



Madison County I-55 Corridor:
7.0 Transportation & Growth Management Plan

Madison County i55 Corridor

7.1 Introduction

As outlined in Chapter 1, the Growth Management Plan is a fusion of proven traditional design principles, smart growth planning and new urbanism combined with economic development planning. The initiation of this plan is required to recognize two of the primary goals for this project; 1.) Research and document the development opportunities that exist in the region that will allow for the economic base of the community to be expanded by utilizing the I-55 corridor, and 2.) Develop a land use framework that anticipates market based opportunities, which in return, can provide the community with additional revenue streams.

This chapter will discuss the economic development strategy, describe the final land use plan, discuss how the goals for the project are being met and provide recommendations on strategic issues outlined in Chapter 2.

7.2 Economic Development Strategy

Toward an Economic Development Strategy: In general, economic development is fundamentally a quest for jobs and wealth. It should not be seen as taxes or fiscal development, although a strong tax base should be a manifestation and key outcome of effective economic development. Neither is residential development considered economic development, per se, although the quality of the homes, neighborhoods, and the community will play

key roles in the quality of jobs attracted, and vice versa.

The real objective of economic development should be to attract and retain the highest possible quality jobs and to attract public and private investments that contribute to the wealth of residents, employers, and employees. The economic development strategy goals are as follows:

- Build a high quality community
- Take maximum economic advantage of the locational attributes of the I-55 Corridor in the St. Louis region
- Create an economic base that translates into a solid, sustainable tax base

The income from the resulting jobs and the wealth base then become the source of public revenues and of private assets that can be taxed to provide essential public services and infrastructure. This then becomes a virtuous cycle enabling the community to enhance the quality of life of all its residents, especially those who are less fortunate.

Economic Assets of the I-55 Corridor: The Glen Carbon/Edwardsville area and the I-55 corridor share a number of important strategic advantages that any economic development strategy should seek to capitalize upon. These include:

- A High Capacity Regional Cross-Road
- Labor Force
- Anchors
- Natural Amenities

A High Capacity Regional Cross-Road: The convergence of I-55 and I-70 at the present fringe of metropolitan area development presents an obvious opportunity. Add to this the prospect of an Illinois “outer belt” highway that is planned to connect the I-255/Illinois Route 3 interchange at the Jefferson Barracks Bridge over the Mississippi River to the I-70/U.S.40 interchange in the study area (the planned extension and improvement of Illinois Route 158), plus the possibility of a future MetroLink corridor passing nearby, and the I-55 corridor clearly has an inherent locational advantage unmatched elsewhere in the metropolitan region.

Labor Force: The area is today primarily a bedroom community for the higher skilled, higher income, white collar members of the Metro East labor force. With the exception primarily of those employed at SIUE, most commute to the west for jobs in north St. Louis County via I-270 or by means of the Poplar Street Bridge in downtown St. Louis, St. Louis University and Washington University and their medical centers, and the Clayton area. Offered more high quality places of employment in the study area, many or most commuters will opt for a job closer to home, and more will follow with their choice to live in the area.

Anchors: Three salient anchors contribute to the economic advantage of the Edwardsville / Glen Carbon area, including:

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- Southern Illinois University at Edwardsville. The presence of the university is of course the fundamental reason for the higher quality labor force, higher average incomes and greater amenities of the area. Not that everyone lives there, but the university community sets the tone and elevates the conversation in the community to a more sophisticated level than other communities in Metro East.*
- Gateway Commerce Center: More than any other single factor, the partnership of the City of Edwardsville, Madison County, and the State of Illinois with TriStar Business Communities has had the effect of reversing perceptions regarding real estate investment in Metro East. The success of this venture has put the area on the national map as a key location in the Midwest for major distribution and warehouse operations. The development further takes appropriate advantage of the flat land and protected flood plain topography of its location at the interchange of I-270 and I-255.*
- Madison County Seat. Look no further than Clayton, Missouri, to see what can be accomplished by capitalizing on the growth of a large urbanizing county to the advantage of the seat of government. Along with growth in the county comes growth in county government itself, in the local and state court systems, and in professional businesses with lawyers, architects, engineers, surveyors, appraisers, title companies, banking, and others in*

support of that growth. This promise argues for taking steps to ensure that downtown Edwardsville captures an optimum share of these types of jobs as Clayton has in St. Louis County over the past 50 years. Otherwise, they will be dispersed across the county and will fail to achieve a critical mass that is advantageous for any one location.

Natural Amenities: The fact that the study area is near the bluff that defines the edge of the Mississippi River alluvial plain and that it accommodates the passage of Silver Creek on its southward course to the Kaskaskia River en route to the Mississippi River, introduces natural features that can distinguish and add value to the community built along the I-55 corridor. These are natural amenities that cannot be found or created in the American Bottoms.

Economic Development Opportunity for the I-55 Corridor: White Collar Jobs: Essentially, the opportunity that the preceding factors create for the study area is to become a primary regional center of office employment. Clayton, in St. Louis County, presents a good model to consider and learn from, although not necessarily to attempt to copy in that regard. While downtown Edwardsville should be the centerpiece for this kind of job growth, the I-55 Corridor can capture most of the balance that would seek a Metro East location.

Low to moderate density office/business parks should be strategically positioned at existing

and future highway interchanges. The quality of their surroundings should not be compromised by excessive and uncontrolled retail commercial development. (It should be noted that currently in the Edwardsville and Glen Carbon area, the IL-157, 159 and Center Grove Road Corridors possess properties more suitable for the community's retail development.) And, every opportunity should be taken to create interesting, mixed-use environments where office uses are combined and integrated with well planned hotel, retail, and residential uses.

Likewise, office parks should be planned, at least in part, as broader based business parks that can accommodate various combinations of light manufacturing, research and development, and small scale warehousing and distribution functions as well as offices. Large scale distribution and warehousing should not be provided for, especially since ideal accommodation for this use exists in the American Bottoms.

What will it take to make the area a white collar employment center? In addition to the strategic advantages that already exist, a strategy for creating a white collar employment center requires success on three primary fronts.

The first is continuing to build high quality homes and neighborhoods targeting executives and managers of white collar businesses and institutions. Look only to the relationship between this type of housing and the present distribution of the

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great majority of region's existing office facilities – beginning with the Central West End in the City of St. Louis, to Clayton, University City, Richmond Heights, Brentwood, Richmond Heights, Ladue, Frontenac, Creve Coeur, Town & Country, and Chesterfield.

Then note the extension of that corridor into St. Charles County where the residential base and white collar labor market recently reached a critical mass west of the Missouri River to enable major office employers like Master Card and Citicorp to enter the market.

While Edwardsville/Glen Carbon is unlikely to rival the office concentration on the Missouri side of the Mississippi River any time soon, it can become an important enclave as the region's propensity to grow westward is dampened by the effects of distance and a distended pattern of growth that will emerge once the Golden Triangle of St. Charles County is fully exploited.

The second element of this strategic front is to capitalize on the area's unique natural resources. Suffice it to say, this part of the Midwest in general, and the flat corn fields and bean fields of central Illinois in particular, do not have the appeal and aesthetic advantages of the topography typically associated with the metropolitan areas nearer the east, west and Gulf Coasts in the U. S.

Hence, the need to take advantage of the slopes, valleys, flood plains, and trees that accompany the Silver Creek water course to the east of I-55. Every effort should be taken to preserve and incorporate these features into the future built environment of the area. These areas should be respected and enhanced as parks and open space, country clubs and golf courses, and settings for high value residences, institutions, and businesses.

The third element of this strategy is to plan for, reserve the necessary and best sites for, and create the appropriate setting for the location of white collar jobs. This means not allowing highway and interchange frontage to become dominated by retail and hospitality uses. It also means not allowing homes to be built today on sites best suited for office development in the future.

Also to be avoided is creating situations where future office development will be opposed by residents of established residential areas who might become fueled by NIMBY (not in my back yard) attitudes. If the sites suited for office employment get used up or infringed upon by either residential or retail uses, the offices won't come. Yet, these uses can coexist if properly planned for. Just note downtown Clayton again and its juxtaposition with Old Town and other neighborhoods. Chesterfield Village is, perhaps, a more relevant example in more of a suburban and dense environment.

Economic Concerns, Obstacles, and Challenges.

No location is entirely suited to the highest and best uses available, and the I-55 corridor is no exception. Several factors that are important for white collar employment expansion are relatively weak in the corridor.

Distance from a Major Airport. At present, the area has a direct shot via I-270 to Lambert Airport. However, this is about 20 miles distance and subject to considerable delays and congestion in peak hours. Should the day come, as we believe it will, that Mid America Airport takes on a much bigger role in the region's air travel system and the outer belt is built south from the intersection of I-70 and U.S. 40 to that airport and beyond, the Edwardsville/Glen Carbon area will have better but still fairly distant access to national commercial air service. In the meantime, BiState (Sauget) and St. Louis Regional (Bethalto) airports provide ready access for general aviation or executive air travel.

