.

## Industrial Construction

Granite City has and is expected to maintain a significant industrial base. Encouraging industrial investment and expansion is essentially providing the appropriate climate. Good schools, good homes, good shopping, and adequate recreation are a part of that climate that is maintained or improved through comprehensive City action. However, the multi-modal transportation assets of the area are a significant portion of that climate which will reduce flexibility of the location of industrial development. The provision of unencumbered land areas for industrial development is a primary effort of City actions. Cooperation with industry plans must include reservation of significant buffer areas to preserve the quality of life of adjacent uses. Again this is a function of site plan or project review. Both the aesthetics and technical details of any development must receive adequate review and recognition.

Attached as an appendix are a limited number of general planning principles. They are meant to be only a starting point and represent a very incomplete distillation of planning theory and practice.

## Summary

The Comprehensive Development Plan for the City of Granite City is a statement of policy. It represents an analysis of what it is without regard to why it is. It presents a synthesis of one possibility of what can be. It recommends some actions that will assist in achieving what can be. It does not forecast the future. It does not account for all possibilities. It does not dictate what should be. In final form, the plan represents the input and efforts of many people to a process that will require the input and effort of many more people. The underlying theme of the plan is that an outlook of cautious optimism is warranted for Granite City and that together the City can turn around the decline of the last two decades and regain its status as a leading employer of the region. It can build upon its industrial and transportation base and expand into the Future Urban Area in a controlled comprehensive manner. Granite City can be the City it wants to be.

## THE YEAR 2010 AND BEYOND

It is reasonable to assume continued growth in the Granite City area as the community restabilizes with the diversification of its manufacturing sector. New industrial and business parks occupy the area west of Illinois Route 3 taking advantage of the intermodal network of transportation facilities and the economic benefits of Foreign Trade Zone #31 offered by the nearby Tri-City Regional Port District. This area's attractiveness was recently bolstered by the connection of Illinois Route 3 from Granite City to Sauget and the massive bridge improvements to enhance the capacity and safety of the McKinley Bridge. Other transportation improvements have increased east-west access tremendously allowing for the convenient flow of traffic from residential areas on the east side of the community through to employment centers to the west.

New residential construction has filled in the undeveloped areas to the east and the attention has now focussed on higher quality homes to be built north of Pontoon Road. The attractiveness of this area for future residential subdivisions was aided by protection afforded by the recent completion of the drainage channel program. Fortunately, reservation of drainage easements since 1990 have preserved sufficient right-of-way to permit the U.S. Army Corps of Engineers to complete the project. This increase in residential activity has also spurred an active rehabilitation and renovation of aging residential structures over the last decade. The City is primarily responsible for this turn around after establishing a package of financial incentives, selective clearance and in-fill housing redevelopment, and public project to improve overall community appearance particularly in the older sections of the community.

This has improved the business climate of the central business district as evidenced by the increase in the number of small businesses and offices locating downtown. The increase in population surrounding the downtown area has expanded its clientele base. Redevelopment project financing has led to the creation of this region's first steel industry museum and technological center. The other major redevelopment area is slated to become a civic center by the year 2020.

Some projects, however, have not been attained since their incorporation in the 1990 Comprehensive Development Plan. Granite City with the support of neighboring communities is expected to approach the Bi-State Development Agency within the next couple of months concerning the proposed routing and adjustment of a Metro-Link line routing the area onto Edwardsville.

Similarly, the consortium of government and business leaders from the Tri-Cities Area will once again approach the Illinois Department of Transportation regarding the overpass facility on Edwardsville Road. The emphasis is on timeliness as Granite City gears up its promotional efforts expanding the marketability, accessibility and proximity to I-255 and its recent extension (previously known as FAP 413) to the Alton area. This corridor is fast becoming the major transportation link between Madison and St. Clair Counties.

It is difficult to predict what the next 20 years will bring for Granite City. Already it has attained many of the goals outlined in the 1990 Comprehensive Development Plan prepared 20 years ago. Still, there is much work to be done and issues to be resolved. These topics surround proposed large commercial development at the I-270 interchanges and annexation by Granite City north of I-270.

While continual review and updating of the planning process have kept the 1990 Comprehensive Development Plan relevant for the most part during the last 20 years, with changing conditions, it may be time once again for the City to undertake the formulation of a new comprehensive plan to lead it to the year 2030.

## APPENDIX A

### GOALS AND OBJECTIVES

This appendix presents a series of goal and objective statements that are intended to provide general direction to City officials when making decisions concerning the future growth and development of Granite City. The statements address issues that are considered important and desirable by the Plan Commission, other City officials, and the general public. Input for this appendix was received from local officials, City staff, and areas residents at a Goals Formulation Workshop held at the Granite City Township Office Building on January 16, 1989.

#### Housing and Residential Areas

Goal: Continue to provide decent and affordable housing alternatives for current and future residents of Granite City.

Objectives:

- Encourage in-fill residential development at a consistent or compatible density to the surrounding residential densities.
- Explore the redevelopment possibilities for residential uses from clearing those existing residential structures identified to be dilapidated and beyond saving.
- Explore the possibilities of adaptive re-use of non-residential buildings for residential purposes.
- Annex contiguous tracts of undeveloped land for new residential development.
- Promote higher density housing in and around downtown Granite City.
- Encourage diversity in housing styles, density, and arrangement.
- Ensure the adequate provision of public facilities such as sewers and streets and/or maintain a continual program of replacement or rehabilitation of aging systems and the upgrading of inadequate facilities.

- Encourage the upgrading and rehabilitation of deteriorated housing in older sections of the City.
- Support the activities of the Downtown Neighborhood Restoration Society.

Goal: To protect existing and future residential areas from harmful or disruptive impacts.

Objectives:

- Provide separation and/or buffers between non-residential and residential uses.
- Restrict any further non-residential development in residential areas other than along major thoroughfares.
- Identify dilapidated and derelict residential structures that can be cleared for possible residential redevelopment.
- Strictly enforce City adopted codes affecting housing and residential appearance.
- Closely coordinate with the Madison County Maps and Plats Department on the filing of subdivision plats for proposed developments in the unincorporated areas within the City's one and one-half mile extraterritorial boundaries. This is to ensure that new development complies with the standards set forth in the Granite City subdivision regulations for possible future annexation.
- Reserve adequate easements for future drainage channels that will make flood prone land more suitable for potential development and protect existing and future development from possible flooding.
- Eliminate or reduce land use conflicts which negatively affect housing.
- Promote security and tranquility within residential subdivisions by encouraging an internal street system of loop streets, cul-de-sacs and limited access to prevent through traffic.
- Home occupations should not create offensive levels of traffic, noise, smoke or odors.

## Commercial Areas

Goal: Encourage the expansion and strengthening of existing commercial areas and the development of new identifiable business areas at locations along major thoroughfares.

### Objectives:

- Promote and attract new commercial uses to the market area.
- Encourage the assemblage of several individual commercial lots to consolidate establishments on one site thus reducing the incidence of curb cuts and other points of access.
- Direct commercial enterprises to established areas and corridors of commercial activity. Areas for new commercial development are defined on the Future Land Use Plan Map.
- Develop and enforce a property maintenance code for commercial buildings
- Encourage a unifying theme for strips or concentrations of individual commercial establishments with landscaping, facades, and signage or consolidating parking areas and linking stores with an internal street network.

Goal: Incorporate appropriate measures/standards to minimize adverse impacts of commercial uses on surrounding properties.

### Objectives:

- Incorporate sufficient standards in the land regulatory devices to ensure adequate buffers of either natural or man-made materials.
- Provide necessary infrastructure to control or retain stormwater run-off from large buildings and parking areas.
- Explore possibility of relocating utility lines from the frontage to alleyways to improve appearance of commercial areas.
- Resist zoning undeveloped land without development proposals.

Goal: The central business district should continue to be a viable center for the community.

Objectives:

- Strengthen downtown's position by encouraging the development of office, financial, governmental, medical, institutional, and visitor facilities.
- Improve east-west access between the downtown core area and regional highway network.
- Encourage the development of higher density housing in and near the downtown area.
- While recognizing the shift in retailing to suburban facilities, new types of retail development such as restaurants, specialty shops etc. are encouraged.
- Continue to promote and assist in the relocation of incompatible or underutilized properties for redevelopment purposes by implementing the Development Plan for the Granite City Central Business District prepared in 1986.

Goal: Have a physically sound, convenient, attractive safe atmosphere for living, shopping, civic/cultural, governmental and other service functions.

Objectives:

- Maintain and enhance the physical conditions of public infrastructure (streets and sidewalks) and appearance of public buildings and facilities.
- Encourage renovation, rehabilitation and redevelopment of public and private buildings, facilities and spaces.
- Incorporate the Old Town Center street banners and streetscape plan throughout the downtown area.
- Continue to encourage the utilization of vacant and upper floor space.

## Industrial Areas

Goal: To provide for industrial retention and development in a manner which will provide local employment opportunities, help to attain a balanced and diversified economic base, and increase tax revenues for the City and local special taxing districts.

### Objectives:

- Define areas for expansion of existing industries and new industrial development (see Future Land Use Maps).
- Provide awareness of financial programs or incentives available to attract new industrial development.
- Ensure through established development review procedures and site development standards that new development proposals be considered in a long term comprehensive development context.
- Industrial development should continue to concentrate along the Illinois Route 3 corridor extending from the Northgate Business and Industrial Park to the Charles Melvin Price Support Center. Full-scale industrial development, however, should not proceed without commitments and agreements by those involved to reserving sufficient right-of-way for a frontage road and internal road network and for necessary utility easements.
- Industrial users along the Illinois Route 3 should be of the type to maximize the benefits of water, highway and rail transportation facilities.
- Develop and enforce a reasonable property maintenance code for industrial buildings and properties.
- Ensure adequate standards for sufficient separation or buffering between existing industrial and residential areas.
- Develop a program that gradually phases out the non-industrial uses that directly abut industrial activities allowing for future expansion.
- Meet annually (or more frequently) with industry representatives and executives to define needs and set goals.
- Explore vacant and/or abandoned industrial complexes for potential adaptive re-use of the facility by new industry or non-industrial users.

- Active involvement and support of state and federal initiatives to determine acceptable yet more stringent air and water quality standards of industrial emissions.

Goal: To improve and develop with other interested municipalities or local units of government, a small airport facility approximating the location of the existing Lakeside Airport site east of Horseshoe Lake.

Goal: To monitor and be involved in the siting of new solid-waste recycling centers or land fills.

### Transportation and Circulation

Goal: To provide a transportation system that maximizes mobility, accessibility, efficiency and safety while minimizing environmental degradation, cost, negative social and economic impacts and energy consumption.

#### Objectives:

- Continue to coordinate with Tri-Cities Area municipalities, other local units of government, and Illinois Department of Transportation District 8 towards a comprehensive street and highway network to serve the traffic needs of the City and surrounding urbanized area.
- Attendance and representation at the East St. Louis Urbanized Area Policy Committee meetings held by District 8 for road project prioritization and scheduling.
- Encourage extension of Illinois Route 3 to Sauget, Illinois.
- Encourage upgrading and renovation of the McKinley Bridge.
- Pursue the construction of an overpass facility at Edwardsville Road (Illinois Route 162) and Maryville Road.
- Plan for improved continuity in the major street system for both east-west and north-south routes.
- Plan for a street system which will concentrate major traffic flow on major routes and utilize local streets for land service only.

- Develop a frontage and internal road network on the west side of Illinois Route 3 to support future commercial/industrial development and permit optimum internal traffic circulation.
- Require new development and redevelopment proposals to coordinate with the existing and proposed street system.
- Communicate and work with affected residents in the decision making process for street improvements.
- Reduce the incidence of stop signs at all intersections by incorporating an alternate system of through streets.
- Remove and resist the placement of stop signs on major thoroughfares with intersections of local streets.
- Encourage development proposals to consolidate lots, parking areas, and access points of the site.
- Provide for left turn lanes at intersections that warrant them.

Goal: To support alternative forms of individual transportation.

Objectives:

- Support and encourage mass transit ridership within the Madison County Transit District.
- Consider possible route alignments for a future extension of the Metro-Link Light Rail facility through Granite City.

### Economic Development

Goal: Retain a healthy mix of commercial and industrial activity.

Objectives:

- Encourage the expansion and retention of existing businesses and industry.
- Communicate regularly with area business and industry leaders to be aware of, and respond to, their needs.

- Work with pertinent agencies, corporations and surrounding municipalities to overcome potential limitations or disincentives to industrial expansion and relocation.
- Work to create potential redevelopment sites or facilitate adaptive re-use of underutilized or obsolete buildings to convert them to more productive uses and to take advantage of the huge capital investment in existing public infrastructure.
- Strengthen the market support elements for downtown revitalization through efforts to increase the number of downtown residents, CBD employees and visitors.

Goal: Attract new commercial establishments and industry to compliment the existing economic base and to utilize the area's assets of transportation, location and proximity, and skilled labor force.

Objectives:

- Encourage new commercial (retail, wholesale and services) establishments and industry to locate in Granite City.
- Develop a marketing program or strategy to targeted firms to increase the awareness of development opportunities and advantages.
- Continue participation in the local, regional, and state marketing efforts and programs of such groups and agencies as:
  - Tri-Cities Area Chamber of Commerce
  - Illinois Power Company
  - Tri-City Regional Port District
  - Southwestern Illinois Leadership Council
  - Southwestern Illinois Corridor Council
  - St. Louis Regional Commerce and Growth Association
  - Southwestern Illinois Tourism and Convention Bureau
- Fulfill criteria to become eligible for registration in the State of Illinois Department of Commerce and Community Affairs Certified Cities program.
- Coordinate promotion and attraction efforts with private corporations active in area marketing and development.

## Community Facilities and Services

Goal: To maintain accessible and adequate governmental, public protection, safety, welfare, educational, health and recreational facilities and services for all people within the City.