Land Economics and Control Issues. As noted earlier, affecting the proposed economic development vision depends on the ability to preserve key open space; to reserve sites for future office development that otherwise would be consumed for residential or retail uses, and to maintain a high quality public image and atmosphere. This requires advanced acquisition of key properties which in turn requires investing public or private money today for a long-term payoff. Also important is effective public planning and land use controls.

Cooperative, intergovernmental growth management naturally becomes one of the important factors. A common set of land use controls and policies for Glen Carbon and Edwardsville (short of municipal merger) should be a near term goal, at least as the controls and policies relate to the defined I-55 corridor.

7.3 Final Land Use Plan Framework

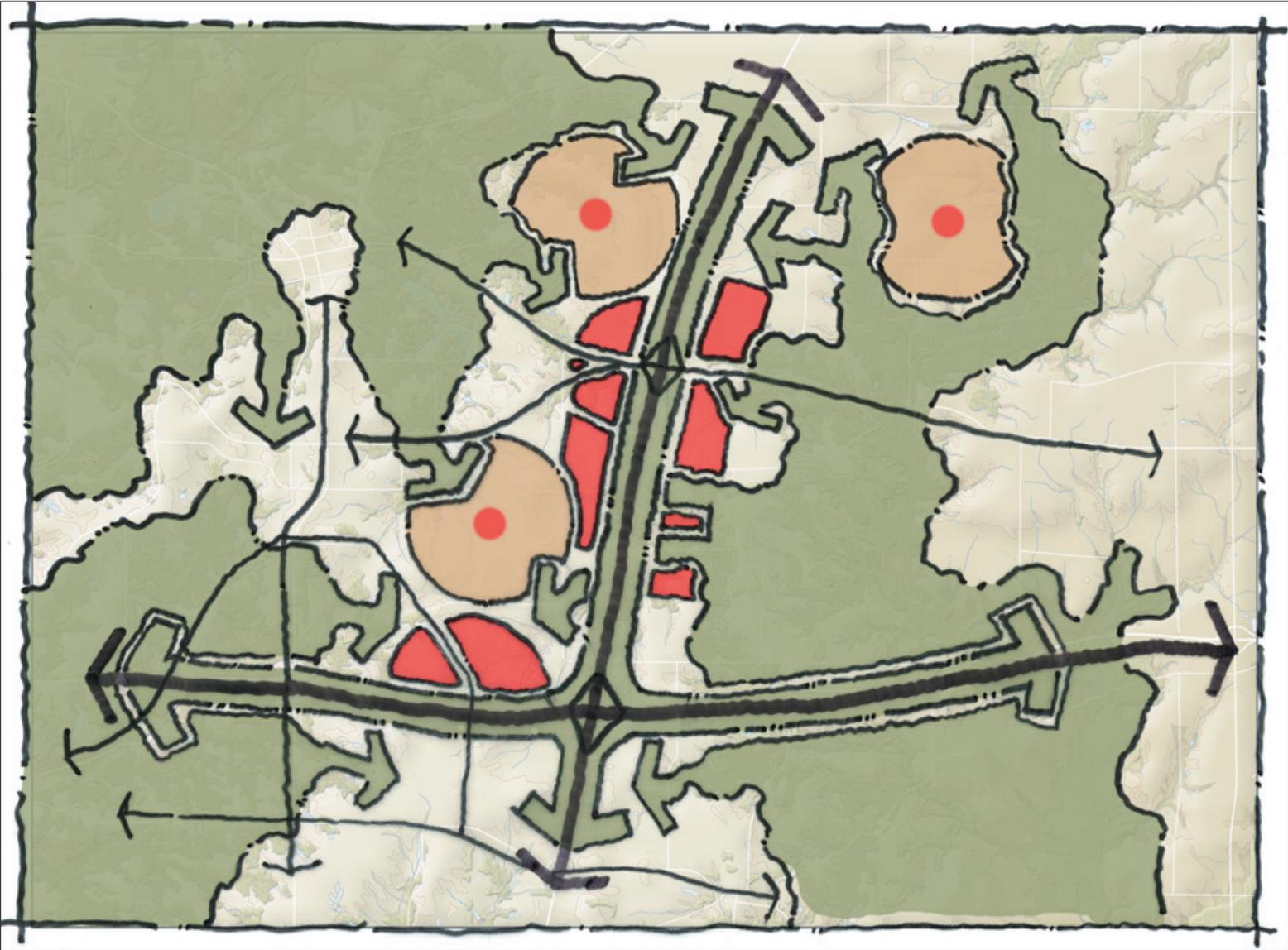
As discussed in Chapters 5 and 6, the final land use plan was a culmination of open houses, interviews and meetings which served as interactive forums for the planning team and the Project Management Team to reach consensus on proposed land uses. In essence, the final land use plan is the “Growth Management Plan’s” physical manifestation.

The process included revising alternatives based on area residents’ comments combined with close coordination with both municipalities under the guidance of the PMT. After each land use plan revision, the planning team evaluated each concept against its capacity to achieve goals for the corridor.

In the final land use plan, the conceptual framework creatively blended the best elements of the original seven strategies. As the final land use strategy diagram illustrates, the proposed framework is based upon the following themes:

- **Preservation of open space.** Preserve significant areas and corridors of open space to create large networks of parks, trails, greenways and parkways. The critical element is the preservation of the Silver Creek flood plain and the eventual creation of a major passive park on the community’s eastern boundary.
- **Highways as open space.** Protect the visual character along the I-55 corridor by establishing open space easements and landscape standards. A critical element of this strategy is the elimination of frontage roads and the placement of parallel corridors one-half mile away from the I-55 corridor.
- **Office development along highways.** Capitalize on the high visibility and good access of the I-55 Corridor with commercial frontage. The critical design guideline is the combination of the circulation system with the treatment of highways as open space. The aesthetic return is a lucrative, unique option that provides the market with a product that is office friendly and quality based.
- **Mixed-Use Town Centers & Neighborhoods.** Create neighborhoods and town centers that provide commercial and public services to the local communities based on principles of traditional neighborhood design. The critical element is to accommodate the growing housing demand in Madison County, while preserving the corridor for future office development.

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Land Use Strategy - Recommended Land Use Strategy Combination
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7.4 Transportation & Growth Management Plan

The final land use strategy is the culmination of clearly identifying the problem, establishing the community vision, and proposing a creative land use solution, with a strategy for economic development.

The community vision was discussed in Chapter 4. The conclusion: "*we want to be tomorrow who we are today, only better...*" As a community we love the schools, the trails, the charm, the affordability, the atmosphere and the overall commitment to the development of a quality focused community. So, what is the problem? The problem with most bedroom communities is that the economics do not work. The community eventually is not sustainable without higher tax rates and development fees. The solution is the development of a white collar office community in addition to a progressive bedroom community. The result is a creative more sustainable suburban community that balances jobs, housing, transportation, image, commercial/retail development with green infrastructure.

Development Strategy Principles: Preserve properties for their highest and best use within a more proactive infrastructure framework.

1. Preserve quality open space both along the corridor and within the community.

2. Plan proactive economic development based transportation and infrastructure corridors.
3. Define commercial/office/retail opportunity nodes in two ways: along the corridors for office development and within the community for mixed-use town centers.
4. Accommodate the housing demand around mixed-use town centers that fully leverage quality open space development.

Land Use: The pattern created for the final land use plan is based on the four development strategy principles. The plan establishes a regional commercial corridor, with a focus on office parks and corporate campuses. Establishing a regional corridor would successfully provide the market an option for office development that does not currently exist in the Metro-east. This corridor would be located approximately one-half mile off of I-55 and would be centered on the existing access points of IL-143 and a proposed interchanges at Goshen or Mick Roads.

The plan also takes an aggressive approach in proposing mixed-use town centers. Following national development trends, these are truly mixed-use, medium density communities, planned according to the principles of traditional neighborhood design. The plan proposed at least three locations to serve the I-55 corridor planning area. The near term development is proposed at the crossroads of Goshen Road and District Drive. This site

currently is the home of Liberty Middle School, the community's second YMCA, which is currently under construction, and several single family low density residential neighborhoods. The addition of a neighborhood center would provide this growing area with a sense of place. It would also provide the immediate area with neighborhood services, retail and institutional activities. The missing ingredient is the mix of residential housing. In and around the neighborhood center medium and high density housing should be included to provide a real mix of uses, balance daily activities, and create a complementary transition to surrounding lower density residential areas.

Open Space: Four key open space developments make up the successful recommendation for the final land use plan.

First, the plan recommends a "green infrastructure" office corridor – highways as open space – amenity that projects an outward image of quality open space that defines a distinctive environment. Second, the plan proposes wide parkways and boulevard corridors along area arterials and collectors that provide additional open space linkages. These green linkages will connect neighborhoods, neighborhood centers and area parks. Third, is the protection of the area's riparian corridors. This includes the Silver Creek and Sugar Creek (a branch of Cahokia Creek) flood zone areas, their adjacent tributaries, and their steep

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ridges and valleys. Silver Creek is recommended as the community's newest regional park. This supports the community's goals of the Metro-East Parks and Recreation District. The fourth proposal of creating small parks as anchors for neighborhood center, and greenways connecting them together is important to linking the 30 square miles together.