### Objectives:

- To provide a level and mix of community facilities and services which will be beneficial to the residents of Granite City and serve as a basis for the attraction of new residents.
- To locate public facilities so as to maximize ease of access from their delineated service areas.
- To program and provide public facilities on the basis of neighborhood priorities, critical needs, and generally accepted design standards.
- Encourage citizen participation in the operation and planning of the City.
- Provide clear procedural guidelines to all applicants to help them understand development standards, timelines and the necessary submittals for adequate review and approval of project proposals.
- Enforce provision of access easements or right-of-ways for future development of area-wide drainage channels.
- Continue to support and maintain high standards of police and fire protection in the City.
- Encourage the adaptive re-use of vacant or abandoned governmental or institutional facilities.
- Continue maintenance and regular upgrading of existing recreational facilities.
- Furnish program to construct curb and gutters on local streets that do not currently have them.
- Encourage the development of civic center facilities in the community.

## Community Appearance

Goal: Maintain and improve upon the appearance of Granite City.

### Objectives:

- Encourage all new construction to meet high design and appearance standards.
- Emphasize design improvements by new development in commercial and industrial areas that include the landscaping of parking areas, building placement, efficient ingress and egress, and the buffering of adjacent residential uses.
- Enforce strict compliance of subdivision regulations by new development in the unincorporated areas of Madison County that are within the extraterritorial limits of Granite City.
- Encourage the improvement in design and appearance of entrances to the City particularly along the major routes leading in from the north, east and south.
- Continue to implement the design and appearance considerations disclosed in the Development Plan for the Central Business District.
- Encourage the rehabilitation of deteriorating structures and provide incentives for continuing maintenance. Encourage redevelopment of sites/properties occupied by structures that are not salvageable.
- Maintain visible public infrastructure elements such as sidewalks, curb and gutters, street tree plantings, and street pavement to encourage the initiation of residential, commercial and industrial improvements.
- Develop property maintenance standards for all properties within the City.
- Provide a program that assists in encouraging the provision of green spaces/strips in a quality manner to act as a separation between residential and industrial uses and along rail and highway corridors.
- Support the Granite City Park District in continuing its high quality maintenance of parks and recreational areas.

## Intergovernmental Cooperation

Goal: Maximize the benefits of municipal expenditures where possible by coordinating and cooperating with other agencies and units of government.

### Objectives:

- Meet regularly with agency and governmental representatives to be aware of and respond to various area opportunities and problems.
- Continue to observe and support all intergovernmental commitments and agreements.

## APPENDIX B

### CHARACTERISTICS OF THE POPULATION

#### Introduction

The size and composition of the population in a community will often characterize certain social and economic needs within the community. The population analysis serves to outline the baseline condition. This baseline condition will provide a basis for forecasting future growth patterns in the form of population projections. A forecast of population is needed to provide a scale for planning the future community. Future demands for housing, schools, utilities, consumer goods and services can be anticipated from projected population changes.

An insight for forecasting future population can be gained by the study of past trends and certain characteristics of the present population. Population history registers the net result of all elements of change, while the make-up of the present community indicates the relative importance of various elements of change. Furthermore, an understanding of the economic base which supports the community, aids in measuring the potential for future growth or decline.

An analysis of the population history of the City of Granite City was conducted utilizing U.S. Census data. Comparisons of the trends for numerous area municipalities are presented in Table 1.

#### Population Size and Historical Growth

With the abundance of water, cheaper nearby coal, and suitable transportation needed for the steel industry, the Granite City area was ideal for building the factories to produce steel and other primary metal goods. Since its incorporation in 1896, the population of Granite City grew steadily as the steel industry prospered reaching 25,130 persons by 1930. However, just as the lure of good jobs and high wages in the factories brought new residents to Granite City after World War I, slowdowns in production during the Depression forced them to seek opportunities elsewhere. Subsequently, Granite City lost 2,156 persons or 8.6 percent of its population between 1930 and 1940.

During and after World War II, the City and steel plants were once again moving at top speed. Workers and job seekers poured into the City and steel production at the Granite City plants reached their highest levels. Table 1 shows the increase in population between 1940 and 1970 as Granite City grew by 17,446 persons or by 76 percent during this period.

TABLE I

HISTORICAL POPULATION TRENDS  
for SELECTED PLACES 1900-1988

Year	Granite City		Alton		Collinsville		Edwardsville		Illinois	
	Population	% Change	Population	% Change	Population	% Change	Population	% Change	Population	% Change
1988(1)	36,093	-2.0	32,960	-3.5	20,975*	6.9	13,100	5.0	11,576,871	1.3
1980	36,815	-9.0	34,171	-13.9	19,613	7.6	12,480	12.7	11,426,518	2.8
1970	40,440	0.9	39,700	-7.8	18,224	28.2	11,070	10.7	11,113,976	10.2
1960	40,073	36.0	43,047	32.2	14,217	19.8	9,996	13.9	10,081,158	15.7
1950	29,465	28.3	32,550	4.1	11,862	21.4	8,776	9.6	8,712,176	10.3
1940	22,974	-8.6	31,255	3.6	9,767	5.8	8,008	28.4	7,897,241	3.5
1930	25,130	70.3	30,151	22.2	9,235	-5.3	6,235	16.8	7,630,654	17.7
1920	14,757	49.0	24,682	40.8	9,753	30.4	5,336	6.4	6,485,280	15.0
1910	9,903	217.2	17,528	23.3	7,478	86.0	5,014	20.6	5,638,591	16.9
1900	3,122		14,210		4,021		4,157		4,821,550	

(1) - 1988 U.S. Census estimates.

\* - Special census conducted in March/April, 1988.

Source: U.S. Department of Commerce, Bureau of the Census, General Population Characteristics - Illinois, 1900-1980 and 1988 U.S. Census estimates.

By the late 1970's and early 1980's, however, the moderate economic recession that beset the nation showed once again how closely the prosperity in Granite City was reliant on the steel industry.

Durable goods manufacturing, such as the steel industry, were hit especially hard by this recession. High inflation, rising interest rates and energy costs, and a strong front of foreign competition knocked the efficiency and competitiveness right out of the aging U.S. industrial sector. The factories and plants throughout the Midwest and Northeast regions which once symbolized strength and prosperity, gave way to more aptly coined phrase the "Rust Belt" by the early 1980's. Consequently, a virtual exodus of people and business in search of better opportunities fled to the South and Southwest or "Sun Belt" creating the migratory phenomenon of the decade.

On a smaller scale, Granite City by 1980 had suffered the same fate. Granite City had lost 9.0 percent or 3,625 residents despite several annexations of adjacent territory between 1970 and 1980. In 1988, the population of Granite City estimated by the U.S. Census Bureau still had not regained its 1980 level. However, there are indications that the worst may be over in terms of loss of population associated with the poor economic conditions of the early and mid-1980's.

Ironically, both Granite City and the industrial regions are experiencing a "renaissance" as the national population shift has stabilized and the sustained economic recovery over the last three years has started to bring people and businesses back to the Midwest and Northeast regions. In Granite City, this has meant an estimated increase of 947 persons to 36,093 persons by 1988 from a 35,150 population low estimated by the U.S. Census Bureau in 1986.

### Age Distribution

As expected, the population fluctuations in Granite City since 1970 have changed the composition of the population with respect to identified age categories or groups. Nationwide, the population has been documented as getting older while the overall birthrate has been declining. The age distribution shown for Granite city in 1970 and 1980 on Table 2 reflects this national trend. Interestingly, the age groups between 15 and 34 grew in proportion while those age groups between 35 and 54 declined between 1970 and 1980.

One explanation could be the higher incidence of younger adults employed to work the steel mills in Granite City because they are better suited to meet the physical labor demands customary in the industry. With this in mind, the lower average cost for housing in Granite City (Table 10) enables these younger adults to better afford the housing in Granite City than elsewhere. Subsequently, this results in the growing proportion of the population between the ages 15-34.

TABLE 2  
 GRANITE CITY AGE GROUPINGS  
 1970, 1980, and 1988

Age Group	1970	% of Total Population	1980	% of Total Population	1988	% of Total Population
0 - 4	3,548	8.8	2,567	7.0	2,924	8.1
5 - 14	8,596	21.3	5,661	15.4	5,234	14.5
15 - 24	6,683	16.5	6,814	18.5	5,594	15.5
25 - 34	4,675	11.6	5,373	14.6	6,064	16.8
35 - 44	4,981	12.3	3,795	10.3	4,620	12.8
45 - 54	4,893	12.1	4,261	11.6	3,609	10.0
55 - 64	3,563	8.8	4,015	10.9	3,681	10.2
65 & over	3,501	8.6	4,329	11.7	4,367	12.1
<b>Total</b>	40,440	100.0	36,815	100.0	36,093	100.0
<b>Median Age</b>	27.8		30.8		32.3	

Source: CACI, Sourcebook of Demographics and Buying Power, 1988.

U.S. Department of Commerce, Bureau of the Census, General Characteristics of the Population - Illinois, Table 32, 1980.

U.S. Department of Commerce, Bureau of the Census, Characteristics of the Population - Illinois, Table 28, 1970.

On the other hand, those working adults in the 35-54 segments of the population are more likely to have attained positions of increased seniority. With mobility afforded by the accompanied higher disposable incomes, these residents are prone to consider a change in place and type of residence. This may account for the decreases in this age segment of the Granite City population.

The over 55 age groups as mentioned are growing due to prolonged life spans attributed to advanced medical technology, a heightened national health consciousness, and better elderly care. This situation contributes to a growing working age segment of the population since a larger proportion of older persons in Granite City will create a demand for trade and service sector jobs that are filled by younger people. Employment growth in these industries shown on Table 4 in a later section of this report, helps support this premise.

By 1988, the trends for some age groups have continued although an overall pattern is difficult to generalize. The age groups 23-34 and 65 and over continue to increase in proportion while the 5-14 and 45-54 age groups continue to decline from 1970 to 1988. Between 1980 and 1988, the age distributions in other categories have managed to reverse their previous directions.

In 1988, the overall size of the predominant child-rearing age groups, 25-44, has created an increase in the proportion of 0-4 year olds in the population. Initially, this began with the rapid rise in birth rates following World War II creating what is today called the "baby boom" generation. Now "baby boomers" have reached the ages to start their own families. The sheer size of their numbers is creating an "echo boom" or "second wave" through local, regional, and national populations despite today's overall decline in birth rates. The increases in the proportion of 0-4 year olds in 1988, therefore, reflect this phenomenon.

Other increases in age groups in Granite City from 1980 to 1988 result from the visible signs of recovery in the area economy following the rebound in the health of the national economy. This recovery may well have brought back skilled blue-collar labor into new production lines following the shake-up of the heavy industrial sector in the early and mid-1980's. In addition, an expanding trade and service industry sector at all economic levels presents new employment opportunities.

### Employment Characteristics

Economic activity exerts influence on the pattern of urban land uses within a community. One measure of economic activity is the level of employment by industry of the local economic base. Table 4 shows employment by industry in Granite City for 1970 and 1980.

TABLE 3

COMPARATIVE PERCENTAGES OF TOTAL POPULATION BY AGE GROUP DISTRIBUTION FOR SELECTED POLITICAL DIVISIONS - 1970, 1980, and 1988.

Age Group	Granite City		Alton		Collinsville		Edwardsville		Illinois						
	1970	1980	1988	1970	1980	1988	1970	1980	1988	1970	1980	1988			
0 - 4	8.8	7.0	8.1	8.2	7.3	8.3	8.0	6.6	7.3	6.9	5.5	6.5	8.4	7.4	7.8
5 - 14	21.3	15.4	14.5	19.5	14.9	14.6	18.2	13.0	13.4	17.6	12.7	12.0	20.1	15.4	14.4
15 - 24	16.5	18.5	15.5	15.6	17.7	14.8	16.0	16.9	14.0	16.6	17.8	14.6	16.7	18.7	15.7
25 - 34	11.6	14.6	16.8	10.3	13.9	16.1	12.1	15.0	15.9	11.7	17.0	21.2	12.4	16.2	16.6
35 - 44	12.3	10.3	12.8	10.1	8.9	12.1	11.0	10.5	13.6	10.0	10.6	14.6	11.4	11.3	14.2
45 - 54	12.1	11.6	10.0	11.6	9.7	8.9	12.5	11.0	10.5	12.2	9.8	9.2	11.7	10.2	9.9
55 - 64	8.8	10.9	10.2	11.7	11.1	9.1	11.0	12.0	10.3	10.4	10.8	8.4	9.4	9.7	9.0
65 & over	8.6	11.7	12.1	12.8	16.4	16.1	11.2	15.0	15.0	14.6	15.9	13.5	9.8	11.1	10.5
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Median Age	27.8	30.8	32.3	30.9	31.9	33.0	31.0	33.1	35.1	32.5	29.4	33.9	28.6	29.9	32.5

Source CACI, Sourcebook of Demographics and Buying Power, 1988.

U.S. Department of Commerce, Bureau of the Census, General Characteristics of the Population - Illinois, Tables 19 and 32, 1980.

U.S. Department of Commerce, Bureau of the Census, Characteristics of the Population - Illinois, Tables 19 and 28, 1970.

TABLE 4  
 EMPLOYMENT BY INDUSTRY  
 GRANITE CITY - 1970 and 1980

INDUSTRY	1970	% of Total	1980	% of Total
Construction	558	3.7	451	3.1
Manufacturing	5,604	37.2	4,539	31.5
Transportation, Communication, and Utilities	1,497	9.9	1,315	9.1
Wholesale	340	2.2	644	4.4
Retail	2,133	14.2	2,098	14.5
Finance, Insurance, and Real Estate	758	5.0	884	6.1
Services	3,051	20.3	3,587	24.9
Public Administration	1,070	7.1	835	5.8
Total	15,049	100.0	14,420	100.0

Source: U.S. Department of Commerce, Bureau of the Census, General Social and  
 Economic Characteristics - Illinois, Table 160, 1980.

U.S. Department of Commerce, Bureau of the Census, General Characteristics  
 of the Population - Illinois, Table 106, 1970.

As expected in Granite City, manufacturing had the largest concentration of employees in the labor force. This proportion of local employment involved in manufacturing was larger than that of the State in both 1970 and 1980. Between 1970 and 1980, however, employment in the Granite City factories dropped as it did across the nation, by nearly 20 percent from 5,604 employees in 1970 to 4,539 employees in 1980. (Employment figures for 1988 were unavailable). With the total Granite City labor force shrinking only by 4.2 percent over the same time period, the manufacturing sector, as indicated earlier, was hit hardest by poor national economic conditions existing up until the mid 1980's. The decline in the manufacturing sector, the key to Granite City's economic strength, forced cutbacks in other industries leading to an overall contraction of the local economy. Moreover, fewer jobs and less money conceivably left a lower standard of living. Subsequently, conditions were such that Granite City lost employees and population between 1970 and 1980.

Perhaps the decline in local economic activity could have been worse in Granite City had it not been for the early diversification of the manufacturing base. Unlike other cities throughout the U.S., content to rely on one company or industry to see them through, Granite City had a mix of other industries and plants. Another trend gaining momentum across the U.S. was the shift to a services related or "white collar jobs" economy. Predominantly, a "blue collar" worker community in the past, Granite City was visibly shifting in the same direction. As shown on Table 4, employment grew between 1970 and 1980 in the wholesale; finance, insurance and real estate; and services categories. These employment changes in Granite City probably helped soften the blow that beset the manufacturing sector since 1970.

The scaling back and eventual modernization of post-World War II manufacturing factories and plants has, in the end, probably helped the industry. Spurred by foreign competition, productivity in the manufacturing sector is rising at the fastest rates in decades. There remains, however, the fact that the U.S. is using 30 percent less steel today, including imports, than in 1960. Advances in materials sciences have created a variety of substitutes as more products are made from ceramics and powdered metals.

While manufacturing will always retain some importance in the local economy of Granite City, the forecasted slow growth and mounting excess capacity throughout the industry are creating some very underutilized resources. Concurrently, recent employment growth in wholesale trade, office, and professional services will require some future land requirements for these activities. In Granite City this could possibly mean redesignating some of the older, industrially zoned areas to allow fast-growing service businesses like office support services, communications, printing and publishing, wholesaling, transportation services, and food services to expand. With their high ratio of employees to occupied land area adjacent to the downtown area, the infrastructure and services they need will already exist. Given the right situation, city officials might consider this as an option to revitalize older sections of the City.

## Family Income Characteristics

Another measure of economic activity or prosperity in Granite City besides employment is the level of family income. What families earn determines their level of spending for their various everyday household needs and services. As shown on Table 5 approximately 47 percent of families in Granite City earned under \$10,000 while only 2.7 percent earned over \$25,000 in 1970. In 1980, families earning under \$10,000 amounted to 28 percent as families earning over \$25,000 jumped to 30 percent. By 1988, over 53 percent of Granite City families were earning over \$25,000 and those earning less than \$10,000 declined to 17.5 percent.

Clearly, the level of family income rose dramatically over this 18 year period, not only in Granite City but across the nation. The rise in family incomes, of course, can be explained by the rise of inflation over the same time period; however, because more women began entering the work force, the levels of family income rose as the number of two-wage earner families increased. Perhaps more indicative of existing family income conditions is the median family income distribution.

Table 6 provides a comparison of median family incomes for Alton, Collinsville, Edwardsville, Madison County and Illinois. Aside from Alton, Granite City families earned less, in general, than those in the neighboring communities, the County and in the State. What Alton and Granite City have in common, unlike the other communities, is the concentration of heavy industrial manufacturing in their economic base. Initially, this suggests that the predominance of a "blue collar" work force in a community earns less per family than a community or other jurisdiction comprised more of a "white collar" work force. In part then, lower wages, layoffs and cutbacks, etc., due to the setbacks experienced in the manufacturing sector do explain lower levels of family income in Granite City and Alton. However, other demographic phenomena may be playing a part.

For instance, the swell in the 25-34 year age group represents a larger distribution of the total population between 1970 and 1980 as the baby boom reaches this age group. Since this age group of young adults is in the most formative of child-bearing and early child-rearing years, there would be less participation of two-wage earner families in the work force thereby lowering overall family income levels. For Alton and Granite City, they have the highest proportion of population in the age groups between 0 and 24 years of age. Without ample day care facilities in the future, more adults in Granite City may be staying out of the work force.

TABLE 5  
 FAMILY INCOME DISTRIBUTION  
 GRANITE CITY - 1970, 1980 and 1988

Income Range	1970	% of Total	1980	% of Total	1988	% of Total
Less than \$5,000	1,562	14.5	1,890	14.0	*	*
\$5,000 - \$9,999	3,536	32.9	1,891	14.0	2,425	17.5
\$10,000 - \$14,999	3,712	34.5	1,882	13.9	1,344	9.7
\$15,000 - \$24,999	1,641	15.3	3,781	27.9	2,675	19.3
\$25,000 - \$49,999	271	2.5	3,712	27.4	5,681	41.0
\$50,000 & over	27	0.2	374	2.8	1,732	12.5
Total	10,749	100.0	13,530	100.0	13,857	100.0
Median Income	\$10,331		\$20,998		\$32,648	
Per Capita Income	\$3,127		\$7,259		\$10,831	

\* - Data merged with \$5,000 - \$9,999 income range.

Source CACI, Sourcebook of Demographics and Buying Power, 1988.

U.S. Department of Commerce, Bureau of the Census, General Social and  
 Economic Characteristics - Illinois, Table 161, 1980.

U.S. Department of Commerce, Bureau of the Census, Characteristics of the  
 Population - Illinois, Table 107, 1970.

TABLE 6

COMPARATIVE PERCENTAGES FOR FAMILY INCOME DISTRIBUTIONS  
FOR SELECTED POLITICAL DIVISIONS - 1970, 1980, 1988

Income Range	Granite City			Alton			Collinsville			Edwardsville			Illinois		
	1970	1980	1988	1970	1980	1988	1970	1980	1988	1970	1980	1988	1970	1980	1988
Less than \$5,000	14.5	14.0	*	20.0	17.8	*	14.5	10.9	*	12.0	11.1	*	15.0	11.3	*
\$5,000 - \$9,999	32.9	14.0	17.5	33.4	17.7	23.6	32.0	15.4	15.0	31.7	14.4	17.8	28.4	13.2	16.5
\$10,000 - \$14,999	34.5	13.9	9.7	29.3	16.0	11.4	33.1	15.8	10.3	29.5	13.4	11.0	30.3	13.4	9.1
\$15,000 - \$24,999	15.3	27.9	19.3	14.9	26.9	21.6	15.7	26.7	19.0	20.4	26.0	19.6	20.6	26.3	18.6
\$25,000 - \$49,999	2.5	27.4	41.0	1.9	19.8	35.1	3.7	28.1	41.8	5.5	30.3	37.2	4.9	29.4	37.9
\$50,000 & over	0.2	2.8	12.5	0.5	1.6	8.2	1.0	3.1	13.9	0.8	4.8	14.5	10.9	5.9	17.9
Median Income (\$)	10,331	20,998	32,648	9,600	18,465	29,450	10,469	22,024	34,894	11,019	23,882	35,261	10,959	22,746	36,145
Per Capita Income (\$)	3,127	7,259	10,831	2,993	6,430	9,752	3,393	8,087	11,963	3,639	8,448	11,319	3,512	8,066	11,729

\* - This income range not merged with the \$5,000 - \$9,999 income range.

Source: CACI, Sourcebook of Demographics and Buying Power, 1988.

U.S. Department of Commerce, Bureau of the Census, General Social and Economic Characteristics - Illinois, Tables 71 and 161, 1980.

U.S. Department of Commerce, Bureau of the Census, Characteristics of the Population - Illinois, Tables 47 and 107, 1970.

## Retail Trade Characteristics

Nationwide, the retail function of downtown business districts has eroded since the 1950's with the advent of the interstate highway system, increased automobile ownership, and shopping center/mall facilities. Commonly referred to as the "suburban movement," the shift of population and business out of the downtown area required the retail trade to follow. In its wake, downtown business districts were left with high vacancy rates, aging buildings, and a low customer base. The consequent loss of tax revenue from a decline in assessed valuation and sales have contributed to overall decay and blighted conditions. Poor physical image, and at times high crime rates have made the negative effects difficult for downtown business districts to overcome. In addition, lack of convenient parking and access, insufficient retail mix, and high prices have left the downtown retail function uncompetitive with its prospering suburban counterpart.

As documented in the 1986 Development Plan for the Central Business District of Granite City, Illinois, Granite City officials recognized the same symptoms of decline from the loss of retail in their own downtown area. However, potential Granite City customers and retail dollars are not only slipping out of the downtown area but their patronage and spending is being drawn out of Granite City to the superior shopping facilities in nearby Alton and Fairview Heights.

The broad selection of merchandise afforded by the concentration of stores in the Alton area and those surrounding the regional mall, St. Clair Square, in Fairview Heights, ensures the likelihood that the majority of spending for consumer goods and products in the region is done here. Nevertheless, the Nameoki Shopping Center does satisfy the short-term, convenience shopping needs of Granite City residents.

The magnitude of the influence exerted by these regional shopping areas on the retail trade in Granite City is evident from the decline in their number of stores. The number of establishments declined 42 percent from 381 to 220 stores between 1977 and 1982. Table 7 provides a list of 10 general retail categories tracing the number of establishments in each category and the sales they generated in Granite City over the same time period.

In almost all the retail categories, the number of establishments declined while the amount of sales rose. The increase in sales is attributed to the increase in prices for consumer goods and products between 1977 and 1982. From Table 7, clearly those retail categories more inclined to capitalize on the shift of retailing to suburban or outlying area shopping centers are shown to experience the greatest losses. By the nature of their businesses, they have had to avail themselves to the benefits of greater showroom space, excellent highway/road access and visibility, free parking and large volumes of potential customer traffic all found in the outlying shopping areas. These retail categories include the building materials and hardware, general merchandise department stores, auto dealers, furniture and home furnishings stores, and apparel and accessories categories. Understandably if

TABLE 7  
 RETAIL TRADE CHARACTERISTICS  
 GRANITE CITY - 1977 and 1982

Establishments	1977	% of Total	1982	% of Total	(1) % Change	(2) % Change
Total #	381	100.0	220	100.0	-42.2	
Sales (\$000's)	87,606	100.0	168,346	100.0		0
Building Materials #	25	6.6	6	2.0	-76.0	
Sales (\$000's)	7,302	8.3	15,143	8.8		6.0
General Merchandise #	8	2.1	7	2.4	-12.5	
Sales (\$000's)	7,539	8.6	11,724	6.8		-20.9
Food Stores #	43	11.3	24	8.1	-28.3	
Sales (\$000's)	22,069	25.2	48,225	28.0		11.1
Auto Dealers #	34	8.9	19	6.4	-44.1	
Sales (\$000's)	16,880	19.3	23,513	13.6		-29.5
Gas Stations #	52	13.6	25	8.5	-51.9	
Sales (\$000's)	7,284	8.3	20,560	11.9		43.4
Apparel & Accessories #	23	6.0	23	7.8	0	
Sales (\$000's)	3,996	4.6	9,368	5.4		17.4
Furniture & Home Furnishings #	23	6.0	15	5.1	-15.0	
Sales (\$000's)	4,779	5.4	2,783	1.6		-70.4
Eating & Drinking Places #	76	19.9	60	20.3	-21.0	
Sales (\$000's)	7,704	8.8	17,082	9.9		12.5
Drug Stores #	11	2.9	8	2.7	-27.3	
Sales (\$000's)	4,014	4.6	7,490	4.3		-6.5
Miscellaneous Retail #	86	22.6	33	11.2	-61.6	
Sales (\$000's)	6,039	6.9	12,458	7.2		4.3

(1) - Percentage change in the # of establishments between 1977 and 1982.  
 (2) - Percentage change in the share of total sales between 1977 and 1982.

Source: U.S. Department of Commerce, Bureau of the Census, Census of Retail Trade, Geographic Area Series -  
 Illinois, Table 8, 1982, and Table 7, 1977.

they did not move they could not compete with those that did, often forcing those that did remain to close their doors all together thus, the decline in the number of establishments and share in total retail sales in Granite city between 1977 and 1982.

Despite the retail strength of Alton and Fairview Heights, these areas cannot eliminate the need for certain retail services in Granite city. After all, some types of stores are needed to serve the short-term convenience needs of area residents. Those few retail categories characterized by this function are gas stations, food stores, eating and drinking places, and other miscellaneous retail. While the number of establishments in each category still declined their percentage of total retail sales increased.

The weakening of Granite City's retail function and position in the region point to some likely possibilities. Obviously, the goal is to recapture the sales dollars that are leaving the community. One step in the right direction is the City's efforts to attract a Wal-Mart store to the City. It is especially commendable that the large discount department store retailer is considering a downtown location. Normally new retail development in cities the size of Granite City opt for the highly visible highway interchange locations at the outskirts of town. Perhaps with Wal-Mart as a retail anchor and given the continuing strength of the downtown business district as an office, governmental, and financial center, a limited form and selection of retail establishments can still be viable. For the entire community, the hope is to attract an appropriate blend and variety of stores that provide the quality and selection of merchandise Granite City residents are currently going elsewhere to find. Choosing convenient locations and good accessibility for any new retail establishment may once again allow Granite City to capture a larger portion of the area's retail market.

## **ASSESSMENT OF EXISTING CONDITIONS**

### **Introduction**

The initial assessment of the existing conditions for Granite City is a basic prerequisite to forecasting future needs for the 20 year planning period. The conditions analysis readily identifies past and current trends and often identifies problem areas. Data for the City was gathered to address land use, building conditions, and housing as follows:

## Existing Land Use

Land use refers to how land is occupied or utilized. Land uses are broadly classified as developed or undeveloped; developed land is urban in character, while undeveloped land is considered as vacant or used for agriculture. Developed land is further classified in terms of major use categories as indicated in Table 8. The present land use pattern has developed over many years. The central portion or central business district is situated at the south end of the City. As one might expect the heavy industrial area is adjacent to the central business district suggesting the beginnings of early Granite City here.

Following the gridiron pattern that was laid out from southwest to northeast, the central area of the community consists of older single-family neighborhoods. Strip commercial development, Nameoki Shopping Center and Granite City High School, line most of Nameoki Road, a major thoroughfare in Granite City. East of Nameoki Road are new single family residential subdivisions.