In 1903 President Theodore Roosevelt stated that – *“we must handle the woods, the water, the grasses so that we will hand them to our children and our children's children in better and not worse shape than we got them.”* As a theme, this statement embodies the community's desire to preserve Edwardsville and Glen Carbon's open space character indefinitely for the benefit of future generations.

Transportation Initiatives: The future study corridor's transportation system should be built in such a way that it provides strong connections to the St. Louis regional transportation system and to the established and historical Edwardsville and Glen Carbon communities while at the same time providing efficient and safe local circulation. To that end various elements have been provided in the plan.

Access to the St. Louis Regional Freeway System: A key element to provide good access to the St. Louis regional transportation system is providing good connections to the surrounding Interstate system. I-55, I-270, and I-70 connect the study corridor to jobs, commercial activities, and recreational opportunities in the region.

The study corridor is currently served primarily by interchanges at its periphery. I-55 is accessed via IL 143, I-270 via IL 159, and I-70 via IL 4, and I-55/70 via IL 162. Freeway access should be augmented as the area begins to develop with new interchanges to I-270 at Old Troy Road and to I-55 at either Goshen Road or Mick Road. In the long term this access should ultimately be augmented with interchanges to I-70 at Old Staunton Road and to I-55 at Pin Oak Road and Fruit Road.

Major arterial routes are needed to connect the growth corridor to these interchanges. Currently the Governor's Parkway is being constructed that will provide enhanced connections to the IL 143 interchange. In the future, arterials will need to be constructed to also provide good connections to Old Troy Road and Mick Road and ultimately to Old Staunton Road, Pin Oak Road, and Fruit Road. Moreover, an improved Ridgeview Road is important to provide north/south connectivity between these various freeway access points.

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Connections to the Historical Edwardsville and Glen Carbon Communities: It is also important to provide strong connections to the established and historical Edwardsville and Glen Carbon communities in order to leverage local commercial opportunities (jobs and retail activities) as well as incorporate the new development into the surrounding communities. The goal of the overall development plan is not to create a separate new community but to grow, expand, and connect to the existing Edwardsville and Glen Carbon communities. This is especially important for two reasons:

1. Sixty percent of the existing Madison County workforce works in Madison County and it is likely that much of the future study area's new workforce will work in either Edwardsville or Glen Carbon. Therefore strong internal connections need to be created so that these trips can be made without relying on the interstate freeway system.
2. The IL 159 retail corridor is critical to serve the needs of both Edwardsville and Glen Carbon and there is a need for strong connections between it and new housing in the growth area. The Governor's Parkway, Mick Road, Goshen Road, and an extended Mont Road should all have strong connections to IL 159 in order to facilitate these trips.

North/South Connections: A critical component to the overall success of the circulation system is the

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creation of four north/south roadways. The roadways include District Drive, Ridgeview Road, Staunton Road and a new roadway located one-half mile west of I-55 running parallel to the interstate. The extension of District Drive northward to Governors Parkway and southward to a newly aligned Old Troy Road and interchange are important to near term proactive infrastructure investments in the study area.

It is also important to connect to the portions of the study corridor that are west and east of I-55.

Although I-55 is a significant resource it also acts as a barrier to local travel. Overpasses over I-55 should be provided at Maple Grove Road and either Mick or Goshen Road so that traffic can travel between portions of the study corridor without conflicting with I-55 interchange traffic.

Multi Modal Considerations: Although the vehicular roadway system is of primary importance, it is also beneficial to plan for other modes such as public transportation, walking, and bicycling. This can be accommodated by planning for connections to the MetroLink and Madison County Transit systems and incorporating bicycle and pedestrian paths in all roadway planning efforts.

Preliminary forecasted traffic volumes for the circulation plan were estimated based on the future land use plan and the regional travel demand model. Although preliminary, these traffic volumes can help to define the potential size and character of the planned roadways. Although roadway capacity is

influenced by many factors (e.g., intersection type, layout, and spacing; traffic flow characteristics; functional classification; local expectations; and access characteristics), general “rule of thumb” roadway capacities are provided below as order-of-magnitude estimates for planning purposes:

Two Lane: 10,000 – 15,000 vehicles per day
 Three Lane: 15,000 – 20,000 vehicles per day
 Four Lane: 30,000 – 35,000 vehicles per day
 Five Lane: 35,000 – 40,000 vehicles per day

In order to ensure that the proposed roadway plan can be implemented, it is important to preserve the right-of-way for future freeway interchanges and roadways in the plan. The determination of freeway interchange type is not critical at this stage of the planning process, as it is normally decided later through environmental or freeway break-in-access studies. Enough right-of-way should be reserved for freeway interchanges so as to not restrict future decision making regarding interchange type.

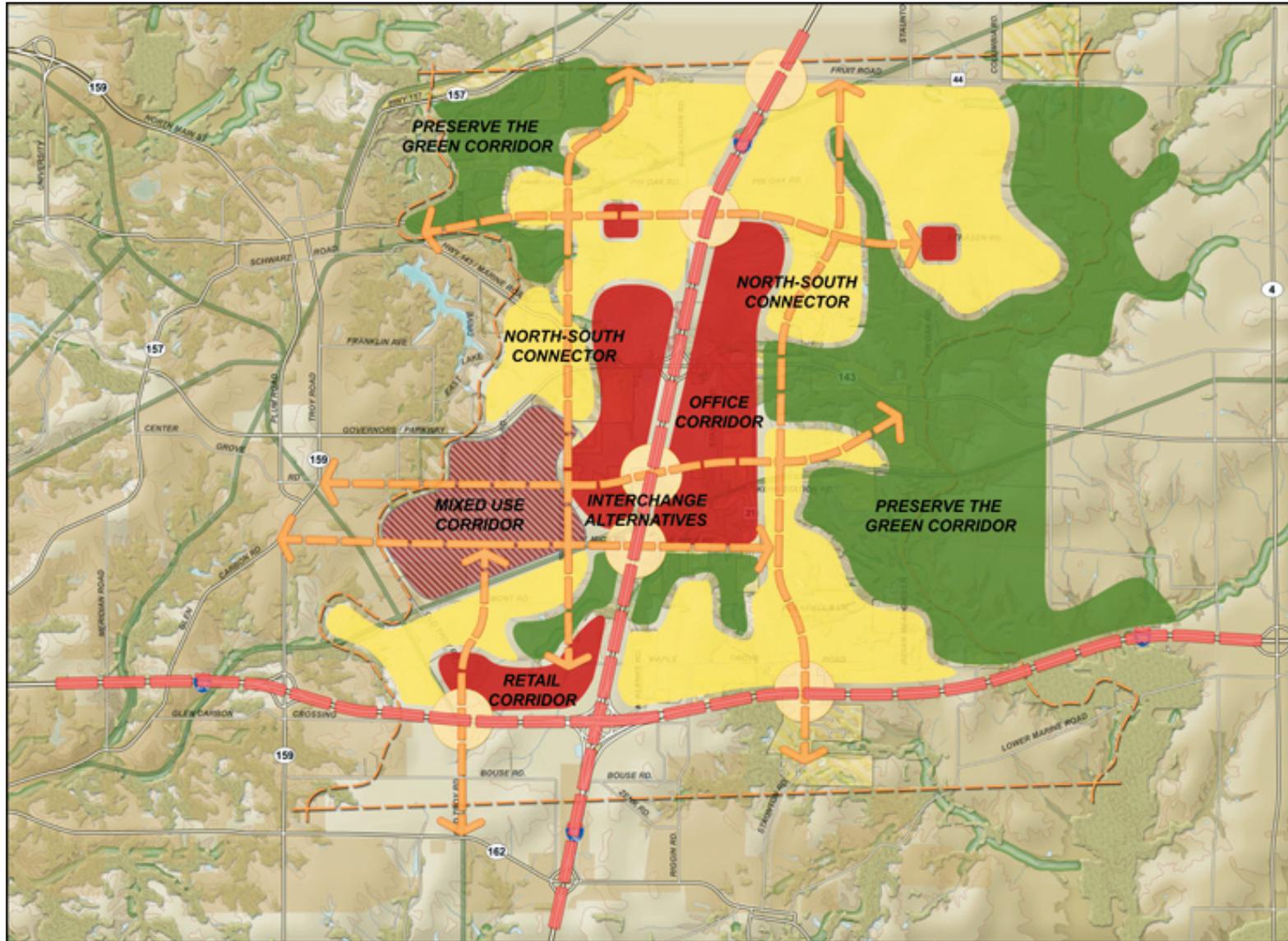
In addition to reserving room for freeway interchanges, it is also important to reserve space for arterial and collector roadways. Corridor preservation is beneficial so that future developments do not preclude desired transportation projects. Generally it is recommended that 60-100’ of right-of-way be reserved for arterial roadways, 60-70’ for collector roadways, and 35-60’ for local roads. Roadway width requirements can vary depending on many factors such as the desired cross section (e.g., two-way left turn median versus boulevard

section); incorporation of pedestrian, bicycle, and transit accommodations; intersection configuration (e.g., traffic signal versus roundabout); and utility plans. At this stage of the planning process it is usually appropriate to assume the “worst” case future for right-of-way needs and corridor preservation. It is most often easier for an agency to reduce right-of-way requirements during the project planning process then to obtain additional right-of-way after development has taken place.