Granite City has a well-established transportation network with several trunk line railroads operating through the community. In addition, water transportation facilities including the Tri-City Port Authority and Bi-State Development facilities, are located along the Chain of Rocks Canal immediately west of the City. Granite City is linked to the interstate highway system of Interstate 55/70 to the south and Interstate 270 to the north by two State of Illinois limited expressways - Illinois Routes 3 and 203. Consequently, because of the hub of transportation facilities in Granite City, transportation is the largest land user in the community, utilizing 1,680 acres of land.

The newly annexed areas along Illinois Route 3 north of the City and east between Granite City and Pontoon Beach are included in the agricultural land use classification (Table 8). This property is most significant to the City by virtue of its potential for future development. Commercial and/or wholesale distribution developments are projected along Illinois Route 3 while the annexed area at the eastern edge of Granite City will continue as residential.

Table 8 portrays the distribution of land uses in Granite City into 14 categories to total approximately 7,060 acres. As mentioned, the greatest portion of land is devoted to transportation facilities including local streets and roads accounting for 23.8 percent of the land area in the community. All forms of residential land usage including multi-family and mobile home uses constitute a total of 23.67 percent. Agricultural land makes up the third largest land use category with 20.22 percent. The fourth largest land usage is distinguished by industrial land use at 16.28 percent. The remaining 16 percent or roughly 1,130 acres of Granite City is divided amongst the other 10 categorized land uses used in this survey.

**TABLE 8**

**Existing Land Use  
Granite City 1988**

<b>Land Use</b>	<b>Acres</b>	<b>% of Total</b>
Agricultural	1,427.18	20.22
Single Family	1,502.07	21.28
Two Family	37.74	0.53
Multi-Family	89.49	1.27
Mobile Home	40.00	0.57
Commercial	210.00	2.98
Govern/Educat	460.95	6.53
Rel./Cul./Soc.	98.60	1.40
Cemeteries	20.64	0.29
Parks	118.15	1.67
Utilities	12.95	0.18
Industrial	1,148.97	16.28
Vacant	212.15	3.00
Transportation	<u>1,679.99</u>	<u>23.80</u>
<b>TOTAL</b>	<b>7,058.88</b>	<b>100</b>

**Existing Housing Characteristics**

The physical condition of structures is oftentimes an indication of the age and/or vitality of a neighborhood within a community. With an increase in age and/or inadequate maintenance, structures tend to deteriorate beyond the initial economic worth of the property. Identifying worn out or outmoded structures can lead to recuperative change. For instance, those areas in the most serious stages of decline permit some flexibility in modifying existing land uses in response to pressures of economic and social change. In contrast, the quality of structures and their environs identified in good condition should be protected from encroachment of incompatible land uses and property decline.

The majority of the housing stock in Granite City was built prior to 1960. According to Table 9, nearly 67 percent of the Granite City housing stock is 28 years old or older. Relatively new residential construction, i.e., built during the 1970's when the industry was beset by high interest rates, equaled only half what was built during the 1960's.

**TABLE 9**

**Housing Characteristics  
Granite City, Illinois  
1980**

<b>Year Constructed</b>	<b>Number</b>	<b>Percent of Total</b>
1975-1980	731	3.7
1970-1974	1,462	7.4
1960-1969	4,367	22.1
1959 or earlier	<u>13,200</u>	<u>66.8</u>
	19,760	100.0

SOURCE: 1988 CACI Sourcebook of Demographics and Buying Power

To identify how well property is being maintained and the level of new development that has occurred in Granite City since 1980, records of building permit data and the assessed valuations of properties were sought for evaluation. Unfortunately, this information was not available for examination and analysis to include in this report. It is expected to be submitted in time for inclusion in the second phase of the Comprehensive Development Plan.

Table 10 provides a comparison of housing profiles for Alton, Collinsville, Edwardsville and the State of Illinois. Except for Alton, Granite City has the oldest housing stock over any of the other jurisdictions. Noteworthy of Table 10 is the relative low rate of new construction particularly since 1969 and especially since 1974. With declines in population over this time, housing construction in Granite City is expected to be slower. However, a concern in this situation for housing is the low rate of turnover to rejuvenate the overall housing stock.

TABLE 10

COMPARATIVE HOUSING PROFILES  
FOR SELECTED JURISDICTIONS  
1980

	Granite City	Alton	Collinsville	Edwardsville	Illinois	U.S.
Median Home Value	\$34,322	\$28,514	\$42,039	\$43,690	\$52,800	\$47,200
Median Rent	\$220	\$193	\$234	\$244	\$290	\$198
Median Monthly Owner Cost	\$331	\$346	\$369	\$389	\$406	\$366
Occupancy:						
% of Owners	73.0	70.3	73.6	70.0	62.6	64.4
% of Renters	27.0	29.7	26.4	30.0	37.4	35.6

Source: CACI, Sourcebook of Demographics and Buying Power, 1988.

In the age cycle of housing, a certain portion of homes are removed from the housing stock because of age, reuse, major structural deterioration, and/or lot clearance. Without adequate replacement of these homes by newer ones and a new supply to invigorate a constantly aging one, a serious shortage of affordable, quality housing can develop. In other words, the housing stock simply keeps getting older without adequate renewal to replenish the stock. Many older homes are kept in fine condition with active maintenance and refurbishment. However, should the social or economic fabric of a community change culminating inadequate maintenance, reduced home ownership, and eventually a lack of public improvements in an area, the housing stock in general begins to deteriorate.

Fortunately, in Granite City, a higher proportion of home owners exists compared to the other jurisdictions. This proportion is well above the state and national proportions of home ownership. Therefore, despite economic instability over the last several years, there remains a certain level of pride and quality of life in the community. The relatively low incidence of substandard structures (Table 11) attests to the commitment by Granite City residents to overcome economic hardships and remain in their community.

### Building Conditions

In October 1988, staff members from the Campbell Design Group project team conducted a windshield survey of all residential, commercial, and public structures within the corporate limits of Granite City. The survey entailed an evaluation of each structure based upon a ranking classification of Standard, Substandard, Deteriorated and Dilapidated.

As shown on Table 11, the vast majority, over 96 percent, were considered to be in standard physical condition requiring no improvements. The substandard structures numbered 630 or 3.2 percent of the total buildings deemed to be in need of minor repairs; i.e., painting, replacement of broken guttering, windows, or trim. The deteriorated structures in need of major repairs; i.e., replace roof, repair cracked foundation etc., made up less than 1 percent of structures in the community. There were only 9 dilapidated structures where their condition has advanced to a degree that nothing short of clearance is practical.

TABLE 11

*Building Condition Survey  
Granite City, Illinois  
1988*

<i>Building Condition</i>	<i>Number</i>	<i>Percent of Total</i>
Standard	19,082	96.6
Substandard	630	3.2
Deteriorated	39	0.2
Dilapidated	9	0.04
TOTAL	<u>19,760</u>	<u>100.0</u>

SOURCE: Field Survey, Campbell Design Group, October 1988

The result of the survey indicates that overall there were few structures in need of major physical repair. Most structures are in good condition and are well maintained. The 630 substandard structures might benefit from more attention and maintenance. These structures were found concentrated in the older sections of Granite City—to the west at Hungary Hollow, at the northeastern fringes of the central business district, an area north of Granite City Steel beginning at 23rd Street, and south of the mill off of Edwardsville Road. Often low income residents or those on limited incomes reside in these homes and find it difficult to afford repair work when necessary. Even with an active maintenance enforcement program, the burden upon them to make improvements cannot usually be accomplished without public assistance.

Water Supply

The City of Granite City is amply supplied with filtered and purified water from the Illinois American Water Company. The raw water intake is located approximately six (6) miles above the Granite City Outlet Sewer near the east bank of the Mississippi River. The untreated water is pumped to a filtration and purification plant located at 23rd and 25th Streets east of Logan Street. Satisfactory pressures are maintained and an adequate supply is available at all times. The Illinois American Water System serving Granite City has the ability to produce in excess of 70 million gallons per day.

Improvements planned for 1990 by the Water Company are an eighteen (18) inch water main to be constructed along the south side of Pontoon Road from Nameoki Road eastwardly to Franklin Avenue, and a twelve (12) inch water main to be constructed along the south side of 27th Street from Madison Avenue eastwardly to Nameoki Road.

### Storm Sewer Collection

Combined sewers serve what can be referred to as the Old Town sewer system. The combined sewer system in Granite City was studied and a report written in 1961 entitled A Report on Storm Water Relief Sewers. The report determined that the storm water drainage facilities in Granite City were inadequate to meet the needs of the City and to provide for future expansion. The report recommended a comprehensive drainage plan for the Granite City Area. Two parts of the recommended plan were followed and storm sewers were constructed to serve the area bounded by 22nd Street on the South, the Wabash Railroad yard on the west, 27th Street to the north, and 23rd Street on the east. Surface water drainage problems still remain in the other parts of the community.

Outside the area served by the combined sewer system the major storm sewer system which exists is the Nameoki Ditch and tributary sewers which are shown on Figure 10.1 in the 1961 Report on Storm Water Relief Sewers. No significant storm water improvements outside the improvements described above in Old Town have been constructed.

As noted in the 1961 report the storm sewer system which existed then and now is inadequate to service the community needs.

Due to the cost associated with construction of storm sewers of adequate size to serve new development, the City is accepting the construction of storm water retention basins. A storm water retention basin is a facility designed to reduce the peak rate storm water discharge and release the storm water at a controlled rate of flow within the capacity of the downstream sewer system.

### Wastewater Treatment

The City of Granite City shares their treatment facility with the Village of Glen Carbon, the Metro East Sanitary Sewer District, and Madison County Special Service Area No. 1 due to an Intergovernmental Agreement between the participants. The plant, when all participants are fully connected to the system, is projected to be operating at approximately one half its design capacity of 23.5 million gallons per day.

The plant's peak operating is rated at 34 million gallons per day. The plant is also equipped with a combined sewer overflow facility to receive an additional 196 million gallons per day flow during wet weather. The wastewater plant capacity presently exceeds the projected needs of the community. The plant was designed when many industries were operating in Granite City which discharged large volumes of wastewater. Many of these industries have since closed. Granite City Steel constructed their own wastewater treatment facility.

### Sanitary Sewer Collection System

At the present time sewage is collected by the existing combined sewer system serving the older part of Granite City and by the separate sanitary sewers in the Nameoki area, the latter being connected to the combined sewers by means of pumping stations. The collected sewage and industrial wastes are discharged into the Mississippi River after treatment at the Granite City Regional Treatment Plant.

The sewers in the Old Town consist primarily of 12 inch through 108 inch diameter sewers that receive stormwater runoff as well as the discharge of sanitary wastewater.

Separate sanitary sewers were constructed in the Nameoki Area in 1954. Separation of sanitary wastes from storm water was required by the State of Illinois at that time.

Numerous sewer failures have occurred within the Nameoki Sewer System due to a rising groundwater table. The cost encountered by the City in making repairs to the Nameoki Area sewers has been substantial. A study of the Nameoki Area Sewer System Rehabilitation written in 1986 defines the reason for the sewer failures, and recommends methods of rehabilitation. The ability to expand the Nameoki Sewer System is limited to the capacity of the sewers and the infiltration-inflow problems resulting from sewer failures.

The Granite City Sewer System does not meet the needs of the community. Even ordinary storms cause flooding of streets and basements.

A separate sanitary sewerage system was constructed in 1978 to serve the developed areas outside of the City of Granite City. The sanitary sewerage system consists of sewers ranging in size from 8 inches to 36 inches in diameter, and includes approximately fifty sewage pumping stations. The entire system was constructed above the average groundwater table.

## Conclusion

This concludes the "Existing Conditions" segment of the Comprehensive Development Plan report—Technical Memo #1. While it is not entirely accurate to portray everything that has occurred in Granite City from statistics, the available information regarding the local population economic, and land use characteristics provide the general background for more contemporary planning studies. Completion of the "Existing Conditions" segment brings the planning process up-to-date with what is going on in Granite City today.

Existing evidence that Granite City has overcome the early recession may instill a brighter outlook in the community for the remainder of the 1980's and into the next decade. Population and employment by all indications are growing, although without the recent record of building permits and assessed valuation of property to complete this picture, the prospect of Wal-Mart and evidence of new residential and commercial construction in the City are good signs.

On this footing, the City is in a better position to concentrate on new directions, future growth, and strategies to correct past problems. After review of this section, the following information obtained and presented to the Granite City Planning Commission in the next segment—"Detailed Commercial/Industrial Area Study"—will provide guidance to address these opportunities.

## APPENDIX C

### DETAILED COMMERCIAL AND INDUSTRIAL STUDY

The concentration of industrial activity in Granite City remains where the steel mills began between what is today the City of Madison and the southern extent of Granite City. The location of the mills and the layout of the rail lines that serve their transportation needs have largely influenced the subsequent patterns of development in Granite City. Spreading outward from this point in generally a northeasterly direction, the community faces a limit of space or land in which to grow. With natural boundaries such as Chain of Rocks Canal and Horseshoe Lake and man-made boundaries such as Interstate 270, a perimeter for future growth may be established. The land inside this quasi-defined area both incorporated and unincorporated, developed and undeveloped, is a limited resource which requires careful and considered management to maximize opportunities for the constructive growth of Granite City.

This study is intended to make the best use of the limited amount of area available for the future growth and development of Granite City. The 9 districts delineated by the Granite City Planning and Zoning Board provide the focus to address specific issues, concerns and problems as they apply to the commercial and industrial future of the City. The boundaries of the districts are shown on Plate 1.

#### Industrial Facilities

As mentioned, older industrial plants are located at the southern edge of Granite City. With the confinement by later residential and commercial growth, there was little room left for expansion of existing plants and even less space for new industries to locate in this area. Subsequently, new industrial development has had to "leap-frog" existing residential and commercial areas to outlying areas of the City. Northgate Business and Industrial Park, for example, is situated adjacent to Illinois Route 3 at the northwestern fringe of newly annexed areas of Granite City. This may pose a growth policy issue for the community and is fully discussed later. For now, this part of the report focuses on the existing industrial facilities.

## Existing Facilities

The backbone of the industrial sector and economy in Granite City is Granite City Steel located in District 4. A division of National Steel Corporation, Granite City Steel is the second largest employer in the community employing approximately 3,500 persons. Established in 1878, the division had recent sales of over \$700 million. In 1985, NKK Corporation, Japan's second largest steel maker purchased 50 percent interest in the company. Together they have launched a \$1.9 billion remodernization program which for Granite City Steel has translated into \$30 million to rebuild a blast furnace. Due on line by the end of 1990, is a \$140 million steel caster which will make Granite City Steel the first U.S. steel maker to cast all of its steel production.