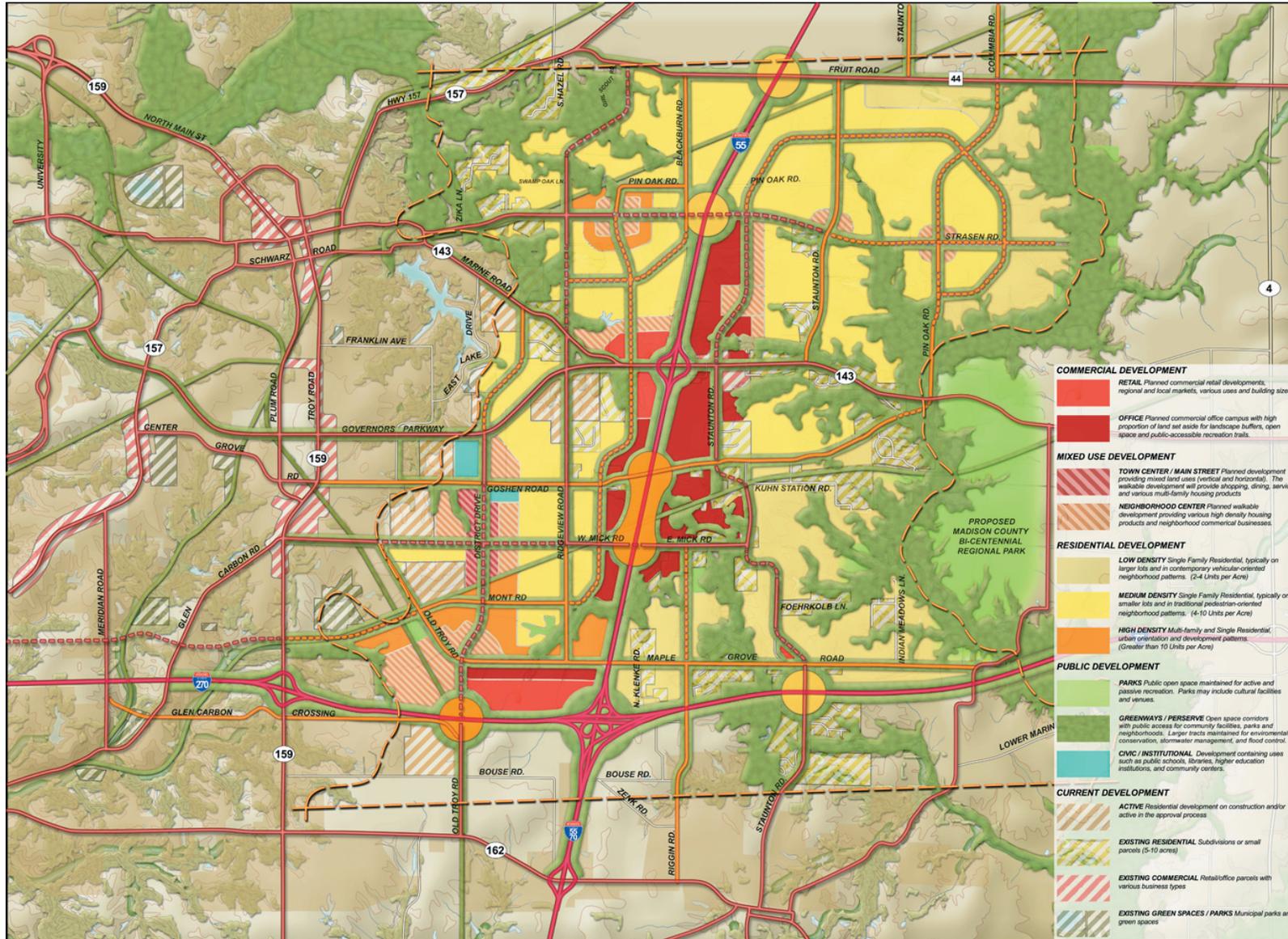
It is also important to set access controls early, before development begins. Access management can often be accommodated relatively easily during the land use, transportation, and site planning processes, but can often be very difficult to “retrofit” after development has occurred.

Tools exist in Illinois to facilitate the corridor preservation and access management processes. For instance the Illinois Highway Code contains provisions (i.e., 605 ILCS 5/4-510) to help IDOT plan for future transportation and land use needs by identifying, establishing, and recording a location for future additions to the state highway system. Additionally, incorporating the recommended improvements into their respective comprehensive transportation plans will help Madison County, Edwardsville, and Glen Carbon plan for and preserve transportation corridors and help them compete for future state and federal funding.

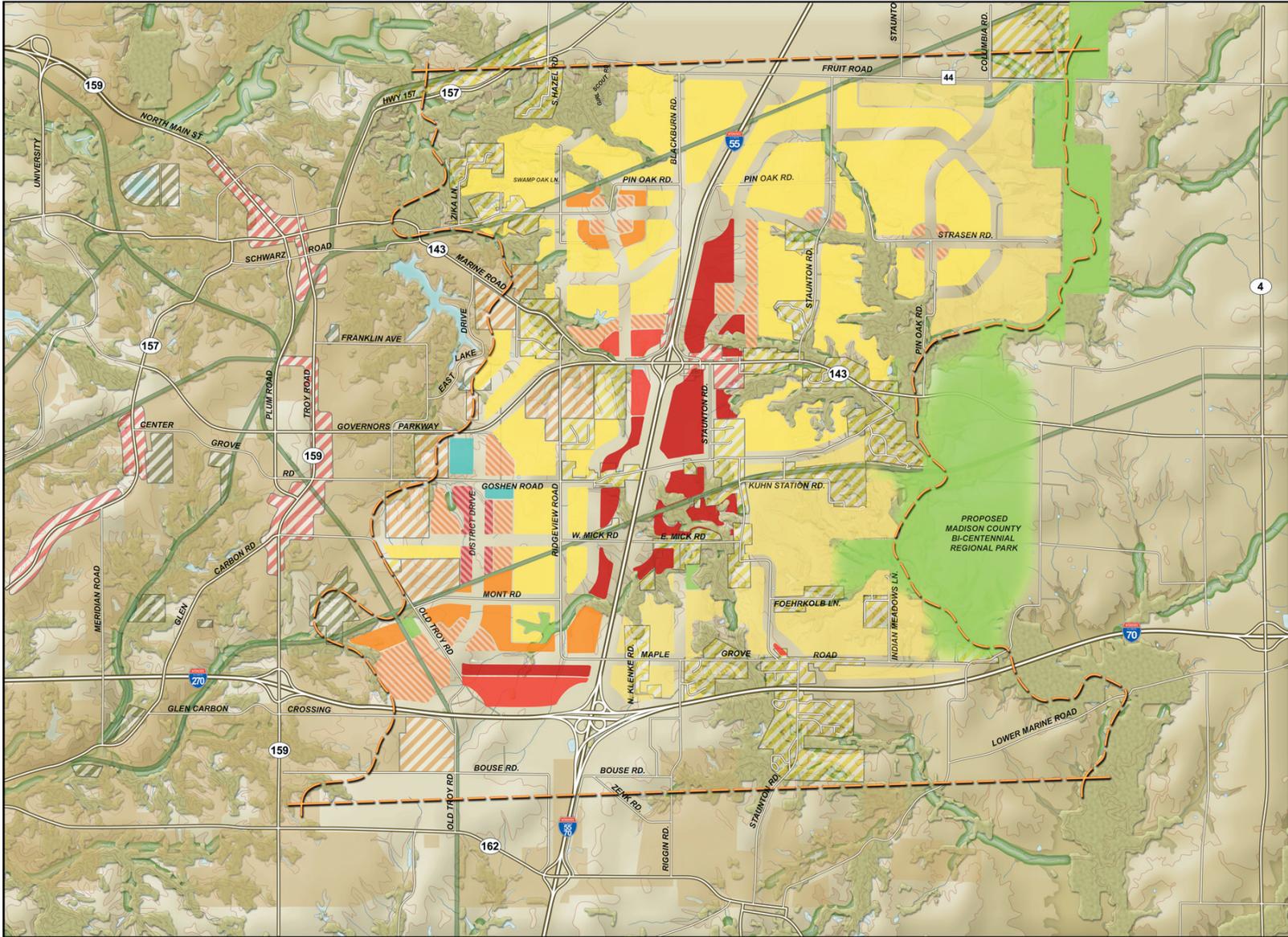
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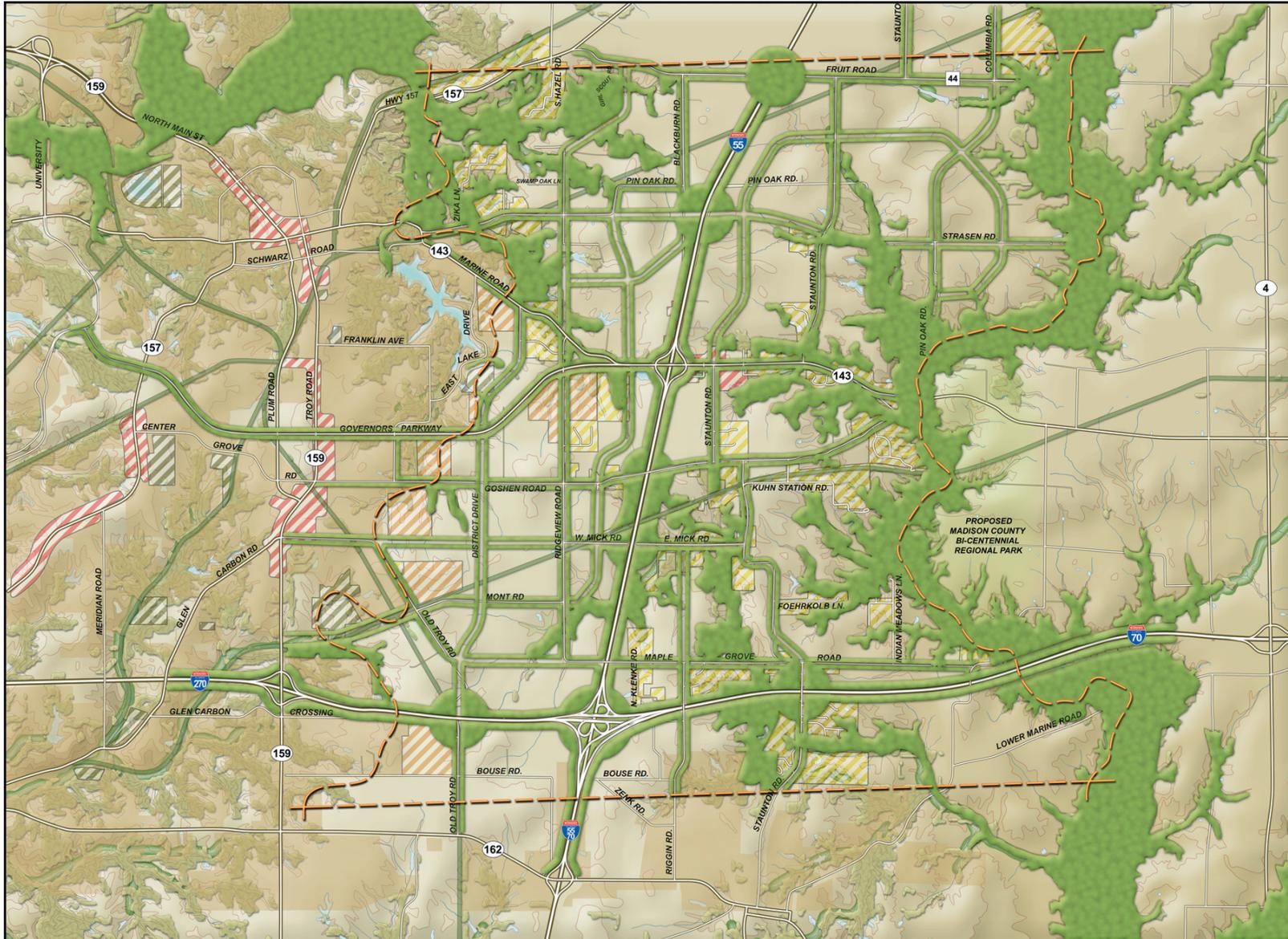


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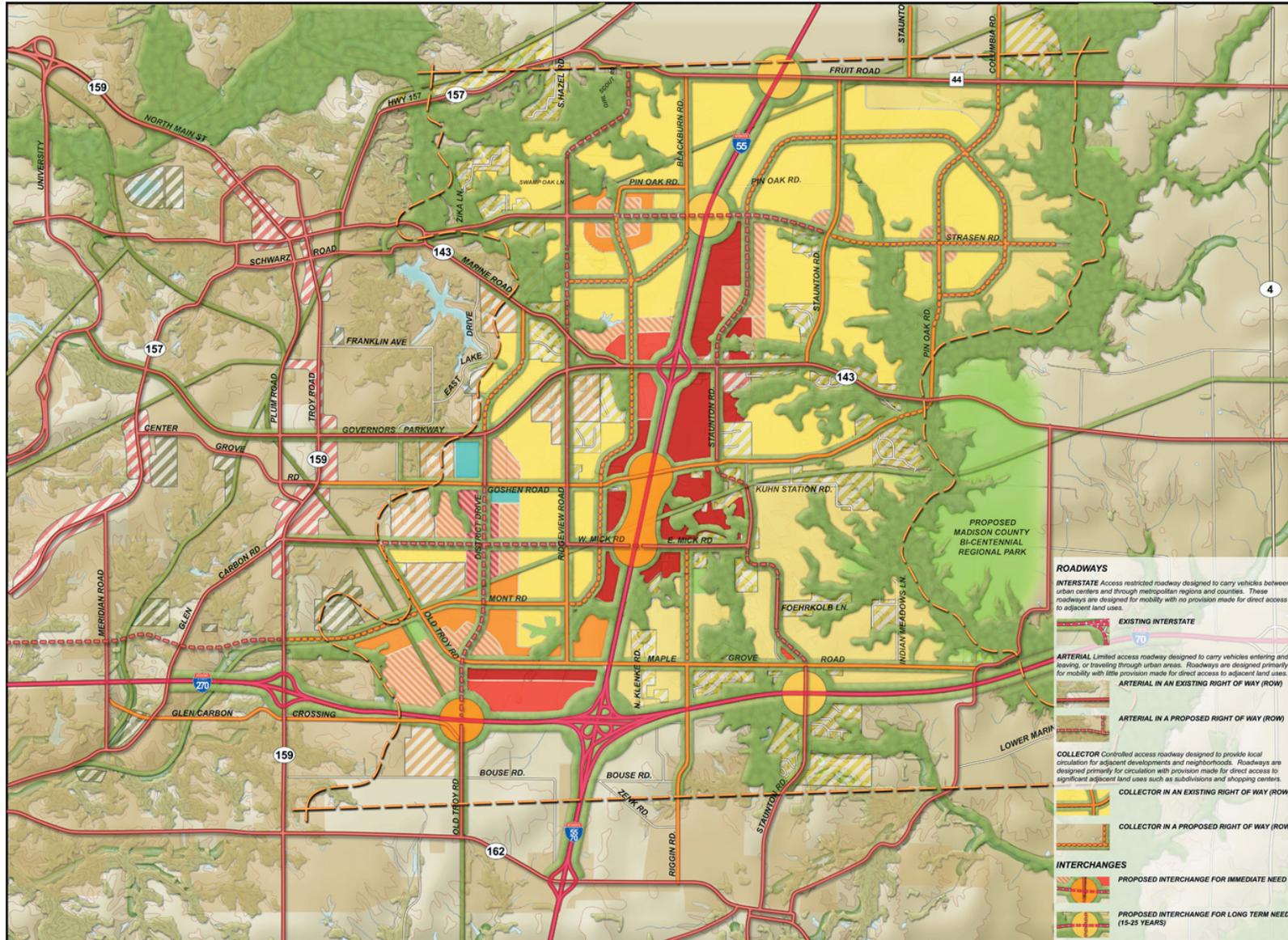
Transportation & Growth Management Plan - Land Use
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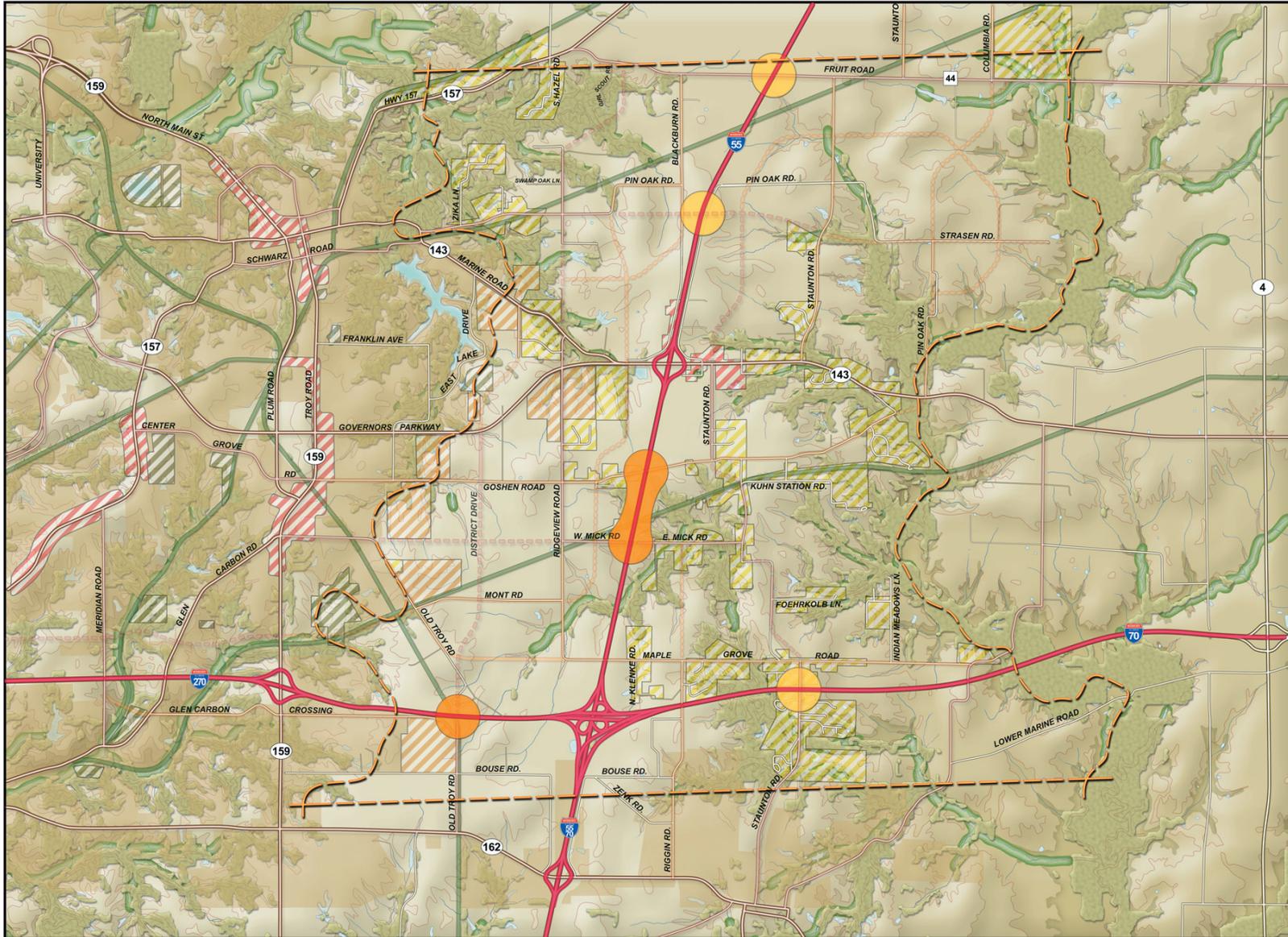