Other heavy industries in District 4 include Luria Brothers & Company, Inc.; Reilly Tar & Chemical Corporation; Air Products & Chemicals, Inc.; St. Louis Slag Products Company; and International Mill Service, Inc. Along with Granite City Steel, these users occupy most of the area in District 4 translating into roughly 60 percent of the 1,149 acres identified as industrial land use in Granite City.

Another concentration of industrial facilities is contained in District 3. Fronting the eastern side of the railroad tracks that run diagonally through Granite City, these industries lie west of the central business district (CBD). Many are characterized by manufacturing refined products into finished goods. For example, Nestle Food Corporation and Prairie Farms Dairy Company, located north of Niedringhaus Avenue, make various food and beverage products. Companies south of Niedringhaus Avenue are making steel and metal finished products. These include Arnette Pattern Company, Nesco Steel Barrel Company; Affiliated Metals, Inc., Taracorp Industries and St. Louis Lead Recyclers in District 3 process lead and lead products. The Granite City Pickling and Warehousing facility provides various baths used in industrial cleaning and processing.

Smaller industries and manufacturers producing various goods in District 3 include Finlay Plating Company, Edray Foods, Guarantee Electric Company, Granite City Press Record, Tri-City Printing Company, Prestige Printing Company, Granite City Glass and Fence, Inc. and Illinois Power, the local gas and electric utility, has a facility next to Nestle Food Corporation in District 3.

Industrial employment in District 3 is estimated to be between 670 and 1,000 persons.

Because of the railroad transportation access, several industrial/manufacturing complexes are located in District 2 west of the railroad tracks. The oldest company is the American Foundries at Walnut Street and Niedringhaus Avenue. The company employs 220 persons in the manufacture of rail cars and other vehicular equipment. South of Niedringhaus Avenue is American Colloid Company which produces foundry sands and additives.

North of the Rock Road/19th Street overpass, the industrial facilities include The Jennison-Wright Corporation, Granite Sheet Metal Works, Inc. and Capri-Sun off of Missouri Avenue. In the wedge of land between the convergence of the Illinois Terminal Railroad with the other rail facilities, Feralloy Company is involved in steel processing. The Illinois American Water Company has a collection and treatment facility in District 2 next to the Jennison-Wright Corporation. Also in District 2 are the associated industrial facilities of the Tri-City Regional Port District used in cargo handling and bulk storage.

Industrial employment in District 2 is estimated at 450 persons.

The newest industrial area in Granite City is the Northgate Business and Industrial Park being developed by Illinois Power. The Park, located off Illinois Route 3, is in District 1. District 1 encompasses the largest area of Granite City that is undeveloped. With the highway and nearby interstate access, it offers an exceptional range of development possibilities and opportunities for the City. Future development, however, will depend on the availability and capacity of existing and planned public services such as water, sanitary, and storm sewer lines.

Already the Park has several industrial users and an office complex located at the end of Central Industrial Drive called Northgate Center. The largest industrial users are Heidtman Steel and Precoat Metals fronting on Illinois Route 3. A division of Air Products & Chemicals, Inc. and firms such as Sidener Supply Company and Specialized Services, Inc. are located farther off of Illinois Route 3 deeper within the Park. The office complex at Northgate Center contains the offices of Bates Bearing and Transmission, Universal Student Assistance, Inc. and Sheppard, Morgan & Schwaab. Leasable space remains available at Northgate Center while a little under 50 percent of the total area within the Park is developed.

Northgate Business and Industrial Park is just one portion of a larger development plan formulated for District 1 by the Tri-City Regional Port District. With a package of substantial road, rail, and harbor/port facility improvements proposed, the annexed area of District 1 is slated for a mixture of light, medium and heavy industrial users. Closer to the Interstate 270/Illinois Route 3 interchange, the plan foresees office and highway commercial usage.

The existing industrial facilities in District 1 include A. O. Smith. This plant, located off of Illinois Route 67, produces motor vehicle products.

## Commercial Facilities

There are two substantial commercial concentrations in Granite City, the central business district (CBD) and the Nameoki Road shopping area comprised of the Crossroads Center, Nameoki and American Village strip centers. While the CBD retains an historical, cultural, governmental and institutional emphasis, the downtown retail function has been supplanted by suburban or outlying shopping malls. The regional malls, Alton Square and St. Clair Square in Fairview Heights, cover a broader range of goods and services for which Granite City and metro-area residents have demonstrated a spending preference. The concentration of strip centers does provide every day needs but captures a smaller, local market than the regional malls. This is reflected in the type, number, and mix of stores at this shopping area.

### Existing Facilities

The Crossroads Center, Nameoki and American Village strip centers are centrally located in Granite City between Pontoon and Johnson-Fehling Road along the west side of Nameoki Road. The Crossroads Center, nearest the intersection of Nameoki and Pontoon Roads, has the largest store and possibly the shopping area's major anchor—K-Mart with over 90,000 square feet of gross floor area. Central Hardware and Walgreens, the next largest retailers, are also located at the Crossroads Center.

Schnucks, the area's largest grocery retailer, has a store of 70,000 square feet in the next strip center Nameoki Village. A Super X drug store serves as an additional anchor at this strip center.

An Aldi supermarket of approximately 30,000 square feet is the newest addition to the American Village center at Johnson and Nameoki Roads. It is also the largest development of this center.

These strip centers also have scattered amongst them mini-malls of small retail establishments. The type of retail includes gift shops, sporting goods, boutiques, ladies wear, restaurants and shoe stores. Commercial services are also available with banking facilities, car washes, movie and video rental shops, tanning spas and eye/vision care establishments. The various outlots of this shopping area are occupied by fast-food restaurant chains.

Another strip center, considered a part of the Nameoki Road shopping area, is the Bellemore Village Shopping Center on the east side of Nameoki Road south of Johnson Road. It contains approximately ten stores including a Shop N Save grocery store, a Dollar General Store and a Glik's fashion outlet.

The largest free-standing store is a National supermarket, at the intersection of Madison and Nameoki Road.

The presence of the larger retailers in this part of Granite City has led to the full development of individual lots for smaller commercial establishments along the length of Nameoki Road between Madison Avenue and Pontoon Road. The same condition is spreading east of Nameoki Road on Johnson Road where frontage properties are available on this high traffic corridor. The concentration of individual lot development for predominantly commercial uses has led to escalated traffic congestion, in turn, attributing to increased safety hazards along these roadways.

Outside of the CBD, the remainder of commercial facilities are scattered along other major streets throughout the City. These smaller commercial establishments are located to serve the immediate convenience needs of local residents.

Despite this large number of existing retail and service-oriented commercial establishments in Granite City, a 1987 study of the City indicated that a major portion of Granite City's retail spending potential could be captured by the City rather than spent somewhere else. The report projected that the local market could support 150,000 to 200,000 square feet of additional retail space. This implies that a substantial portion of the local retail potential is not being met by the existing retail facilities in Granite City.

The study proposed a redevelopment project targeted to revitalize a 37 acre section of downtown Granite City. The components of the project tentatively included a department store, food store, and smaller shops for commercial (retail) development of approximately 170,000 square feet. City marketing efforts have lead to negotiations with Wal-Mart to locate in the original study area as an anchor for CBD retail development.

With the lack of sufficient retail opportunities in the City compelling residents to shop outside the community for goods and services, there is a need to devise suitable strategies to add retail facilities that can compete with the regional centers and be viable within Granite City. The study clearly indicated that there was sufficient income and buying power to support an appropriate type, size, and mix of additional retail. In the next section, we look at each individual district area in terms of industrial and commercial development opportunities or problems. These insights may suggest an appropriate land use pattern for the entire community.

## Opportunities and Problems

### District 1

District 1 contains the largest amount of undeveloped land amongst all the sub-areas used in this study. The land is devoted primarily to agricultural use. The forms of urban development consist primarily of single-family residential areas near the various railroad crossing and interstate highway access points, some limited commercial facilities, and the industrial plants of A. O. Smith, Precoat Metals, Heidtman Steel, Air Products, Inc., and Sidener Supply Company.

The district is served by interstate highway (I-270), Illinois Routes 3 and 67, and urban arterials such as Pontoon and Chain of Rocks Road. For rail service, the congregation of rail facilities that run diagonally through Granite City marks the eastern boundary of the District. The Norfolk & Southern and the Illinois Terminal Railroads bisect District 1. The Chain of Rocks Canal with its existing and potential for future port and barge handling capabilities forms its western boundary.

With the large amount of excellent transportation alternatives and undeveloped land, District 1 is highly touted for future light to heavy industrial use with office and highway commercial uses near I-270. This development scenario is envisioned in the development plan for the Tri-City Regional Port District. Because of recent annexations in this area, the City stands to gain from this development by the additional earnings and employment, tax base expansion, and additional sales tax receipts.

Developing entirely new industrial facilities in the outlying areas of Granite City, however, represents an impact on public funded improvements for land utilization and provision of public services and roads. Depending on their needs, new users may be expected to heavily contribute with capital improvements if they exceed the structural capacity of existing systems.

Also to furnish new infrastructure facilities in outlying areas when inner-city areas are better situated, adapted, and accepted for industrial uses reduces the current emphasis of revitalizing vacant and underutilized inner-city properties. Since many inner-city properties are located near existing heavy industry in Granite City, redevelopment of these properties into industrial uses would minimize the high incidence of incompatible land uses. Locating new industry in inner-city areas would save the expense of extending needed infrastructure, increase the economic value of property, and bring modern facilities to invigorate the core area. Consolidation of industrial uses in the established industrial area of Granite City would not preclude other land uses from locating in the outlying undeveloped areas of District 1.

It is difficult to deny strong market forces and the suitability of sites near the banks of the Chain of Rocks Canal for industries that rely on barge or harbor facilities. However, for industries that do not require rail and barge transportation, an inner-city industrial park could be an attractive development alternative. Improved with TIF funds, the redirection of industries to an inner-city industrial park could replace those incompatible uses that are currently decaying with functional obsolescence. Renewed private investment could leverage further public commitments to improve access capabilities. Coexistence of compatible land uses and some key transportation improvements could go a long way to help revitalize the central core of Granite City. These topics are covered more thoroughly in a later section discussing opportunities for District 3.

### District 2

District 2 comprises what is locally referred to as West Granite City. Physically separated by the concentration of railroad tracks that run diagonally through the community and west of the central business district, the area of small-lot, single-family residential subdivision and industrial plants are amongst the oldest in the community. The industrial facilities of American Foundries, American Colloid Company, The Jennison-Wright Corporation, Capri-Sun, Feralloy, and Granite Sheet Metal Works lie adjacent to the tracks in front of the surrounding residential uses. West of Illinois Route 3 are the facilities of the Charles Melvin Price Army Support Center and the Tri-City Regional Port District.

Surrounding the Port District are undeveloped sites on the east banks of the Chain of Rocks Canal set aside for future warehouse/industrial facilities. These sites are generally fronting on Illinois Route 3, west and south of the Army Support Center property up to the Rock Road that intersects with Route 3 and becomes 19th Street into downtown Granite City. At the northwest quadrant of the Illinois Route 3/19th Street intersection, there is an undeveloped tract utilized for agricultural purposes. Given the highway accessibility and visibility, these sites conceivably could be developed as industrial properties or medium-scale commercial developments.

For the reuse of property, any major changes will require the lot assemblage to acquire suitable space for that type of development. The small lots fronting on Niedringhaus Avenue, a major entrance to the community, were long ago subdivided for residential use. The reuse of these properties for commercial establishments such as taverns, laundromats, beauty shops and home occupations dot the frontage of Niedringhaus Avenue. Perhaps because of the separation from the business district and general character of the area, a new commercial area for Granite City could be established given its highway accessibility and visibility. A plan to assemble the residential lots at the southeast quadrant of the Illinois Route 3/Niedringhaus Avenue, could prompt a developer to study the feasibility

of a large-scale commercial development at this location. To ensure the viability of such an effort, improvements to the through movement on Niedringhaus Avenue should consider: 1) removing stop signs and resurfacing the street's pavement up to Walnut Street, then 2) seriously pursuing an overpass facility to eliminate the at-grade railroad crossings into downtown Granite City.

The Charles Melvin Price Support Center could figure into the feasibility of a commercial development scheme located across from the base on the east side of Illinois Route 3. In December 1988, the Department of Defense announced that the Support Center would become the midwest hub for overseas shipment of privately-owned vehicles of military personnel. This mission will add greater responsibility to the base and will increase travel in and out of the base by military personnel and their families assigned to overseas duty stations. In addition, a \$9.7 million federal appropriation will result in 100 new housing units at the Support Center. Construction is scheduled for completion in February of 1990. These two announcements should increase the viability of economic opportunities in this area of Granite City.

### District 3

Composed of the central business district (CBD), an industrial concentration and a section of inner city residential areas, District 3 represents the traditional central core of Granite City. As the cultural, financial, historical, governmental, and institutional base of the community, the CBD is a center for commercial and social activities. With the industrial base at the fringe of the CBD, District 3 is also an employment center in Granite City. The surrounding residential areas are composed of older single-family homes, some scattered structures for multi-family housing and many religious and cultural facilities.

Aside from the local streets, Niedringhaus and Madison Avenue provide connections to the rest of the community and eventually to the regional highway system.

As much as the intensity of existing development in District 3 would suggest vibrant activity, the shift of retail establishments from CBD locations to outlying shopping centers has left sections of vacant and/or underutilized structures in the downtown area. The change in the traditional role of the CBD as the retail center of the community and the presence of heavy industry looming on three sides suggest that District 3 be considered for restructured land use. However, City efforts to restore the prior level of retail activity in the downtown area have been proposed with a redevelopment project, tentatively anchored by Wal-Mart, to cover the city blocks between State and Delmar and 18th and 20th Streets.