Transportation & Growth Management Plan - Open Space

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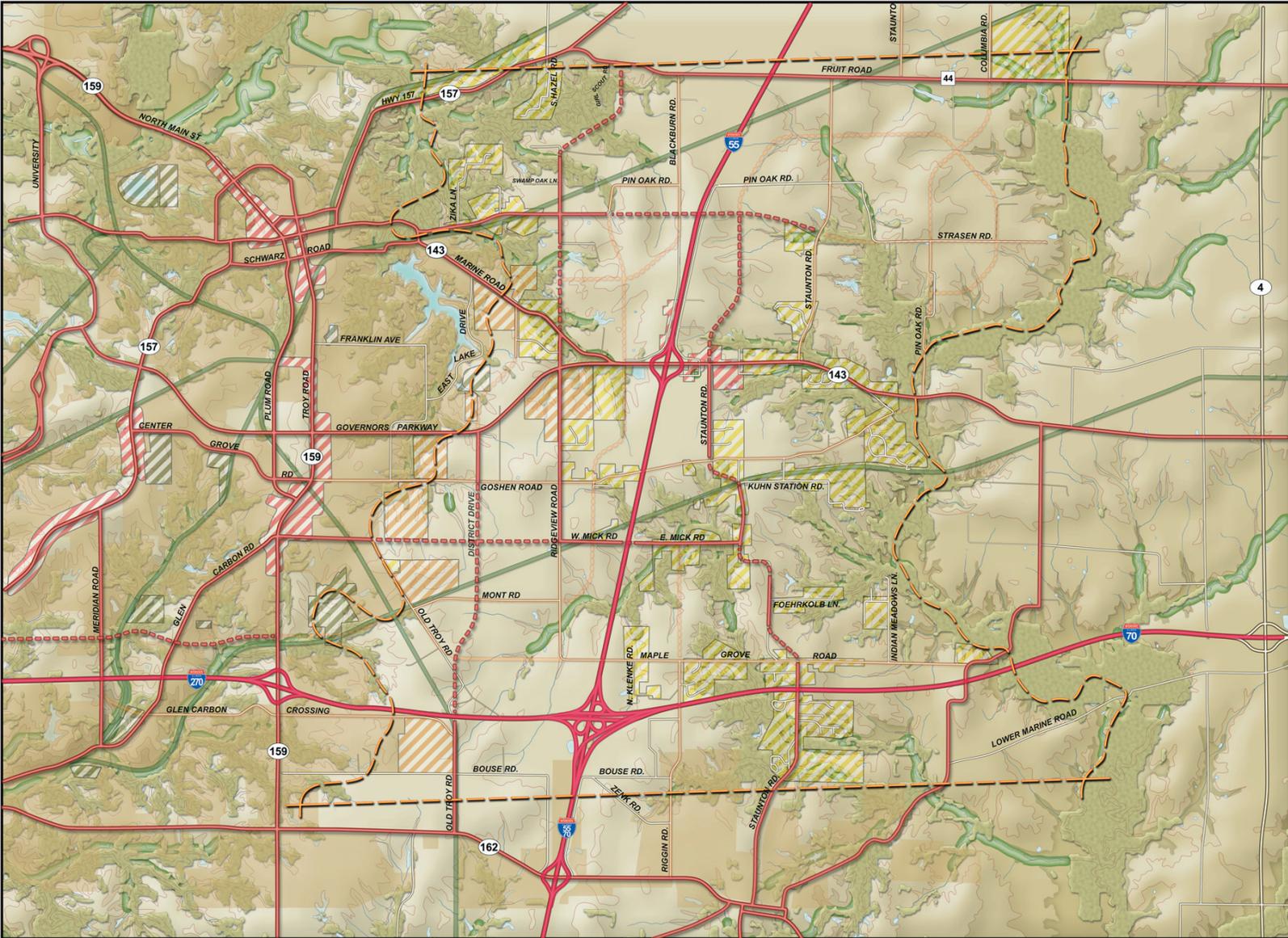


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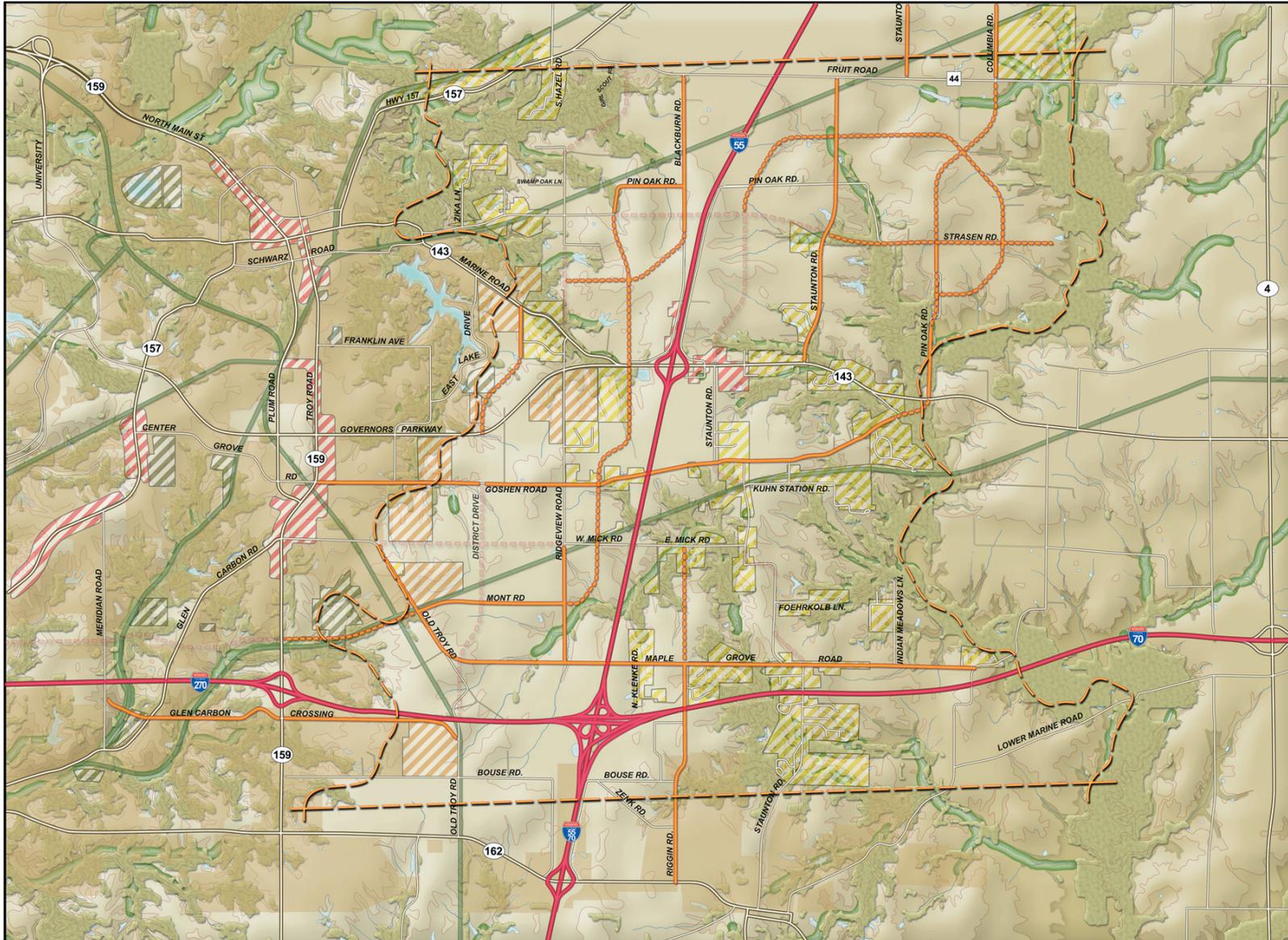
Transportation & Growth Management Plan - Interchanges