Other opportunities in conjunction with these efforts and which would minimize the existing incompatibility of adjacent land uses south of Niedringhaus Avenue point to replacing the residential and marginal commercial uses with offices, professional support services or light industrial and warehouse uses in the CBD. Not only are these uses more compatible but provide a more functional blend of land uses in this part of the City. Redevelopment and clearance of decrepit structures will also improve the image of this area for the City.

Three road improvements that not only improve existing access but serve to support the economic viability of new office or light industrial reuse in this section of District 3 include the following:

1. Niedringhaus Railroad Overpass: Delays at this crossing seriously impede east-west traffic movement on Niedringhaus Avenue. With an overpass, Niedringhaus Avenue would become another unobstructed entrance into the City and access to Illinois Route 3.

As an option because of the proximity to the 19th Street Bridge, if a Niedringhaus Avenue overpass is not feasible, expanding the capacity of the 19th Street Bridge would provide a similar level of service intended to better access this section of District 3.

2. Extension of Illinois Route 203: This improvement seeks to improve highway access to and from the northeast part of the community and Interstate system with the CBD and District 3. Illinois Route 203 would be extended to continue in a southwesterly direction paralleling the railroad tracks rather than merging with Nameoki Road through Granite City.

There appears to be sufficient area of unused railroad right-of-way east of the tracks next to existing urban development from Pontoon Road to 22nd Street for a two-lane limited access urban arterial.

South of 22nd Street there is less right-of-way available because of existing industrial development. Therefore such a roadway would encroach on the fringes of these properties. From here the proposed roadway could merge with ramp approaches into a Niedringhaus overpass or end directly opposite the entrance to the proposed office or light industrial/warehouse park at the foot of 19th Street and Cleveland Boulevard. This would be accomplished by crossing a parking area of the Prairie Farm Dairy facility, a vacant lot, the parking area of the Knights of Columbus building at 19th and Benton Streets, and two vacant commercial structures at the corner of 19th and Cleveland. A new roadway facility extending Illinois Route 203 provides the direct access the new warehouse/industrial properties need and would help relieve vehicular traffic on other City thoroughfares.

3. Niedringhaus Extension Through to 23rd Street: To link Niedringhaus Avenue directly to the highway facilities east of Granite City, the roadway should connect with 23rd Street. This proposal, recommended in the last Comprehensive Plan, would bisect two City blocks of residential use. However, with the increased importance of interstate access presumed with the new I-255 circumferential highway just 2 miles east of Granite City, this east-west link through Granite City is more timely. Assuming the existing residential uses would not stay, the cleared land adjacent to this thoroughfare is appropriate for future commercial or office uses. Given the proximity of St. Elizabeth's Hospital the southern half of the bisected blocks could be redeveloped into doctor's offices or medical laboratories and associated support facilities.

#### District 4

This district is best characterized by the steel mills of Granite City, the very beginning and essence of the community. Along with Luria Brothers, International Mill Service, Reilly Tar & Chemical, Air Products & Chemicals, and St. Louis Slag Products, these industries occupy roughly the south half of District 4.

The remainder of District 4 north of 23rd Street is predominately small-lot, single-family residential uses. Larger, single-family residential lots exist east of Nameoki. There are two large multi-family residential complexes—one fronting on Nameoki Road between Victory Drive and Edwards street and the other at the end of Edwards Street. Together the two complexes contain approximately 1,500 units. In District 4 commercial establishments dot the major thoroughfares and there is a scattering of religious/cultural/and governmental structures throughout the District.

The most noticeable feature of District 4 is how overwhelming industrial uses are upon residential uses because of their proximity to each other. This contrast of uses sparked the initial motives for instituting the concept of modern zoning to separate divergent land uses. But, because of the history and location of the steel mills within the community, residences were built around them to ease the distance from home to work. Obviously, this land used pattern and relationship were established well before the advent of the automobile who's unlimited mobility is still influencing land use patterns today. Therefore, what once was the relationship of proximity between residential and industrial land use is no longer valid and is functionally obsolete in Granite City. Other evidence of residential obsolescence in this area include small lot sizes, physical deterioration, lack of maintenance to the structures themselves, unsuitable layout and setbacks, and inadequate residential buffers and landscaping.

With the residential values of these properties weakened, it is impractical to renovate, reuse, or reassemble lots for residential use because of the adverse reactions from locating so close to nearby heavy industry. The existing residential structures are expected to continue to deteriorate. Therefore, a suitable development or redevelopment scenario that recognizes the highway accessibility, functional obsolescence of small-lot residential use, and proximity of heavy industrial uses in this area might be the conversion of these city blocks to light industrial, warehousing, distribution, and perhaps large-scale retail complexes. This will act as a buffer between better quality residential areas and industrial areas while serving to ensure future growth and prosperity in the community. With the conversion of this area to these types of industrial uses, the transportation needs necessitate the extension of 23rd Street through to Niedringhaus Avenue.

### District 5

District 5 is regarded as the Madison Avenue proposed commercial corridor. Because the Madison Avenue thoroughfare connects the two commercial areas of Granite City—the CBD and the Nameoki Road shopping area—it is increasingly pressured to convert from a predominantly single-family residential area to office and retail commercial uses. The expansion of Madison Avenue to include a bi-directional turn lane saw the resurgence of commercial uses reliant on high traffic volumes and visibility.

New commercial structures such as fast food restaurants have redeveloped an entire lot on Madison Avenue while new office and service-oriented users generally keep the existing residential structure and rehabilitate it to their needs. The gradual transformation of the commercial fronting properties on Madison Avenue and the traffic characteristics of the roadway itself make it difficult to arrest the market forces that are reshaping Madison Avenue into a commercial strip area.

The problems of commercial uses moving onto lots subdivided for single-family residential use, include excessive curb cuts, the clutter of signs, and inadequate lot areas for off street parking and/or “drive throughs”. One way to reduce curb cuts and increase off-street parking is to encourage the assemblage of several lots. Minimum lot size requirements are contained in the City’s zoning ordinance. By rezoning the properties along Madison Avenue into a large lot zoning district, new commercial establishments are required to acquire more than one lot. Or depending on the type of development, several commercial establishments could cluster into a shopping strip center on several acres of land fronting on Madison Avenue. Combined into parcels of several lots ensures the size and space for commercial parking and setback needs.

Because market forces are dictating that some frontage properties be transformed into commercial uses does not mean that existing residential uses are necessarily incompatible or should be neglected. From the study of building permits filed with the City over the last 10 years, there appears to be a commitment to maintain existing structures as evidenced by the level of reinvestment. With this in mind, zoning provisions in the ordinance can be strengthened to facilitate adequate buffers, signage, screening, and lighting requirements. This is intended to minimize the disruption new uses will impose on adjacent existing uses preserving the integrity of residential areas behind Madison Avenue.

### District 6

District 6 encompasses the Nameoki Road commercial area, Coolidge Junior High School, Granite City High School, Wilson Park and older, but stately single-family residential units between Nameoki Road and the railroad tracks north of 25th Street to Pontoon Road. The commercial establishments fronting on the east side of Nameoki Road are also included in District 6. The district is split by District 5 as a separate treatment of the Madison Avenue residential area. Along with individual home occupations scattered throughout other areas of District 6, apartments and other multiple family complexes are located on Yale Drive, off 27th, and scattered between 24th and 25th Avenues.

Because of the established residential character of District 6, it is unlikely that District 6 will change to other uses. The higher level of home ownership and incomes in this District, as well as its proximity to the community park and high school, ensure that residential use will remain viable in District 6.

The recommended improvement to extend Illinois Route 203 parallel to the railroad tracks from Pontoon Road to Neidringhaus Avenue may provide access from the "back" side of the District. While the intention is only to provide vehicular access from the northeastern part of the City to the CBD, strict adherence to access control and land use regulations as previously recommended must be maintained. Otherwise, the function of this proposed roadway is defeated.

Another perspective in seeing the need for a "back" access route with this proposed roadway to the downtown or southwestern portion of Granite City is the traffic congestion experienced in front of three strip centers on Nameoki and Pontoon Roads. By relieving the through traffic and possibly providing another access point to this shopping area from an extension of Illinois Route 203, should improve the situation on Nameoki Road. One proposal to extend Johnson-Fehling Road behind the shopping area to relieve Nameoki Road was compromised by recent commercial development at this site. Another method in addressing this situation is to encourage the owners to consolidate the parking lots by channeling movements to a selected internal street network. This would help enable efficient signalization placement and sequencing for optimum traffic flow on Nameoki

Road. District 6 would also be the end point for a facility over the tracks from a connector between Illinois Route 3 and the Nameoki Road and Pontoon Road intersection. Whether it connects with Pontoon Road west of the tracks or directly over them to merge into Nameoki Road, a crossing would not only improve access from District 6 but reduce traffic congestion and delays at this busy intersection.

### District 7

District 7 is predominantly a single family residential area east of Nameoki Road to Maryville Road between Pontoon Road and Victory Drive.

Single-lot commercial establishments line Nameoki and Johnson Roads while others are scattered at locations along Pontoon and Maryville Roads. There are six educational facilities in District 7 serving the youngest ages of the population.

As of 1980, District 7 had the highest median income, percentage of home ownership, and housing values of any area in Granite City. These factors reinforce the perception that District 7 is a solid, stable residential area of the City.

District 7 experiences drainage problems much like other areas along the American Bottoms. Fortunately, a major storm sewer system, the Nameoki Ditch with its tributary sewers, passes through the middle of District 7. There are indications that the purpose of this channel may one day be compromised. Development pressures south of District 7 targeted for the stormwater retention basin of the Ditch and possible encroachment on the channel itself, provide a perception of potential non-adherence to the purpose of surface water drainage protection. In order to preserve the quality residential stature of District 7, the City should continue to restrict development that would interfere with downstream flow and sites of surface water retention.

The 1985 study substantiated that Granite City could support more retail facilities, up to roughly 200,000 square feet of additional floor space. Rather than just the accumulation of 200,000 additional square feet from many individual establishments, the report seemed to suggest the appropriateness of combining stores into a shopping center facility. However, location and access are critical in justifying this size and type of retail complex. Underutilized land near Nameoki and Pontoon Road in District 7 may provide some opportunities to consider in locating a new shopping center.

Since retail activity is centered at the busy intersection of Pontoon and Nameoki Roads, the vacant Nameoki Elementary School and surrounding underutilized properties should be re-evaluated for the scale of commercial use that the study envisioned. More specifically, in addition to the school property, from Fair Oaks Lane to Nameoki Road between Richmond Avenue and Pontoon Road should be considered for an upgrade to this use. Provisions for relocation assistance could help mitigate foreseeable problems.

### District 8

Identified as the wedge of land north of Pontoon Road and east of Illinois Route 203 to Interstate 270, District 8 represents a possible growth corridor for Granite City.

Growth, however, is limited by several factors. Barriers such as Interstate 270 and the Village of Pontoon Beach pose outer limits to expansion while the cost to extend City services could be excessive and the ability to find quality development sites is questionable. Currently, Granite City has annexed a narrow band of single-family residential development along the length of Pontoon Road east of Illinois Route 203. Residential development extends further north but is in the unincorporated portion of Madison County. Scattered commercial establishments front along the east side of Illinois Route 203 up to the Granite City campus of Belleville Area College and the Tri-City Speedway located just south of the I-270/Illinois Route 203 interchange.

### District 9

As the eastern portion of Granite City, District 9 represents the new and growing part of the community. The District is not entirely incorporated by annexation but the boundaries of the City do reach those of the neighboring Village of Pontoon Beach. Most of the land remains undeveloped and is used for agricultural purposes. The predominant urban development is single-family residential although the majority of it lies in unincorporated Madison County. Large multiple-family residential complexes are located off of Parkview Drive and Stearns Avenue within the City. Convenience retail needs are met by several 24 hour stores and service stations. Industrial facilities include the feed product company of Archer-Daniels-Midland Co. and several tool-machine shops located along Illinois Route 162 in District 9.

District 9 poses the greatest opportunity for future residential development. Concerns raised about development of the area are not new. They include flooding problems and adequate extension of services. New residential subdivisions should be reviewed for quality and compatibility of design standards. This normally is handled by the City's subdivision ordinance provisions.

It is conceivable for Granite City to expect some interest from commercial and/or industrial developers in a location near the newly constructed intersection of Illinois Route 162, State Aid 35 and Mockingbird Lane. Rail service could be provided to the north of a potential site while highway access borders on the south. At this time, the development would have to be of a type that did not necessarily rely on excellent highway visibility.

Should the City pursue annexation out to this area in the future, improvement plans to upgrade Mockingbird Lane with an overpass and an extension through to Illinois Route 203 along with an overpass over the tracks at Edwardsville and Maryville Roads, would improve access to the site from the rest of the community. This could add the necessary dimension of turning this portion of District 9 into a commercial area should a future market feasibility dictate this type of development.

### Summary

From the Detailed Commercial and Industrial Study, Technical Memorandum #2 emphasizes redevelopment and recommended road improvements in Granite City. Many of the functional problems in Granite City stem from the debilitating effects of at-grade crossings of different transportation modes and incompatible land use relationships. Both tend to limit commercial and industrial investment. Around the steel mills and other heavy industrial areas, existing residential areas are gradually deteriorating. This poor image should suggest the potential of other uses of the land. Because of the functional obsolescence of residential uses located adjacent to industrial uses, residential properties should be bought out and re-used for new warehousing and light industrial uses which would benefit from their existing locations. Otherwise, new industrial facilities are being developed in outlying suburban areas, when inner residential and commercial areas continue to decay or lie vacant on land that today may be better suited for industrial use.

Redevelopment of these areas also provides an opportunity to correct road network deficiencies. Without providing grade separations between road and rail transportation there are many barriers to convenient access which may limit future development. The 19th Street facility is the only overpass in Granite City. Technical Memorandum #2 seeks to open up the community by recommending a number of facilities at select locations. These overpasses were justified at the time when the roads were being constructed. Now they are needed to provide access in order for Granite City to grow.

## APPENDIX D

### CURB AND GUTTER INVENTORY

Local street segments in Granite City without any form of curb and guttering.