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Transportation & Growth Management Plan - Primary Roadways/Arterials
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Transportation & Growth Management Plan - Secondary Roadways/Collectors

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7.4 Goals Revisited

Throughout the Transportation and Growth Management Plan, overall goals and issues were used to guide the plan and measure its success. Below, the plan and the planning process have responded to each of these goals and are discussed in more detail.

Goal 1: Research and Document the development opportunities that exist in the region that will allow for the economic base of the community to be expanded by utilizing the I-55 corridor.

The plan is based upon a strategy of leveraging all factors and market opportunities available for the I-55 corridor. Goals number 1 and 2 are met by understanding the opportunity that is presented by the community's strategic advantage of being located at a major crossroads – I-55/70 and I-270, the existing labor force, key community anchors and the natural amenities found in and along the corridor. Essentially, the opportunity that the preceding factors create for the study area is to become a primary regional center of office employment.

Goal 2: Develop a land use framework that anticipates market based opportunities, which in return can provide the community with additional revenue streams.

Goal 3: Provide for transportation options that take into consideration the capacity of the existing roadway system and develop short-term and

long-term plans to interconnect new roads while exploring alternative means of transportation to reduce congestion.

The circulation system provides a phasable network of roadway options that leverage existing corridors, rights-of-way and plugs into the existing network seamlessly. The result is a circulation system that will offer options for newly developed areas as well as existing congested areas such as Center Grove/Goshen Road and IL 159.

Goal 4: Provide for more efficient use of land resources to minimize urban sprawl.

The plan identifies nine smart growth planning principles and incorporates them into the final land use plan by promoting traditional neighborhood design. These principles include:

1. An economically viable plan that preserves open space and natural resources.
2. A comprehensive, integrated and regionally focused land use planning effort.
3. A collaborative approach of public, private and non-profit sectors for mutual benefit.
4. A development process with certainty and predictability.
5. The use of and preservation of existing infrastructure.
6. The redevelopment and infill of development is fundamental.
7. Urban centers and neighborhoods are healthy components of the region.

8. Compact suburban development is promoted.
9. Fringe growth is mixed-use, fiscally responsible with open space and transportation options.

Goal 5: Promote and encourage orderly and sound development to conserve and preserve land for open space.

The plan encourages the incorporation of the following eleven basic principles to represent a commitment to quality of life, sustainability and smart growth.

1. Citizen and Community Involvement: Engage residents, neighbors, civic leaders, politicians, municipal staff, developers, and local institutions throughout the process of designing change for neighborhoods.
2. City-wide and Regional Connections: Establish connections to regional patterns of transportation, land use, open space and natural systems. Transit System Connections: Establish connections to local and regional public transit system. Appropriate building densities and land uses should be within walking distance of transit stops, permitting public transit to become a viable alternative to the automobile.
3. Economic Viability: Establish the primary economic development objective as one that attracts and retains quality jobs in addition to attracting public and private investments that contributes to a sustainable and

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- economically viable community. Promote the development of an economic base of the community not solely reliant on retail or housing, but a complementary mix of uses.
4. Neighborhood Form: Promote compact, pedestrian-friendly, and mixed use neighborhoods with many activities of daily life available within walking distance.
 5. Design for the Human Scale: Design for the human scale and perceptions, creating a sense of neighborhood and community street design that responds to local traditions.
 6. Mixed-Use: Promote the creation of mixed use neighborhoods that support the functions of daily life: employment, recreation, retail, and civic and educational institutions.
 7. Street Network: Provide an interconnected network of streets and public open spaces. The primary task of all urban architecture and landscape design is the physical definition of streets and public spaces as places of shared use.
 8. Public Open Space: Design internal and peripheral parks and open spaces and whenever possible provide connections with the local and regional park and open space network. Provide opportunities for recreation and appropriate settings for civic buildings.
 9. Architectural Character: Design the image and character of new developments that respond to the best traditions of residential and mixed use architecture in the area.
 10. Safety and Civic Engagement: Establish relationship of buildings and streets that enable neighbors to create a safe and

stable neighborhood by providing “eyes on the street” and encourage interaction and community identity. Provide a clear definition of public and private realm through block and street design that responds to local traditions.

Goal 6: Provide for more efficient means of planning for shared and integrated infrastructure and public services to reduce financial burden to the public and private entities.

Admittedly infrastructure is one of the most expensive, most difficult items to account for in a land use master plan. Infrastructures in the context of this plan include transportation, water, sewer, storm sewer and open space. As discussed previously, the circulation and open space systems are planned to be a fully integrated and shared system. The community boundaries were not a determining factor during the design phase to ensure that the plan is seamless and flexible to accommodate future municipal growth and cooperation.. The realities of such a plan are that communities will need to fully incorporate a shared implementation strategy. In Chapter 8, recommendations will be made to clearly address such issues from a regional perspective.

Goal 7: Promote mixed-use developments that take into consideration areas that are best suited for various types of commercial/business/residential development and connectivity to public facilities and transportation system.

A critical recommendation of this plan is the preservation and utilization of properties for their highest and best use. At the very core of this plan is the need to preserve areas adjacent to I-55 and around the key interchanges that have the highest economic development value. Secondly the plan promotes developing sustainable mixed-use neighborhood centers to anchor and stimulate viable development patterns.

Goal 8: Promote quality developments (residential, commercial, and mixed-use) that capitalize on the unique local character and attractiveness of the Edwardsville/Glen Carbon area in Madison County.

Goal number eight is a question of quality, vision and image. The commitment of this plan and all the recommendations included within this master plan are embedded in the community’s commitment to quality of life. So, what is the community image and who do we want to be when we grow up? We want to have housing, recreation, employment, freedoms, education and beauty just like we have it now, only better for tomorrow. This is a statement that speaks of a historical/contextual respect for community values that anticipates and desires change. Likewise it is an image that expects these changes to respond to a commitment based on quality. For the I-55 Corridor, image is as important as the physical plan. Image controls the future character and eventual attractiveness of the community.

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7.4 Strategic Issues

In Chapter 2, eight strategic issues were introduced. Some of these issues have been addressed earlier in this plan or in Chapter 8 Implementation. It is the intent to investigate solutions based to address as many issues as feasible. They seven original issues include the following with the addition of a ninth item, economic development incentives:

- ***Branding***
- ***Distinctive Urban Form***
- ***Revenue Streams***
- ***Adds Value***
- ***Competitiveness***
- ***Addition to Community***
- ***Implementation***
- ***Official and Public Participation***
- ***Economic Development Incentives***

Branding: Branding is important, but is only successful as part of a larger, coordinated public relations and marketing strategy. For the I-55 Corridor to attract new businesses, especially in a region like Metro-East, where communities traditionally compete for a limited pool of new investment, the brand can be an effective communication tool and can help improve image and redefine stereotypes.

Whether it is a formal brand or simply a city's reputation, a quality oriented image is very important for stimulating economic development and

instilling neighborhood pride. Cities like Kirkwood, Webster Groves and Clayton may not have familiar nicknames; but they each have a strong image that makes them unique and identifiable. Other cities such as Fenton, "City of Parks," and St. Charles, "The City that Works," have attracted millions of dollars in private investment in large part due to well-coordinated marketing and public relations efforts, as well as successful branding.