<u>Sub Area</u>	<u>Street</u>	<u>From</u>	<u>To</u>
2	Emzee Street	Division Street	Harding Avenue
2	Jefferson Avenue	Harding Avenue	West 20th Street
2	Rock Road	Ohio Avenue	Roosevelt Avenue
2	West 21st Street	Rock Road	Illinois Avenue
2	West 22nd Street	Rock Road	Ohio Avenue
2	West 23rd Street	Ohio Avenue	Bryan Avenue
2	Bryan Avenue	West 24th Street	West 25th Street
2	Dewey Avenue	West 24th Street	West 25th Street
4	Bromley Avenue	Washington Avenue	23rd Street
4	Hall Avenue	23rd Street	25th Street
4	Kate Street	23rd Street	25th Street
4	Kate Street	Hodges Avenue	Jerden Avenue
4	Propes Avenue	Nameoki Road	Kate Street
4	Jerden Avenue	Henry Street	End
4	Sheridan Avenue	Henry Street	End
4	Ridgedale Avenue	Edwards Street	23rd Street
4	Charles Street	Edwards Street	End
4	Victory Drive	Nameoki Road	Terminal Avenue
4	Marshall Avenue	Palmer Avenue	Victory Drive
4	24th Street	Nameoki Road	Anchorage Street
4	Lincoln Avenue	Nameoki Road	End
7	Amos Avenue	Primrose Avenue	Franklin Avenue
7	Manley Avenue	Primrose Avenue	Franklin Avenue
7	Richmond Avenue	Primrose Avenue	Franklin Avenue
7	Garfield Avenue	Primrose Avenue	Johnson Avenue
7	Cottage Avenue	Primrose Avenue	Franklin Avenue
7	Lindell Avenue	Primrose Avenue	Johnson Avenue
7	Clark Avenue	Primrose Avenue	Franklin Avenue
7	Franklin Avenue	Pontoon Road	Clark Avenue
7	Wabash Avenue	Pontoon Road	Johnson Road
7	Clark Avenue	Johnson Road	Palm

<u>Sub Area</u>	<u>Street</u>	<u>From</u>	<u>To</u>
8	Ball Avenue	Mitchell Avenue	Moro Avenue
8	Prairie Avenue	Primrose Avenue	Courtenay Avenue
8	Bremen Avenue	Ball Avenue	Wabash Avenue
8	Ferguson Avenue	Corporation Limits	Wabash Avenue
8	Wabash Avenue	Miracle Avenue	Pontoon Road
8	Franklin Avenue	Miracle Avenue	Pontoon Road
8	Vine Avenue	Miracle Avenue	Pontoon Road

## **APPENDIX E**

### **CAPITAL IMPROVEMENT PROGRAMMING**

#### **CIP Defined**

Capital improvements programming is the preparation and updating of a proposed schedule of public works and related equipment to be built or purchased by the City government during the next few years. To be effective, it should cover the City's entire range of public facility and service requirements. In the program, all future projects are listed in order of priority together with cost estimates and the anticipated means of financing each project.

#### **Basis for CIP**

The capital improvements program is generally based on the needs identified in the comprehensive plan. It is also based on the City's objectives and policies as defined by the City government and upon the specific project proposals submitted by the various officials and department heads. The land acquisition and construction activities of all neighboring and overlapping jurisdictions within the City should be included, or at least considered, in the capital improvements program whenever possible.

#### **CIP as a Process**

A six-year programming period is generally considered to be most suitable. Two- or three-year periods are too short for effective programming because planning and financing of major facilities usually take a longer period of time. Conversely, a period of seven or more years may project the program too far into the future to be of practical value.

The capital improvements program, and any component budget, should not be considered as a final or fixed plan. A meaningful measure of its usefulness will be its effective application as a process. The capital improvements program is reviewed and extended each year so that a six-year program is maintained. The most recent year of the program becomes the capital budget. After the determination of priorities and methods of financing the first year of the budget, it becomes an implementation schedule, a capital improvements budget.

## **What are the Advantages of Capital Improvements Programming?**

The City can derive a considerable number of benefits from a systematic approach to planning capital projects. These benefits, of course, do not come automatically. They are dependent upon a cooperative spirit among all City officials and firm executive leadership in carrying in out. Some of the important advantages of capital improvements programming are:

### **Focusing Attention on Community Goals, Needs, and Capabilities**

Capital projects can be brought into line with community objectives, anticipated growth, and financial capabilities. By planning ahead for projects, those that are needed or desired the most will be constructed first. Maximum satisfaction will thereby be gained from the money spent.

### **Achieving Optimum Use of the Taxpayer's Dollar**

Advance programming of public works on an orderly basis will help avoid the possibility of costly mistakes. The program will guide sound annual decision-making. In addition, a listing of anticipated future construction projects may encourage the selection of needed land well in advance of actual construction, and then permit land acquisition at lower costs.

### **Serving Wider Community Interests**

The capital improvements program, once accepted, keeps the public informed about future construction plans of the community and helps reduce the pressures on City officials for projects far down on the priority list. In addition, knowledge about the future physical needs of the community and the financial ability of the City government to fulfill these needs is a valuable aid to private investors.

### **Maintaining a Sound and Stable Financial Program**

Sharp changes in the tax structure and bonded indebtedness may be avoided when the projects to be constructed are spaced over a number of years. Where there is ample time for planning, the most economical means of financing each project can be selected in advance. Keeping planned projects within the financial capacity of the City helps to preserve its credit rating and makes the area more attractive to business and industry.

## **What Does Capital Improvement Programming Require of a Community**

### **Basic Steps**

The basic steps in the capital improvement programming process consist of:

- A firm commitment to the capital improvement programming process.
- An analysis of community needs translated to specific projects.
- An analysis of the community's financial capabilities.
- The establishment of a project list ranked according to community needs.
- A program scheduling needed community projects according to financial resources.
- The formal adoption of the program by the City Board of Aldermen.
- An annual review and update of the program.

The resulting product from these basic steps is the actual capital improvements program. It is necessary to separately adopt the CIP as the community's program and the first year of the program as its capital budget. The adoption of the first year of the capital improvements program as a capital budget requires the City to appropriate and expend the specified amount of money for the specified projects. The capital budget is a portion of the annual operating budget. Adoption of the capital improvements program only gives the CIP recognition as an official municipal document. It implies (but does not commit) that the City will generally follow the specified order of capital expenditures.

***A Firm Commitment to the Capital Improvement Programming Process:*** The governing body of a community should formally initiate the CIP process by resolution. It should stipulate the number of years within the CIP, designate an individual to coordinate the program, and state what the community shall define as a capital project. Both the definition of a capital project and the stipulation of the number of years to be included within the program will prove useful to the program coordinator, who will be charged with most of the technical work.

The program coordinator will need a certain amount of time to conceptualize and define the procedures for identifying capital projects as well as to produce the capital project forms and a time schedule for the program (with necessary due dates). When the program coordinator has satisfactorily determined these items, his tentative program design will need to be reviewed.

The coordinator's tentative program design should be presented to the City's department heads as the CIP's actual design. Modifications may be necessary depending on the various department's unique requirements. The end product of this meeting should be the final program design which will be followed by all departments and policy-making bodies.

***An Analysis of Community Needs Translated into Specific Projects:*** All department heads should have a clear understanding of the procedure involved in identifying capital projects after attending the meeting in which the program coordinator outlined the tentative program design and the subsequent modifications were instituted. Most departments will have capital projects in mind that will be aimed at increasing the efficiency of the department.

The Plan Commission is the logical agency to address the task of determining the community's needs. The commission should not only identify the present and future needs; it should relate these needs to the order in which they should be obtained or constructed. The needs should be isolated in a manner that they can be translated into capital projects and forwarded to the appropriate departments in an effort to obtain reasonable cost figures from the appropriate municipal personnel. All actual capital project forms should be identified or initiated by City departments. Policy-makers and Plan Commission members would be able to stimulate or initiate capital projects by notifying the appropriate department.

All capital project forms that have been completed should be returned to the program coordinator. The capital project forms are to be completed within the various departments; the departments should be receiving general project identification from the municipality's Plan Commission and Board of Aldermen. The reason all capital project forms are to be completed within the various departments is that departmental personnel should have become technically familiar with the capital project forms (cost estimates, needed professional services, additional personnel and equipment assessments, etc.).

***An Analysis of the Community's Financial Capabilities:*** The fiscal analysis of a municipality should include both a projection of the community's present revenue sources and an identification of alternate fiscal policies. The major revenue sources of a community should be projected on the basis of past yields and the trend lines adjusted with the most current revenue information available. Alternate fiscal policies should be recognized and their impact on the community calculated before they are seriously considered.

***The Establishment of a Project List Ranked According to Community Needs:*** The program coordinator must weigh the community needs and priority rankings against the departmental needs and priority rankings when evaluating the capital projects. All of the capital projects identified on the completed forms should be ranked from the most to the least needed. Such pertinent information as project cost and revenue source should be included on the list ranking the capital projects.

The tentative project priority list along with the projected revenues and identified alternate revenue sources should be presented to the City Board of Aldermen. The program coordinator needs and should receive guidelines that indicate the Board of Aldermen's position regarding alternate fiscal policies and the assumptions involved in revenue projections. The Board should also review the tentative ranking of all capital projects. They should discuss with the program coordinator the rationale behind the tentative ordering and amend the order where necessary. They should be informed by the program coordinator of possible strategies and they should indicate at least in a general way a recommended approach.

***A Program Scheduling Needed Community Projects According to Financial Resources:*** The Aldermanic guidelines relating to the fiscal policies of the municipality and the tentative ranking of the capital projects should be sufficient to enable the program coordinator to draft his report (which becomes the capital improvement program to the community if adopted by the Board of Aldermen). The program coordinator's report should contain the following features: (1) a list of projects and the proposed timing of their construction; (2) a description and justification of each project; and (3) financial data on the capital cost of the projects, sources of funds with which each project is to be financed, estimates of the resulting maintenance and operation costs, and the anticipated effect of the program upon the tax rate and indebtedness of the community. Projects recommended for the first year of the program should be presented in the greatest detail because such detail will be used as a basis for the current capital budget.

In addition, the text of a capital improvements program may be effectively supplemented by maps showing the location of proposed and existing facilities, progress photos, and other visual displays.

***The Formal Adoption of the Program by the City:*** Upon completion of the report, copies of the proposed capital improvement program should be circulated to the Board of Aldermen, who ultimately must consider its adoption. A community should wish to review the CIP process closely by submitting it to the Plan Commission for review and recommendations to be forwarded to the Board. The program coordinator should be available to answer any questions that Plan Commission members may raise.

No matter how well the program has been prepared or how carefully it has been weighed and considered by the Board, public approval and acceptance are vital to its success. This is especially true when general obligation bonds must be approved to finance a portion of the program. If all the explanations are left until the time for submission of a proposed bond issue to the public for vote, the issue may be defeated and the program delayed because of confused or inadequate public understanding.

Various methods of securing public confidence and understanding have been used. Newspaper articles, radio discussions, speeches to civic organizations, and public forums have all been effective. An option that the Board should consider in the overall program design is submitting copies of the program coordinator's preliminary capital improvements program to a citizen's advisory committee at the same time it goes to the Plan Commission. Such a citizen's advisory committee's recommendation should be forwarded to the Board of Aldermen. When a municipality exercises this option, the program coordinator should be sure to make available enough copies of the preliminary capital improvements program to supply the citizen's advisory committee as well as the Board and the Plan Commission.

The recommendations from the citizen's advisory committee and Plan Commission may call to the Board's attention some very important policy considerations that the program coordinator overlooked; and more opportunity would be given for individual citizens to become informed of community problems and decisions. The Board may decide to cancel, modify, or reschedule certain projects, or add new projects. It may also wish to phase a project over a period of years. However, radical revision is not too likely if the program coordinator has faithfully followed the Boards' original guidelines.

The entire capital improvements program should be adopted by a resolution or ordinance. The first year of the program should be adopted as a portion of the operating budget or appropriations ordinance. The capital projects assigned to the remaining years of the program represent a legislative declaration of intent and facilitate the advance purchase of land and planning of financial resources. Those remaining years may also be used as a means of signifying the manner in which certain projects continuing beyond one year are to be executed.

*An Annual Review and Update of the Program:* The capital improvements program should be reviewed, revised, and extended on an annual basis. The program must be flexible. Revision is necessary to take account of changing needs and financial resources. Furthermore, annual revision gives municipal officials an opportunity to present their views with respect to what should be done and when.

A progress and performance report may be prepared annually by individual department heads. A final accounting should be provided for capital projects completed and progress reports should be submitted for capital projects that will take a number of years to complete. The information can be used to plan for similar project requests and to make recommendations about whether the remaining capital projects should be continued, revised, or eliminated.

Annual review and revision of the capital improvements program assures that the process will become a continuing part of the local government procedure. Such a review optimizes the likelihood that the program will be consistent with changing demands as well as changing patterns of cost, and that the community will always have a current view of its projected needs.

### Program Coordinator

The responsibilities of the program coordinator are extensive and vital. Because the recommendations resulting from his efforts will affect all City departments, it is extremely important that the selection of the coordinator consider the possible conflict of interest issue. The nature of most capital projects makes the Director of Public Works a logical choice. The extensive financial analysis required in program preparation would indicate that the Comptroller could serve as coordinator. The City-wide interest of the Economic Development Director gives credence to his selection. Regardless to whom the responsibility is assigned, the ability to serve as an "honest broker" is as important as technical qualifications.

## APPENDIX F

### TOOL KIT

Public financial tools available to local units of government to finance public infrastructure projects as a part of this Comprehensive Development Plan include bond issues, federal and state grant-in-aid programs and redevelopment mechanisms. These financial tools are described as follows.

#### Bond Issues

There are two general types of bond issues and they are described below.

##### General Obligation Bonds

Some projects may be financed by general obligation bonds. Through this method, the taxing power of the jurisdiction is pledged to pay interest and principal to retire the debt. General obligation bonds can be sold to finance permanent types of improvements such as schools, municipal buildings, parks, and recreation facilities. Voter approval may be required.

##### Revenue Bonds

Revenue bonds frequently are sold for projects, such as water and sewer systems, that produce revenues. Such bonds usually are not included in state imposed debt limits, as are general obligation bonds, because they are not backed by the full faith and credit of the local jurisdiction but are financed in the long run through service charges or fees. However, these bonds may have supplemental guarantees. The interest rates are almost always higher than those of general obligation bonds, and voter approval is seldom required.