The local I-55 community offers some very positive opportunities to build upon. Defining a brand/image along the I-55 Corridor will be a necessary step in competing regionally for the office/commercial market niche. The residential market will be a sustained outgrowth of the community and its reputation. For the new office/commercial vision of the I-55 Corridor, this brand will have to be built from the ground up.

Distinctive Urban Form: To compete with other peer cities in the region, value, distinction and quality must be created along the I-55 Corridor to make it a unique destination that will be attractive for business and residential development. An urban form unique to the entire metro St. Louis—that can provide business with a physical environment that cannot be found elsewhere in the region—will enable the I-55 Corridor to more quickly establish itself as a viable commercial node. The most appropriate development pattern that is sensitive to existing neighborhoods, sustainable over time and provides the highest

economic return would be a mix of uses and densities that reinforces a sense of Edwardsville and Glen Carbon's history and community.

Providing the citizens of Edwardsville and Glen Carbon a thriving office/commercial center will supplement the local tax base and provide convenient access to employment and services. But development within the corridor should not be based exclusively on commercial development that competes with other thriving centers within the community. Neighborhood building (as opposed to housing only development) must include an abundance of accessible parks, trails and open space. Appropriately mixed land uses, including retail, office, residential, recreation, civic, religious, education and entertainment, will contribute to the citizens' quality of life.

Revenue Streams: Identifying the highest and best uses for the I-55 corridor will result in increased economic development that is the most appropriate for the I-55 Corridor. Care has been taken to develop a plan that is flexible over time that allows for continuous future revenue, even if the region's economy experiences transformations. Transitioning land uses between existing residential neighborhoods to potential commercial activities along the I-55 Corridor has been thoughtfully planned and designed. Some of the most desirable residential neighborhoods in the region are within walking distance to neighborhood town centers—but it is only a symbiotic relationship when executed with a high standard of design.

Transportation & Growth Management Plan

Future marketing and economic development opportunities with regards to developing the I-55 Corridor must consider multiple sources and options. Growth trends, the Regional Commerce and Growth Association's Metropolitan St. Louis industrial clusters (biotechnology, information technology, advanced manufacturing, banking and finance, and transportation and distribution), and regional development initiatives and partnerships must be factored into future plans for the I-55 Corridor.

Add Value: Unfortunately, the well-intentioned phrase “live, work and play” has become cliché in urban design. Many of the developments that make the sublime promise cannot fulfill it because these activities are treated as disparate, isolated events. Thriving, vital, desirable communities, on the other hand, recognize that living, working and playing are inextricably mixed in our daily lives. Providing the opportunity for this kind of mix is a constructive way to add value to proposed developments, as well as for existing neighborhoods.

The neighborhood town center businesses that might be most appropriate for the communities of Edwardsville and Glen Carbon are those that the residents themselves would patronize on a regular basis as well as those that have a regional market. The market for neighborhood services, professional offices, restaurants and stores should grow as the Metro-East population continues to grow. If the I-55 Corridor development can achieve landmark status—

and gain special attention within the region — it can capitalize on the most important factor in real estate investment: its location.

Competitiveness: Regional growth for metro St. Louis has recently followed an extremely rapid trend developing toward the west, particularly in St. Charles County. As residents have continued to move further and further west, the region has decentralized and expanded greatly in physical area, but not in population. The opportunity to provide better neighborhoods, schools and recreational facilities with better access to jobs will position the I-55 Corridor for a competitive advantage over other edge cities in the Midwest.

As an edge city development, the I-55 Corridor is actually closer to the traditional center of the region, Downtown St. Louis, than its competitors. With successful marketing, financing and public-private cooperation, the I-55 Corridor can become “the quality” base of office/commercial development and growth for the Metro-East.

Existing precedents — and possibly competitors — within the region include West Port Plaza, Chesterfield Village, WingHaven, Clayton-Richmond Heights, Lake Saint Louis, Fairview Heights, the I-255 north expansion into Alton, New Town St. Charles, and the planned Wildwood Town Center. While this represents a broad range of density, urban form and character, each is a destination that provides a mix of activities that serve local communities in addition to the wider region.

Addition to Community: Universally, the most successful forms of community additions are quality public spaces and linkages. Also known as the public realm, these linkages include streets, greenways, parks and recreation trails. Each of these public spaces can be successfully used to encourage economic development of new areas, raise existing property values and build social connections that strengthen established neighborhoods. It is important to consider the I-55 Corridor a strong benefit to the Edwardsville-Glen Carbon communities and not an isolated development of its own.

In November 2000, the citizens of Madison and St. Clair Counties sent a clear message about the importance of open space preservation when they voted to create the Metro-East Park and Recreation District. Preservation of open space within the I-55 Corridor reflects the values of local residents and is a high priority in the corridor plan.

A range of housing types should be provided in the residential and mixed-use parts of the development. One particular housing goal may be to establish a mix that allows residents to live their whole lives in the same neighborhood — to move from the home they may have grown up in to an apartment after college, to a starter home, to a larger home for a family, and eventually to a condo or assisted living facility. No amount of physical development can substitute the sense of community that comes from multi-generational neighborhoods and relationships. The Edwardsville-Glen Carbon area already has produced

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a community that has embraced this concept with generations of families living in Leclair, Montclair or in Old Town Glen. We believe this concept combined with a social infrastructure of trails and open space is the viable solution for a community that truly adds value and quality to the community.

Implementation: There are many possible phasing strategies and funding mechanisms available. Most important, however, is to put a plan in place that is flexible, responds to changes in the market and allows for incremental growth or rapid implementation.

Consideration may be made to implement a significant public amenity in an early phase to set the parameters for development (versus conservation) and to utilize increased property value adjacent to public amenities to encourage private investment and development. Public infrastructure, particularly streets and pedestrian routes, should establish a level of quality and communicate a message to the development community that Edwardsville and Glen Carbon are office/business-friendly and are committed to fulfilling a vision for the corridor. Additionally, it may be advantageous to partner with business or the development community to construct an icon building or complex that can become a physical and symbolic landmark for the I-55 Corridor.

This plan recognizes that the real challenge will be recognizing that this project is a landmark attempt in bringing neighboring, competitive entities together

for the benefit of the community. This is a challenge the community has accepted and embraced.

Official and Public Participation: One fact that the project, process and final land use plan can stand on is the respect garnered through the public participation process. Many residents and local officials participated in the work session and open houses to ensure that the project obtained community fit.

As a side note, the citizens and local officials of the I-55 Corridor study area are to be commended for their interest and dedication to the successful completion of the project.

Economic Development Incentives: Public agencies and private groups frequently offer many forms of incentives to encourage land and business development in their communities. The primary purpose of most incentives is to make a particular site or community more attractive, and thus more competitive, than similar areas. A key is to reduce costs within the private market in order to reduce the financial risks of developers. Another key factor is to offer the same incentives, or spread them around, to all participating communities and/or to favor certain types of development. Since economic development was a driving force behind the I-55 corridor planning process, all incentives might be targeted to, say, commercial developments (perhaps excluding retail). Let residential and institutional uses come when they may.

The best known incentives tend to be those that encourage redevelopment of land in “blighted” or deteriorated parts of cities. Tax increment financing, property tax abatement, brownfields or historic tax credits, and urban enterprise zones are common examples. These are intended to “level the playing” field between greenfield development on previously, say, agricultural land at the edge of suburban growth and the added costs of not only redeveloping in an urban area but of removing and cleaning up the previous development.

But incentives need not be limited to redevelopment. In undeveloped areas such as much of the I-55 Corridor, less traditional incentives might be applied, such as:

1. Pre-purchased and assembled land might be offered to an office park developer at a much reduced cost in order to reduce that developer’s financial risks. As a result, the developer will create the office park sooner than normal market factors might otherwise allow. Many of the land costs are, thereby, shifted from the developer to the public sector (or a land trust or similar institution created to encourage land development).
2. Removal of existing structures (farm buildings, obsolete commercial buildings) might also be done at public expenses to reduce these development costs. Likewise, major grading might be undertaken to create larger expanses of contiguously developable land.

3. Re-zoning of land from agricultural or large-lot residential purposes to more intense uses can also be a major developer cost, so pre-zoning the undeveloped land to match the city's master plan and other goals can encourage development on a faster timetable.
4. Extension of infrastructure, such as roads and utility lines, is also a major cost that is frequently shifted to developers. Funding these changes prior to development can encourage growth to happen more quickly than otherwise. This incentive, by the way, might be able to recover some of the public costs by imposing impact fees or excise taxes on the development at the time of land platting, but the front-end time and expense of infrastructure extension will have already taken place, thus greatly reducing the developer's risks. Extensions of infrastructure usually also increase the nominal value of the land, perhaps enabling the community to recover many of the infrastructure costs through higher land sales revenues.