#### Grant-in-Aid Programs

Grant-in-aid programs for the development of municipal facilities, services, and utilities have been widely used for a number of years by local governments to realize plan implementation. Federal and state agencies have a large number of grant-in-aid programs available to local governments for community improvements. These programs should be seriously considered in the preparation of a capital improvements program. It is important to remember that community improvement projects based on a sound community plan stand a much better chance of being funded by the federal or state government than projects developed on the spur of the moment.

## Redevelopment Mechanisms

In order to effectuate the purposes of redevelopment in designated blighted urban areas, the State of Illinois legislature passed the Tax Increment Allocation Redevelopment Act (Illinois Revised Statutes, Chapter 24 Paragraph 11-74.4). Designated as districts, the redevelopment project area using tax increment financing (TIF) was established to reduce or eliminate blighting conditions, foster improvements, and enhance the tax base of every taxing district which extends into the area. The mechanism of financing is to take the increment from an increase in total assessed valuation accumulated in an established TIF district to fund designated improvement projects. Currently, the City of Granite City has utilized a TIF District for areas in the central business district since 1986 as a method of encouraging investment of new commercial facilities and public improvements.

Another proposed redevelopment mechanism known as the Metropolitan Redevelopment Corporations Act or Senate Bill 1094 would have allowed tax abatement as a means to encourage redevelopment of designated blighted areas. This version of senate Bill 1094, however, was not signed by Governor James Thompson. An identical type of redevelopment mechanism in Missouri under the Urban Corporations Law called Chapter 353 has achieved widespread popularity to encourage redevelopment of designated blighted areas. Use of this incentive has attracted millions of dollars in private investment to reverse the economic and social impacts of blight. Although the final version was not passed by this session of the State legislature, successive versions with an active measure of political support could see Illinois enact its own version of this effective redevelopment tool.

Granite City, Venice, and Madison are part of the Southwestern Madison County Enterprise Zone, designated by the State of Illinois offering special tax incentives for new development. Incentives targeted to bolster declining areas include property tax abatement, sales tax exemption on the purchase of building materials, investment and job tax credits, and a proposed public utility tax exemption.

## Impact Fees

The use of impact fees as imposed by local units of government has received widespread attention as a method of public financing the cost of new development. Tied to the impact new development puts on the existing street network, water and sewer treatment facilities, or other community facilities for example, developers contribute fees in relation to increases in traffic volumes, population, etc. to pay for the needed improvements to handle these needs. Except in extreme cases, this method of payment for improvements has not held up well to legal challenges. Subsequently, the State of Illinois has not enacted the enabling legislation at this time that would allow local units of government to use this method of funding.

## Governmental/Agency Cooperation and Coordination

Intergovernmental and interagency cooperation and coordination has become increasingly important towards realizing successful implementation of any comprehensive plan. No municipality is totally autonomous that it can exist without intergovernmental and interagency relations regarding agreements on the pooling of resources in the provision of services and areas of mutual cooperation, the need for technical and financial assistance, and in the exchange of information and political support. The fact is, the world is complex and various systems are so interrelated that no one entity can stand or go it alone. Notable examples of where the City of Granite City has participated in intergovernmental endeavors are the Tri-City Regional Port District and the Granite City Regional Wastewater Treatment Facility. The magnitude of these projects would have made it virtually impossible for the City to have undertaken these projects and operations by themselves.

Currently, the City is involved in any number of intergovernmental cooperative agreements with area municipalities, townships, special taxing districts and Madison County. While area governmental units, taxing districts and agencies take on a local emphasis, there are successive layers of cooperative agencies established to provide assistance to local units of government. The following list is a representative sample of collaborations that exist at various levels and are prepared to assist Granite City in one way or another in implementing its adopted Comprehensive Development Plan.

### Special Taxing Districts

Special taxing districts are separate entities from the City administration and are established in Granite City to provide parks and recreation, and the school district sees to the general educational attainment of its district area. The Madison County Sanitary Sewer Special Service Area No. 1 is an established taxing authority to provide sewer service in areas that are not within the City limits. The Metro-East Sanitary District is responsible for the control of floodways etc., in the Granite City area.

### Local Government and Agencies

The local level is probably the most important aspect of community cooperation and coordination to serve local area-wide interests and needs. Consider what was once the domain of just three municipalities—Granite City, Venice and Madison—has now been expanded to include the emergence of the Village of Pontoon Beach and the Mitchell area. Good relationships between these two new entrants are now just as essential to Granite City's future as those past relationships that they have enjoyed with their neighbors to the south and should continue to enjoy into the future. This new collaboration is evidenced in the business sector as the Tri-Cities Chamber of Commerce has changed its name to the Tri-Cities Area Chamber of Commerce and now includes the communities of Pontoon Beach and Mitchell.

This new Chamber made up of business interests recently served in a capacity to foster intergovernmental cooperation that is very much of interest to them although not necessarily their mission. The Chamber initiated a meeting of area municipalities, townships, and Madison County political leaders along with their road and highway engineers. This meeting produced a list of needed area-wide road, bridge and highway improvements that was presented to the State of Illinois Department of Transportation District 8 Engineer. Their cooperative front has assured four of their top five essential projects to be entered on the District's Five-Year Transportation Improvement Program.

Other local governmental associations serving the immediate Granite City area are the Tri-City Regional Port District and the Granite City Regional Wastewater Treatment Facility.

### County

Individual local governmental entities include the surrounding townships and Madison County. The three townships generally are responsible for providing road and health services to those unincorporated areas outside of the municipalities. Madison County is sure to play an integral role in assisting Granite City realize its future aspirations. As an urban "entitlement" County, the Madison County Office of Community Development is the recipient of Community Development Block Grant funds distributed by the federal government. This department administers these grants and loans from the U.S. Small Business Administration in support of community development projects. A recent example of the use of these funds was used to assist in the relocation of PVO Foods, Inc. to the Granite City area.

To assist in assuring future quality subdivision developments in the unincorporated areas adjacent to Granite City may require better coordination between the City and the County's Maps and Plats Department. This will help let Granite City know final subdivision plats are filed so the City can ensure compliance of the development with their subdivision regulations before improvements have begun. For transportation needs in the area, the Madison County Transit District will play an increasing role in the transportation of future Granite City area residents as well.

Although not a governmental entity, Illinois Power Company—the local public utility, has been actively involved in area marketing and development. The Northgate Business and Industrial Park was their most recent venture in Granite City.

### Regional Agencies

Several agencies have emerged into the area devoted to enhancing the quality of life in the southwestern Illinois region of which Granite City is a part.

The Southwestern Illinois Leadership Council and Southwestern Illinois Development Authority are regional entities established to promote the development opportunities in Madison and St. Clair Counties. While the Leadership Council serves as an information, marketing and promotional area for this region, the newly created Development Authority has authority to issue bonds that could help finance larger public works projects.

The Southwestern Illinois Metropolitan and Regional Planning Commission was established with the cooperation of all local units of government in the seven county southwestern Illinois region. It is available to provide technical assistance to municipalities. Also, the Southwestern Illinois Small Business Finance Alliance is a partnership of private and public funding sources organized to promote seed capital for start-up businesses.

A more informal area-wide collaboration of local units of government is their participation in the East St. Louis Urbanized Area Policy Committee for federal highway funding. In the distribution of Federal Highway Administration monies for Federal-Aid-Urban (FAU) and Federal-Aid-Secondary (FAS), the Illinois Department of Transportation District 8 office works out a program of limited construction funds with the input provided by the various municipalities. The Comprehensive Development Plan can substantiate to this Committee the need and commitment by the City for their project scheduling and funding.

For tourism promotion in the southwestern Illinois region, the Southwestern Illinois Tourism and Convention Bureau helps market through the various tourism and convention bureau channels.

### Bi-State Agencies

On the bi-state level of the St. Louis metropolitan region, there is the Bi-State Development Agency and the East-West Gateway Coordinating Council. The Bi-State Development Authority oversees the mass transit capabilities throughout the region under which the Madison County Transit District operates. Bi-State is now responsible for the eventual construction and operation of the future Metro-Link Light Rail System. The East-West Gateway Coordinating Council as the metropolitan planning organization for St. Louis, is the clearinghouse on federally funded public projects. They disseminate information on various federal programs, ensure planning and project coordination, and provide other means of technical assistance to local units of government in the region. On a marketing level, the St. Louis Regional Commerce and Growth Association promotes business and economic development interests for the entire metropolitan region.

### State of Illinois Agencies

While many state provided services are available to Granite City, the Department of Commerce and Community Affairs with various incentives, marketing and economic development assistance programs such as Community Development Assistance Program (CDAP), Southwestern Illinois Corridor Council and the Department of Transportation for road and highway improvements are available to assist in meeting the needs of the City. The State of Illinois Housing Development Authority does provide loans for private housing projects and the State of Illinois Environmental Protection Agency administers state and federal environmental regulations and initiatives. The Southern Illinois University at Edwardsville and Belleville Area College are two near-by institutions that not only provide educational facilities to Granite City area residents but also assist by providing marketing and technical economic development assistance in the region.

### Federal Government

Agencies of the Federal Government that can assist Granite City in realizing its priorities are the U.S. Army Corps of Engineers, the U.S. Economic Development Administration, and the U.S. Department of Housing and Urban Development (HUD). Currently, the Granite City Housing Authority is the recipient of HUD monies in the area. With this access and other powers, the Granite City Housing Authority could tie-in with neighborhood and other local housing improvement programs.

The preceding list is not conclusive but does provide a general framework of governments and agencies in the area that are charged with the mission of improving conditions in the particular area of expertise for municipalities. While it may take some mobilization of voluntary efforts to access the multitude of programs available, extensive lobbying could bring more of their resources to the Granite City area.

### Citizen Participation

Civic organizations and individual citizens will generally take an active part in such things as community improvement projects and endeavors. An example of local citizen participation in Granite City is reflected in the recent grant received by the Bricklayers Local 65 of Southwest Illinois to provide housing for the elderly and handicapped. Therefore, the Comprehensive Development Plan may suggest to others how they can contribute and become involved. Provided with enough direction, the mobilization of voluntary resources can go a long way towards realizing residential and community-wide goals and objectives contained in the Comprehensive Development Plan.

## APPENDIX G

### GENERAL PLANNING PRINCIPLES

There are several general principles applicable to land use planning. Foremost among these, as expressed in State law, is that the plan should be designed to enhance the health, safety and general welfare of the citizens of the community. The plan should also seek to group similar land uses together and avoid mixing unrelated or conflicting uses. Under the planned development concept, it is widely held that different but compatible or interdependent uses can co-exist in the same development. Another overall principle is that the plan should promote compact development in and near existing service areas in order to reduce the costs of development and services, but at the same time it should avoid overcrowding. The following planning principles apply to general land uses.

#### Residential

Residential areas should be located on land that is free from flooding and other natural hazards. Also, residential areas should have suitable access to commercial, institutional and industrial areas but be protected to the extent possible from adverse effects of such areas. Major street facilities should also be readily accessible, but the residential street system itself should discourage through traffic, where possible, without inhibiting traffic circulation and access.

Residential development is represented by different levels of density. Lands outside the urban area are designated for farm residences and widely scattered rural residences. Since these residences would utilize on-site waste treatment systems or some sort of cluster or community system, sufficient lot size area should be required for each residence. Typically, a lot area of 18,000 square feet is considered a minimum and most rural residences should have a minimum land area of five acres.

Urban residential densities range from low density (1-5 units per acre) and medium density (5-10 units per acre) to high density (10 or more units per acre). All densities include road surface areas in their calculations. Generally, the medium and high density development is allocated to areas with the greatest existing and potential infrastructure capacity (roadways, sewers) and more favorable physical conditions to accommodate a more intense use. Low density development is the predominant category, with its location relating to a number of variables, including established development patterns, infrastructure capacity and physical conditions of the land.

## Commercial

Commercial areas should be convenient to residential areas and should be accessible from major streets. These are separated into three major categories: a) office, financial, and specialty retail in the central business district; b) comparison shopping, major retail and offices at the Nameoki and Pontoon Road intersection; and, c) retail or other general commercial uses to serve individual neighborhoods for their convenience needs. Strip commercial development, however, is generally undesirable although it is sometimes unavoidable. Where such occurs, the development of commercial "clusters" within the strip should be encouraged. Commercial developments should also provide adequate parking and loading facilities, and where possible, should be screened from adjacent residential areas.

## Industrial

Individual industries often require varying amounts of land and may need land well in excess of that required for the plant site itself in order to provide for future expansion and allow "buffer" space. For these reasons, substantial land should be set aside for such uses, preferably in relatively large-acreage industrial "parks". Northgate Business and Industrial Park provides just such an example. It has immediate access to a major highway network, adequate availability of utilities and infrastructure, and is well-buffered (by distance) from nearby residential areas.

## Parks and Recreation

There is probably more latitude in selecting land for parks and recreation purposes than for any other urban use. In fact, a variety of park land of differing characteristics is desirable in developing an overall system of park facilities. Parks should generally be located away from major traffic routes while maintaining access and should be within reasonable proximity to the area to be served. Also, parks should be designed to retain as many natural features as possible. Parks are used in this plan as a way to separate the conflict in land use between residential and industrial as much as possible.

## Public, Semi-Public and Institutional Uses

Public and semi-public, or institutional uses have many of the characteristics of typical commercial areas such as high traffic volumes, parking problems, and significant impact on the surrounding area. Such uses are often spread throughout a community rather than being grouped together as a result of the need for them to be strategically located in relation to the area served. Most institutional uses are generally compatible with residential and commercial development, but the factors mentioned above should be considered in their design and location. Any adaptive re-use of institutional facilities should ensure compatibility with any adjacent land uses.

## Streets

Street systems should be designed to provide adequate circulation patterns and should be compatible with applicable standards contained in the City's subdivision regulations. Major streets should maintain vertical and horizontal alignment and be designed to minimize overall length and the number of driveway entrances and intersections. All streets should intersect at right angles, allow access by emergency vehicles and provide adequate lighting, sight distance and traffic controls. Adequate rights-of-way must also be preserved to provide suitable pavement widths, utility installations and widening or other improvements in the future. Excessive right-of-way widths, however, should be avoided.